Modernized Land Use Planning: Best Practices for Writing Plan Content - Goals, Objectives, and Strategies

Third Edition

July 2021

Prepared by:
Resource Planning and Assessment Branch - Resource Stewardship Division
Ministry of Forests, Lands, Natural Resource Operations and Rural Development

Intentionally Left Blank

DISCLAIMER:

The Province has committed to undertaking land use planning in partnership with Indigenous governments to support reconciliation, and the implementation of the Declaration on the Rights of Indigenous Peoples Act (DRIPA), and the Articles of United Nations Declaration on the Rights of Indigenous People (UNDRIP). The modernized land use planning program is being developed and refined through engagement with Indigenous people. Feedback from land use planning project teams, Indigenous partners and advisors, and other interested parties has and continues to inform new policy and guidance. With the implementation of DRIPA new opportunities for deeper collaboration with Indigenous people will be reflected in the process. Additionally, to ensure new policy and guidance is effectively addressing reconciliation commitments, government will continue to work with the First Nations Leadership Council, and other Indigenous governments and organizations on the progress of new policy and guidance development.

Initial input for this guidance has been provided by The Firelight Group and Gwen Bridge Consulting Ltd. Input will continue to be sought on an ongoing basis through webinars, engagement with project teams, and Indigenous Rights and Title holders.

About This Guide

This guide is a reference for provincial and Indigenous land use planners (e.g. natural resource planners, lands managers etc.), and decision-makers who intend to work in collaboration[1] in developing land use plans to meet community and government goals and objectives. The overall intention of this guide is to support the creation of high-quality land use plans that are easy to interpret, implement, and monitor.

A land use plan should, at a minimum, do two things:

1. Define a collaborative vision for the future use of lands and natural resources in the planning area.
2. Describe how the vision will be achieved.

To meet these two basic requirements, land use planners and decision-makers must determine what specific subjects need to be looked at, and the level of detail required to address them. A plan is effective only if it addresses the relevant values and issues—for example, what matters most to individuals, communities, and stakeholders in the planning area—and clearly communicates the intended stewardship direction. By clarifying relevant issues and identifying common values early in the planning process, planners and decision-makers can build a shared understanding of land use priorities and concerns and increase the probability that the plan will be implemented in the way it was intended. Planning processes can be expensive, so it is also important to ensure that the investment made leads to planning products that address the known issues and can be successfully implemented.

Each land use plan is unique, ranging from issue-specific plans to comprehensive land use plans. As a result, it may not be possible to apply all the best practices contained in this guide to every process. For this reason, this guide is organized in a format that offers flexibility, which is the key to producing plans that suit specific areas and contexts.

Information Notes

This guide is one of a series of land use guidance documents developed by the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) to help provincial and Indigenous planning staff prepare high-quality land use plans that are easy to interpret, implement and monitor.

Note: This guide refers to "**resource objectives**" and "**strategies**" as primary tools planners employ to communicate the desired resource management direction for a plan area. In British Columbia several statutes (e.g. the *Land Act*, *Forest and Range Practices Act*, *Oil and Gas Activities Act*, *Water Sustainability Act, Environmental Management Act*, and associated regulations) also use these terms, but in that context, they have a specific legal meaning as defined by each piece of legislation. In this guide, conventional planning definitions are applied to these terms, and it is important to note the differences in usage.

[1] As defined under the Modernized Land Use Planning program.

Table of Contents

What's New?

This guide updates the original *Guide to Writing Resource Objectives and Strategies* released in 2004. It reflects changes that have taken place to the Government of British Columbia's (the Province) public[2] (Crown) land planning system since then, including:

- An evolving relationship between the Province and Indigenous governments, in alignment with B.C.'s commitment to implement the UNDRIP through the DRIPA ;
- An increasing demand on B.C.'s natural resources by industry and recreational users;
- An increasing demand from First Nations for conservation, increased economic opportunities and protection for species at risk and water quality;
- A changing climate, which is impacting forest health and leading to more intense wildfires, floods and drought; and
- Updated assessments of the current condition of natural resources.

In the past, Regional Land Use Plans, Land and Resource Management Plans, Sustainable Resource Management Plans, and Marine Plans were considered comprehensive plans. This has changed under the modernized land use planning initiative (see Appendix 1). More recent land use plans take several forms: comprehensive processes with a full scope covering a large area (e.g. First Nation territory or a natural resource district); component-based plans that address targeted values over a large area, or issue-specific plans that deal with targeted values in a small area, such as a watershed. Existing land use plans will help inform the drafting of new or updated modernized land use plans with different planning processes, scope, scale and objectives.

A goal under the modernized land use planning model is that provincial and Indigenous governments work together as partners in a government-to-government relationship with shared responsibility for designing and implementing land use plans and collaborating with local governments, industry, non-government organizations, stakeholders and the public.

[2] Public land includes land covered by water such as rivers and lakes that is available to the public for many different purposes such as industry, recreation, and research. Given large sections of British Columbia Aboriginal Title has neither been surrendered nor acquired by the Crown, and given the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), the *Declaration on the Rights of Indigenous Peoples Act,* and recommendations by the Truth and Reconciliation Commission of Canada (TRC) for the purposes of land use planning "Crown land" is referred to as "provincial public lands and water" or "public land". Please note, these terms have not yet been reflected in applicable land and resource related regulatory or legislative statutes or agreements which still use the term "Crown land".

Scope

This guide has broad application to most spatial land use and resource planning processes; however, its emphasis is on the development of plans within a British Columbia public land and marine context.

Land use planning has been identified by the Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD) as an important vehicle, in partnership with Indigenous governments, to provide, specific and tangible resource management direction that is needed to resolve complex land and marine use issues, support tenure decisions and operational-level resource planning, guide day-to-day resource management decision-making and to facilitate collaboration with Indigenous peoples in a land use planning context. Government-to-government (G2G) agreements are an important vehicle for providing resource stewardship direction, particularly where they advance Indigenous Rights and Title on the land. From this perspective land use plans are one of the many tools that inform G2G tables and processes and support decision-making.

This guide focuses on recommended best practices for writing resource objectives and strategies. Resource objectives, zoning, and strategies are the main elements used to communicate intended management direction in land use plans. However, they may also contain other content, such as contextual[3] information, implementation methods and monitoring programs.

This guide is compatible with, and supports, British Columbia's system for regulating natural resource planning and management practices. It includes guidance on effective planning for all types of natural resource values. Certain terms used in this guide (e.g. "objectives" and "strategies") have a broader meaning than the legal definitions for these terms found in the province's statutes.

Language and terminology used in this document are rooted in the Western and not the Indigenous worldview and approach to land use planning. This guidance intends to consider and address Indigenous interests and perspectives within the current planning framework and will be further updated to reflect the evolving relationship between the British Columbia and Indigenous governments

This is one of a series of guides that describe recommended approaches and methods for land use planning in collaboration with Indigenous communities.

Audience

This guide is intended primarily for provincial and Indigenous government planners who are partnering to develop land use plans for public lands and waters including marine areas. Although it reflects the British Columbia public land planning context, much of the advice can be transferred to other planning situations and jurisdictions.

Guide Organization

Chapter 1 provides an overview of the tools available to land use planners to communicate a plan's intent. It summarizes the relationship of goals, objectives, and strategies — as key instruments for expressing land use and resource management direction — to other communication tools.

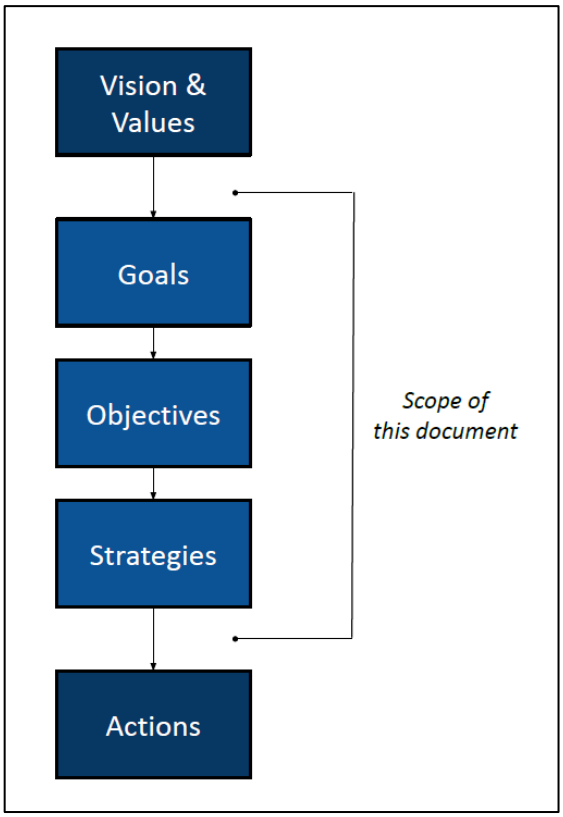
Chapters 2 to 6 describe in detail the following 12 guidelines that are essential for writing effective resource objectives and strategies:

Guideline 1	-	Say What You Mean
Guideline 2	-	Consider the Planning Environment
Guideline 3	-	Be Internally Consistent
Guideline 4	-	Make Sure It Is Achievable
Guideline 5	-	Setting the Shared Context for Land Use Planning
Guideline 6	-	Distinguish Between Goals, Objectives and Strategies
Guideline 7	-	Supplement Where Necessary
Guideline 8	-	One Thing at a Time
Guideline 9	-	Focus Mainly on the Physical
Guideline 10	-	Identify Where, When and Who
Guideline 11	-	Make it Measurable
Guideline 12	-	Provide Detail (As Appropriate)

Chapter 1: Expressing Stewardship Direction

Goals, objectives, and strategies are key components of land use plans, as they provide specific and tangible instruction for managing land use activities, natural resources, and other land-based values (e.g. culturally significant sites and access and use of public land and waters). In addition, there are several other ways to express proposed management direction in a plan. This chapter outlines the various tools that can be used for this purpose.

Figure 1: Components of a Land Use Plan



Most provincial land use plans, including some recent Indigenous land use plans, include an emphasis on a vision statement and principles to guide the development of the plan, in addition to the design of goals, objectives, and strategies. Best practices for working in partnership with Indigenous governments on land use planning will be developed in collaboration and contained in subsequent guidance materials.

To be complete, land use plans need to be framed within a given context. This context should include an Indigenous perspective, the condition of the land pre-contact, a vision, shared values and core principles; and recognition of land acknowledgement. From this context, LUPs will answer the following five essential questions:

1. ***What*** goals and objectives (desired future conditions) will apply?
2. ***How*** will these goals and objectives be achieved?
3. ***Where*** in the planning area will the goals and objectives, and strategies for achieving them, apply?
4. ***When*** will the goals, objectives and strategies take effect?
5. ***Who*** is responsible for carrying out the activities defined in the plan?

Plan writers can use several tools to communicate management direction and stewardship responsibilities. While plans may employ many of these tools, most of the substantive content in a land use plan is currently taken up with objectives and associated strategies and goals.

Goals

Goals are carefully worded statements that describe a desired end state with respect to a specific subject. They are usually open ended, without a timeframe, and reflect broad ideas, aspirations or benefits pertaining to specific environmental, economic, social, or cultural issues. They often translate higher-level policies or principles into statements with local relevance. Goals typically apply to the whole plan area, as opposed to a geographic subdivision.

For some First Nations, goals may also be linked to stewardship responsibilities rooted in Indigenous laws that could be used to frame specific goals. Indigenous perspectives and ways of thinking, speaking, and doing may be different in terms of how goals are written (e.g. walking in two worlds "two-eyed seeing" approach). [4]

Here are some examples of goals:

- *Maintain, protect, and restore values that are important for the practice of Indigenous and Treaty rights.*
- *Encourage community stability by promoting economic opportunities.*
- *Maintain water quality as a basis for ensuring healthy aquatic ecosystems.*
- *Ensure a sufficiency of resources for the protection and practice of Indigenous and Treaty rights.*
- *Maintain biological diversity throughout the plan area.*
- *Maintain the structure, function, and natural productive capacity of aquatic and riparian ecosystems, so they are resilient to environmental change.*
- *Maintain patterns of seasonal and regional movement of wildlife, and the potential for movement in response to cumulative landscape changes and pressures from human activity.*
- *Maintain traditional practices, cultural values, and ways of life as the impacts of climate change unfold in the traditional territory.* [5]

[4] Consider the teachings of Dr. Reg Crow Shoe on the concept of and need for ethical space in writing land use planning goals, strategies and objectives with First Nation partners found in the Alberta Energy Regulator. 2017. *Voices of Understanding – Looking Through the Window*. Available at: https://www.aer.ca/documents/about-us/VoiceOfUnderstanding_Report.pdf

[5] Ministry of Forests, Lands and Natural Resource Operations. 2012. Dease-Liard Sustainable Resource Management Plan. Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/skeena-region/deaseliard-srmp/deaseliard_srmp_plan_phase2.pdf pp. 54.

Objectives

Plan objectives describe a desired future state for a specific resource, or resource use and are more explicit and concrete than goals. Objectives can be thought of as interim to steps required to achieve broader goals. They should be measurable, either directly or indirectly, as a basis for evaluating whether they are being achieved over time.

Note: For the purposes of reconciliation, a desired future state of the land should consider a full suite of factors that enable meaningful practice of rights. First Nations land use plans often want to see management objectives specific to protecting rights and interest and related land-based practices, such as hunting. A desired future state will be based on different guiding laws, norms and principles from Indigenous perspectives. It is important to find a common understanding of what the vision and guiding framework for planning are before discussing goals. It is equally important to understand that each Nation will have different ways of defining the worldview that frames the document, and to make space for this both within the planning process and in the final planning product.

The typical structure of a plan objective is:

"Active verb" a "**resource or resource use"** within a "**geographic location"** for a **"specified time."**

If an objective applies for the duration of the plan, it is important to specify this.

An acronym that summarizes what an objective should give rise to is *SMART:*

***S**pecific **M**easurable **A**chievable*

***R**elevant **T**ime-bound*

Note: The "objectives" discussed in this document are those included in land use plans – not to be confused with those specific legal objectives established under authority of the *Forest and Range Practices Act* and its regulations, or other legislation.

To have practical effect on all or portions of a land use plan, it can be translated into binding and enforceable legal requirements and/or policy direction that can structure decision making by government officials. Government can choose to create explicit legal objectives for a value (informed by the direction provided in the plan) using powers provided in legislation (e.g. *Forest and Range Practices Act* Government Actions Regulation, section 93.4 of the *Land Act*, the *Oil and Gas Activities Act* Environmental Protection and Management Regulation) and/or use other legal tools (e.g. wildlife habitat area designations, access and use restrictions) to indirectly achieve the desired objectives. Government can also implement plan objectives by explicitly endorsing them as approved policy (i.e. by specifically referencing them in a management plan for a value or in decision-making guidelines), but their legal enforceability is diminished in this context. See *Modernized Land Use Planning Guidance: Giving Legal Effect to Land Use Plan Content* (Summer 2021) for additional guidance on tools to give land use planning content legal effect.

Land and resource objectives are spatially specific — they may apply to the whole plan area or to sub-sets, such as a specific planning area or geographic unit. They may also describe a timeframe within which to achieve the objective.

Table 1 lists examples of resource objectives from existing land use plans. The following examples do not closely reflect the qualities required for SMART objectives; therefore, some modified examples have been provided as recommendations for improvement.

Table 1: Example Objectives

Plan	Objectives	SMART Objectives
Kwadacha Nation Land Use Plan	To maintain moose habitat at the watershed and stand level within sub-basins of major watersheds[6]	To maintain existing moose habitat at the watershed and stand level within sub-basins of major watersheds as shown in map 3. *Explanation: Map 3 would show the locations of identified moose habitat at the watershed and stand levels that have been identified during the planning process.*
North Vancouver Island Marine Plan	Reduce impacts associated with ocean disposal sites, derelict vessels and vessel movements and human based debris[7]	Reduce negative impacts to aquatic ecosystems associated with ocean disposal sites, derelict vessels and vessel movements and human based debris in priority restoration areas within the next 12 months.
Central Coast Marine Plan	Limit marine vegetation harvest levels in locations where predicted changes in sea level, salinity, acidity and temperature are likely to stress marine vegetation populations[8]	Limit marine vegetation harvest to 60% of current levels (see Table 1) in locations where predicted changes in sea level, salinity, acidity and temperature are likely to stress marine vegetation populations, as shown in Map 5. *Explanation: Table 1 would identify current levels of marine vegetation harvest that have been identified during the planning process, as well Map 5 would show locations where predicted changes are expected to take place.*

[6] Kwadacha Nation and Dena Kayeh Institute. 2017. Kwadacha Nation Land Use Plan. Available at: https://kaskadenacouncil.com/download/kwadacha-nation-land-use-plan-community-of-kwadacha-with-the-assistance-of-the-dena-kayeh-institute/?wpdmdl=1641&refresh=5d09ec1c0f6fb1560931356

[7] Marine Planning Partnership Initiative. 2015. North Vancouver Island Marine Plan. Available at: http://mappocean.org/wp-content/uploads/2015/11/MarinePlan_NorthVancouverIsland_28072015_corrected.pdf p. 50.

[8] Marine Planning Partnership Initiative. 2015. Central Coast Marine Plan. Available at: http://mappocean.org/wp-content/uploads/2015/08/MarinePlan_CentralCoast_10082015.pdf p. 70.

Plan	Objectives	SMART Objectives
Haida Gwaii Land Use Objectives Order (Consolidated Version)	**Objectives for Haida traditional forest features** [9] (1) Protect the integrity of all Class 1 Haida traditional forest features. (2) Adjacent to a Class 1 Haida traditional forest feature, maintain a reserve zone with an average width equal to 1.0 tree length, measured from the Haida traditional forest feature, in order protect the integrity of that feature. (3) Adjacent to reserve zones specified in subsection (2), maintain a management zone with an average width equal to 1.0 tree length, in order to protect the integrity of the reserve zone. (4) For the purposes of subsection (3), the width of the management zone in any one location may be decreased by up to 0.5 tree length from the outer edge of the management zone to address site specific values, provided there is no net loss of management zone area specified in subsection (3) within the development area. (...)	No changes recommended to the Haida Gwaii Land Use Objectives Order (Consolidated Version); most reflect SMART criteria.

[9] Province of British Columbia. 2014. Haida Gwaii Land Use Objectives Order (Consolidated Version). Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/westcoast-region/haidagwaii-slua/haidagwaii_slua_luor_8may2014consolidated.pdf pp. 9 -10

Strategies

Strategies describe how objectives will be achieved and are typically organized in a table format to illustrate the relationship – for example:

Table 2: Example of an Objective with a Supporting Strategy

Relevant Objective	Example of Strategy from Plan[10]
Coordinate the collection of Central Coast data, including data related to ecosystem-based management (EBM) indicators, to support the sustainable management of marine resources.	Negotiate multi-agency protocols that incorporate relevant marine resource information, including Traditional Knowledge and local knowledge, into existing policies, programs, and monitoring and enforcement practices.

Plan strategies are also called management actions, strategic actions, or implementation direction. They flow out of objectives and describe actions that can be controlled by provincial and/or Indigenous governments to achieve specific objectives. They describe how competing objectives can be traded off or integrated. Depending on the circumstances, they might describe:

- appropriate types of land use activities or technologies;
- standards of land use or management activity;
- where and when a land use or management activity is to occur;
- procedures or guidelines that should apply in connection with an activity;
- conditions that must be satisfied before an activity is appropriate; and/or
- roles and responsibilities for performing a resource management activity.

Typically, for every objective there is at least one strategy for achieving it and strategies should always be attached to an objective.

Land Use Zones

Land use zones are an important implementation tool to achieve geographically specific management direction to achieve land use plan objectives and strategies. A zone must be linked with at least one strategy.

As part of planning, a land use plan area may be divided into sub-units, or zones, for areas of high value for a specific resource value ('value-based zones'), distinct geographic areas (e.g. watershed or landscape unit) for multiple values ('area-based zones'), or a combination of the two. Objectives and strategies are developed that are specific to each zone or group of zones in the plan.

Within land use zones, the priority for management is the assigned value(s) for the zone, and this takes precedence over any underlying general management direction, which applies throughout the plan area.

[10] Marine Planning Partnership Initiative. 2015. Central Coast Marine Plan. Available at: http://mappocean.org/wp-content/uploads/2015/08/MarinePlan_CentralCoast_10082015.pdf p. 26.

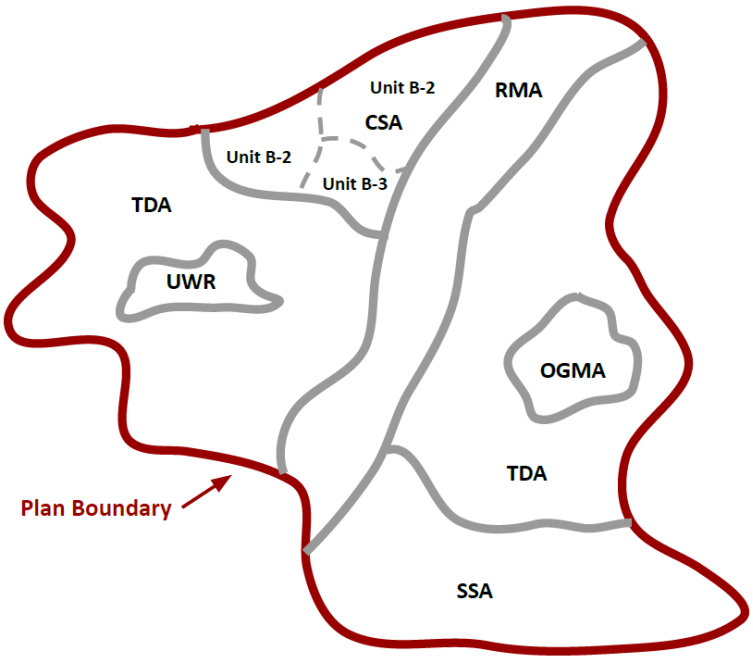
- Value-based zoning: Areas identified for a specific value. These zones are established across the plan area where the value occurs. A single set of management objectives and strategies applies to all zones of this type.
  Examples: high value moose habitat; cedar management areas; old growth management areas, scenic areas to manage visual quality, enhanced timber development areas.

- Area-based zoning: Areas identified by geography. Several resource values and associated management direction may be identified specific to each area/ zone.
  Example: The Iskut Lakes zone in the Cassiar-Iskut Stikine Land and Resource Management Plan has direction to concurrently manage for timber, viewscapes, ungulate winter range, trumpeter swan habitat and frontcountry tourism.

The boundaries of land use zones are identified based on the values and/or geography of the area of concern, but amendments may occur through the discussions of the land use planning table. For example, boundaries may be adjusted to exclude an area of non-compatible use or to include an area that can enhance the value for the zone or help to ensure conservation of a value within the zone.

Spatial designations, like zones, can be given legal standing to give effect to management objectives specific to the zone. Where they are included in a plan, subdivisions of the land base are assigned a designation from a list of designation categories. Objectives and strategies in the plan document are defined for the various categories. An example of a simplified designation map is shown below.

Figure 2: Simplified Land/Resource Zone Designation Map



Map Key

SSA = Sustenance Stewardship Area
CSA = Culturally Significant Area
RMA = Riparian Management Area
TDA = Timber Development Area
UWR = Ungulate Winter Range
OGMA = Old Growth Management Area
New **TU** = Traditional Use Area[15]

Note: For each designation, the plan document would identify resource objectives and strategies, and potentially also provide resource management direction using other tools. Some designated areas may be broken into smaller units, as shown for the Culturally Significant Area (CSA) designation above, to enable the communication of more geographically specific objectives and strategies within it.

Land and resource designation categories that might appear in a land use plan include the following:

Table 3: Examples of Land and Resource Designation Categories

Designation Category[11]	Would Apply To	Land or Resource Management Intent or Priority
Conservation Stewardship Areas	Areas that are protected or restricted from development due to their high cultural and/or ecological value.	Protect and restore cultural and natural values, while maintaining and enhancing opportunities for cultural use.
Culturally Significant Heritage Areas	Areas with important historical or archaeological findings.	Conserve the *(specified)* cultural heritage values in these areas by preventing or minimizing potential adverse impacts of resource development activities.

Designation Category[11]	Would Apply To	Land or Resource Management Intent or Priority
Culturally Significant Areas	Areas that are important for harvesting practices (e.g. hunting, fishing, berry picking, medicine gathering), other cultural practices such as ceremony and the processing of harvested resources, knowledge transmission. Including other traditional Indigenous uses or values.	Maintain natural and cultural values, while maintaining and enhancing opportunities for stewardship and cultural use.
Agricultural/ Sustenance Development Areas	Arable areas with high suitability for permanent agricultural development /expansion, or identified as particularly value for sustenance activities.	Current future allocation for agricultural / sustenance enhancements or development in response to proposals.
Timber Development Areas	Productive forest lands with high capability and suitability for long-term timber production.	Intensive timber management and silviculture activities.
Backcountry Tourism Development Areas	Areas with high suitability for supporting backcountry tourism activities.	Potential future allocation for backcountry tourism activities in response to proposals.
Ungulate Winter Range	Habitat areas with high suitability for supporting ungulate populations in winter months.	Provide winter foraging opportunity for ungulates by maintaining enough snow interception cover and appropriate amounts of vegetation age/type within the designated areas.
Riparian Management Areas	Areas adjacent to streams, lakes and wetlands that are important determinants of stream channel morphology and aquatic habitat quality.	Conserve riparian area integrity and function by preventing or minimizing potential adverse impacts of resource development activities.
Scenic Areas	Areas with high visual/aesthetic significance.	Maintain scenic quality through the identification and implementation of appropriate visual quality objectives and/or the application of development design criteria.
Old Growth Management Areas	Areas containing stands of old or mature trees.	Conserve old forest structure and function.

Keep in mind that the categories in this table are examples only. Provincial and Indigenous planners should work together, with input from decision makers, and other stakeholders (e.g. community members and organizations, local government, industry, and environmental non-governmental organizations [ENGOs]) to define categories that suit the context in which they are working and are meaningful to all involved.

Additional Tools[12]

The following tools support practical application of the strategies identified in a land use plan to be effective:

Maps are an important way to link individual plan management objectives and strategies to:

- biophysical or ecological sub-units (e.g. biogeoclimatic zones/sub-zones, natural disturbance types, sub-drainages, landscape units, planning unit, gathering areas, hunting areas, refugia areas, wildlife corridors)
- land or resource capability or suitability classes (e.g. high potential for tourism, class 1 fisheries habitat, critical deer/elk winter range, highly productive sustenance areas)
- important sites or features (e.g. cultural heritage feature, historic trail, gathering sites)
- legal or administrative boundaries (e.g. parks and protected areas, Tree Farm Licence, Timber Supply Area, regional district, municipality, house territories etc.)
- Indigenous territorial boundaries, and language groups
- existing legal actions [e.g. Orders under *Land Use Objectives Regulation* or the *Government Actions Regulation* such as designated wildlife habitat areas (WHAs) and ungulate winter ranges (UWRs)]

See *Guideline 10* - *Identify Where, When and Who*.

Indicators can be identified in plans for monitoring the extent to which plan goals and objectives are being achieved. Identifying relevant indicators can help provincial and Indigenous government planners prepare more effectively worded objectives and strategies. See *Guideline 11* - *Make it Measurable*.

Where indicators have been developed for other land-based assessments, such as cumulative effects assessments and integrated monitoring, it can be beneficial to seek consistency with LUP indicators to facilitate monitoring of the achievement of LUP objectives and take advantage of existing work to consolidate data across planning areas.

Targets represent a projected level of resource output or supply as measured, for example, by resource volume, value or area. These can help to clarify goals, objectives and strategies as expressions of the tangible results that objectives and strategies are expected to achieve. Measurable targets may be incorporated into a plan objective or an associated strategy or included

as a separate piece of information that corresponds to an objective or strategy. Note that targets assigned by statute to be set by a statutory decision maker (e.g. allowable annual cut) cannot be directly changed, modified, or set in a land use plan. See *Guideline 11* – *Make it Measurable*.

Note: Provincial data sets need to consider, respect, and include (where deemed appropriate by Indigenous partners) Indigenous knowledge (IK) information. Often this information is considered protected and confidential community information and should be respected as such. Where possible, information sharing agreements can be used to inform spatial data related to cultural keystone species or key areas. Data sharing agreements may need to identify how IK data can be used, while maintaining confidentiality. For example, IK information (e.g. areas of important food gathering) can be layered or buffered in maps with publicly available data sets (wildlife habitat areas or corridors) that inform common land use planning objectives (e.g. protect key biodiversity areas, community areas of interest, and which reflect climate change resilience).

Descriptions of Implementation Intent[13] are supplemental descriptive narratives provided to help planners and resource managers more accurately envision land use and resource management objectives in terms of effects on the ground. Similar to Goals, these are sometimes referred to as statements of desired future condition. See *Guideline 7* – *Supplement Where Necessary*.

Reference to External Guidelines and Existing Plans involves cross-referencing to existing land use and resource management guidelines or best/ beneficial management practices, and existing land use and resource management plans to replace the need to reinvent detailed management direction in a plan report. See *Guideline 12* — *Provide Detail (As Appropriate).*

Designations are legally established areas under statutes such as parks, wildlife management areas, ungulate winter ranges and old growth management areas. Effectively, these are special cases of Zones.

Activity Matrix is a table that indicates the relative emphasis that will be given to various land use activities within planning units. In the *Activity Matrix* (see following

[13] This should be described up front in setting the vision and guiding principles. “What matters most?” is the first question that needs to be asked for Indigenous communities so that resources are focused on the right values in the right areas.

Table 4), the designation categories or planning units are listed along the top of the table, and the alternative land use activities are listed down the left-hand side. In each of the resulting cells, a code letter is inserted, for example, to indicate if the alternative land use is a priority use, a compatible but conditional use, or an incompatible use that would not usually be permitted to occur.

Table 4: Example Activity Matrix

Activity Matrix							
Land/Resource Designation Categories							
LAND USE ACTIVITIES[14]	**Forest Recreation**	**Aggregate Management**	**Agricultural Development**	**Industrial Reserve**	**Natural Hazard**	**Wildlife Habitat**	**Settlement Reserve**
Agriculture							
Cultivation	I	C	P	C	I	I	C
Grazing	C	C	P	C	C	C	C
Commercial							
General	C	C	I	C	I	I	P
Fish & Wildlife							
Management & Enhancement	C	C	C	C	I	P	C
Recreation							
Community/Public	**P**	**I**	**I**	**I**	**C**	**C**	**C**
Commercial	**P**	**I**	**I**	**I**	**C**	**C**	**C**
Backcountry Cottage Use	**C**	**I**	**I**	**I**	**I**	**I**	**P**
Timber							
Harvesting	C	C	C	P	I	C	C

Legend:

P = Priority land use activity. Land use activity is fully compatible with designation's management emphasis.

C = Land use activity is potentially compatible with designation's management emphasis. Land use activities may be subject to conditions aimed at promoting resource integration/conflict resolution.

I = Land use activity is incompatible with designation's management emphasis. This use is not normally permitted to occur in this designation.

[14] Within the land use activities context, it needs to be considered whether there are units that make sense with Indigenous communities to set up priorities including stewardship, restoration.

Chapter 2: Summary of the Guidelines – *A Checklist*

These twelve guidelines are the key to producing a clear and workable goals, objectives, and strategies. Ask yourself the questions noted for every resource/resource use objective and strategy. The next four chapters provide more detail. Note: guidelines are not listed hierarchically in context of the timeline of LUP development.

Write Clearly

Guideline 1 - Say What You Mean

- ✓ *Is the objective/strategy written in a way that eliminates or minimizes the potential for conflicting interpretations?*

  Select appropriate verbs in objectives; use appropriate terminology; and write clearly and simply.

Look Up, Look Down, Look Within

Guideline 2 - Consider the Planning Environment

- ✓ *Is the objective/strategy consistent with federal and provincial legislation and policy direction, treaty requirements, agreements between the Province and Indigenous groups, and agreements with local government and stakeholders?*

  If not, then it probably cannot or will not be implemented, unless changes are made to the legislation, treaty, or policy direction.

- ✓ *Is the objective/strategy consistent with relevant Indigenous laws and world views, as defined by partner First Nations?*

  If not, then it is unlikely that partner First Nations will support the plan.

- ✓ *Has the objective/strategy considered existing plans above it in the planning hierarchy?*

  This is a general expectation for all plans and a legal requirement for legally established objectives unless the new plan is intended to amend or cancel aspects of existing plans/legally established objectives.

- ✓ *Is the objective/strategy informed by existing plans below it in the planning hierarchy?*

  If it deviates from existing resource management direction, give the reasons for changing it.

Guideline 3 - Be Internally Consistent

- ✓ *Does the objective/strategy work with all others, so that the plan works as an integrated whole?*

  If not, change one objective or another so they do not conflict.

Guideline 4 - Make Sure it is Achievable

- ✓ *Is the objective/strategy legally, technically, financially and administratively sound?*

  If not, the objective/strategy may need to be changed to make it achievable. Otherwise, a need for greater resources should be recommended in the plan and later secured to allow for implementation.

Express Land Use Management Direction

Guideline 5 - Setting the Shared Context for Land Use Planning

- ✓ *Does the objective/strategy address an issue that the planning process has identified as requiring attention?*

  Issues represent both problems and unrealized opportunities. Developing a good list of issues and analyzing their symptoms and underlying causes leads to appropriate and well-worded objectives and strategies.

Guideline 6 – Distinguish Between Goals, Objectives and Strategies

- ✓ *Is the objective so broadly and generally worded that it is really a goal?*

  There are differences between goals and objectives. While resource management goals are important, plans are clearer and more certain when the objectives contain more detail.

- ✓ *Does the objective include elements of strategy?*

  Objectives define a desirable future condition; strategies describe the way to achieve that condition.

Guideline 7 - Supplement Where Necessary

- ✓ *Is the objective/strategy clear on its own, or would additional explanation help to describe the management direction that is intended?*

  Supplemental narrative descriptions of general management intent sometimes help clarify the planning vision, but these would not be appropriate as legal objectives. Supplemental narrative descriptions may also be needed to reflect Indigenous legal practices.

Make it Clear, Tangible and Specific

Guideline 8 - One Thing at a Time

- ✓ *Does the objective/strategy make it clear what specific resource the objective/strategy applies to?*

  Broad, overarching concepts like biodiversity need to be broken down into their constituent resources, with objectives and strategies for each.

Guideline 9 - Focus Mainly on the Physical

- ✓ *Will the objective/strategy make a difference in how resources are managed on the ground?*

  While it is acceptable to define process-oriented objectives/strategies, resource plans should primarily provide direction on physical resource activities.

Guideline 10 - Identify Where (use maps where possible), When and Who

- ✓ *Does the objective/strategy identify the geographic extent of its coverage, and the timeframe of its application?*

  Cross-referencing to maps, portrayed at an appropriate scale, is the preferred way of communicating the spatial application of objectives and strategies.

- ✓ *Is it clear who is responsible for implementing the objective/strategy?*

  Accountabilities will generally be self-evident, but where they are not, roles and responsibilities for implementation should be included in the objective or strategy.

Guideline 11 - Make it Measurable

- ✓ *Is it possible to measure whether the objective/strategy is being implemented or achieved?*

  An objective must be capable of being monitored using measurable indicators so resource managers can tell if the plan is effective in achieving its goals and objectives.

Guideline 12 - Provide Detail, as Appropriate

- ✓ *Does the objective/strategy provide the appropriate amount of detail?*

  Factors that influence the appropriate amount of detail include:

  - planning level and scale
  - imminence of future planning processes
  - information availability and quality
  - inherent nature of resources and resource uses
  - degree and complexity of resource conflicts
  - relative importance of a predictable outcome
  - availability of other resource plans and guidelines

Chapter 3: Write Clearly

This chapter focuses on how to write well, which is key to creating a plan that can be successfully implemented.

Guideline 1 - Say What You Mean

Use Action Verbs

All land use plan objectives and most strategies contain a verb indicating what is to happen to the value or resource in question, e.g. protect, increase, retain, conserve. Some verbs — such as *recognize, acknowledge, address, consider* or *manage* — should be avoided because they do little to communicate a specific management direction or establish a management obligation.

Clear meaning of the verbs used in the objectives is always important. There may be concerns if a verb implies a management direction, but the expected outcome is ambiguous. You will want to avoid or eliminate subjectivity to reduce the potential for disagreements about meaning.

One option is to define terms in a glossary included with the land use plan. Provincial and Indigenous government planners and staff should work together to define all key terms collaboratively. Another option is to include wording in the objective that modifies or enhances the meaning of the verb. Here is an example:

Objective	Modification/Enhancement
"Maintain water quality in the Leah Creek watershed within the watershed's natural range of variability, as indicated in Table 2, page 11."	Providing information in a table on the acceptable range of water quality conditions clarifies both the verb "maintain" and the term "natural range of variability".

Use Words that Communicate the Degree of Commitment

The choice of words in plan objectives and strategies can help communicate the strength of a management commitment. Using *will* or *shall* normally indicates that the action is required as a standard practice, whereas *should* indicates that the action is required unless justifiable reason exists for not taking it. The chosen words must be consistently applied throughout the plan. For example, if "shall" is used in one objective, it must be used in all others rather than "will" to reduce confusion.

Using terms such as *wherever possible* or *wherever practicable* would indicate the approach is encouraged, but not absolutely required. Use of the word *may* allow for flexibility in direction for activities that may or may not be appropriate, depending on circumstances. This provides a relatively high degree of discretion to stewards of the land.

If it is necessary to use terms such as the ones noted above when drafting objectives or strategies, it is a good idea to clarify them in a definitions or interpretation section. If they are not defined, they should be avoided as they leave room for conflicting interpretations.

Other Good Drafting Habits

The way that objectives and strategies are constructed, and the selection of appropriate words, can be imperative to enhance plan clarity.

Avoid jargon and only use technical terms if they are defined in a glossary. Avoid subjective descriptors such as significant, numerous or frequently, or enhance them with qualifying wording or definitions. If quantities or distances are included, identify specific values.

Avoid wording that might be interpreted as blaming. For example, rather than saying, “Prevent water quality degradation in the Douglas River due to domestic animals,” say “Protect water quality in the Douglas River by controlling access of livestock to the river”.

Other writing principles that provide more clarity for a plan’s provisions include:

- Use active voice instead of passive voice, e.g. protect water quality rather than water quality will be protected.
- Use the present tense, e.g. limit timber harvesting rather than timber harvesting will be limited.
- Where possible, write positively, e.g. protect the cultural heritage resource values versus prevent timber harvesting from impacting the cultural heritage resource values. In some circumstances, a point may need to be framed negatively (e.g. minimize disruption to mountain goats in critical winter habitat by…).
- Avoid wordiness.
- Avoid repetition.
- Use symbols, abbreviations and measurement units in a consistent manner.
- Use good sentence structure (e.g. consistent parallel structure, no misplaced or dangling modifiers, subject-verb agreement, no non-sentences/run-on sentences, proper punctuation).

Involving an independent editor at an appropriate stage of plan preparation is a good practice to ensure the plan effectively communicates its management intent.

Chapter 4: Look Up, Look Down, Look Within

In this chapter, we consider the conditions necessary (and common) to successful land use plans.

Successful land use plans:

- **Look up** — they are informed by provincial and Indigenous legal, policy and land use direction. See *B.C.'s Planning Hierarchy* in Appendix 2.
- **Look down** — they are informed by existing local provincial and Indigenous plans, and operational plans.
- **Look within** — they are internally consistent.
- **Are achievable** — they are legally, technically, financially, and administratively implementable (including considerations of the Indigenous administrative capacity).

Guideline 2 - Consider the Planning Environment

Planning processes must work within established legal and policy constraints. Once the plan is approved, decision-makers can follow the direction it provides only if it is consistent with established laws, legislation and policy, as noted below.

Provincial Statutes and Regulations

Many provincial and federal laws will have a bearing on land use and resource management plans, such as the federal *Fisheries Act*, the B.C. *Declaration on the Rights of Indigenous Peoples Act,* the B.C. *Heritage Conservation Act*, Land Act, *Forest, Range, and Practices Act* and associated regulations. Land use plan objectives and strategies need to be consistent with existing statutes and regulations, as it is the law that prevails. In other words, statutes and regulation sit higher than objectives and strategies in the legal hierarchy.

Indigenous Laws

The Province has directed that land use plans be collaboratively developed with Indigenous peoples as full partners, with key outcomes being reconciliation, a sustainable economy, and trust in resource stewardship. However, for Indigenous peoples to be recognized as full partners in land use planning processes, Indigenous laws must be recognized as having the same weight and authority as provincial statutes and regulations, and plan objectives and strategies must also be consistent with Indigenous laws, see page 9. However, in 2021 the legal framework to clearly convey this intent has not yet been fully implemented. This means provincial and Indigenous planners will have to be creative in how they draft objectives and strategies so that the plans are legally consistent.

Principles and Policies

Existing policies (e.g. provincial government policies that provide Cabinet-level direction such as the B.C. government's commitment to reconciliation with First Nations; Indigenous government policies such as the Tsilhqo'tin *Mining Policy*[15]) can affect the nature of objectives and strategies in land use and resource management plans. These policies should be reviewed prior to developing land use

[15] Tŝilhqot'in National Government. 2014. *Mining Policy*. Available at: http://www.tsilhqotin.ca/Portals/0/PDFs/MiningPolicyDistribution.pdf

plan objectives and strategies as they may inform the management direction for all or part of a plan area.

Important broad principles endorsed by governments may influence plan content as well. Examples include the *Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples*[16], and the Stewardship Vision and principles outlined in the *Major Projects Assessment Standard*[17]. Provincial and Indigenous government planning staff should work together to identify existing policies and principles that are relevant to the project context early in the planning process.

Programs and Policies

Examples of provincial programs and policies that can influence how objectives and strategies are drafted include B.C.'s *Coast Forest Sector Revitalization Initiative*[18], the *Canada-British Columbia Agreement on Species at Risk*[19], the provincial Together for Wildlife Initiative and B.C.'s *Cumulative Effects Framework – Interim Policy for the Natural Resource Sector*[20].

Policies and procedures can explicitly set out expectations for planning processes, the type of products they should generate, and direction on how the plans will be administered over time. For example, Table 5 provides a summary of standards for creating, implementing, and administering plans that were originally included in the Province of British Columbia's 2004 document *Sustainable Resource Management Planning: Standards for Creating, Implementing and Administering Sustainable Resource Management Plans*. These standards remain broadly relevant in a modern land use planning context, though they have been adapted below for the purposes of this document.

Table 5: Example Standards for Creating, Implementing and Administering Plans

Process	Product	Implementation/Administration
Land use planning processes must: • Be undertaken in partnership with Indigenous governments and communities.	**Land use plans must:** • Identify common vision and goals for land use, stewardship, and resource management.	**Land use plans that are approved must be:** • Implemented in a timely way. • Widely communicated to affected interests.

[16] Province of British Columbia. 2018. "Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples. Available at: https://www2.gov.bc.ca/assets/gov/careers/about-the-bc-public-service/diversity-inclusion-respect/draft_principles.pdf

[17] First Nations Major Projects Coalition. 2019. "Major Projects Assessment Standard: Member-Developed Principles, Criteria and Expectations to Guide Major Project Environmental Assessments. Available at: https://static1.squarespace.com/static/5849b10dbe659445e02e6e55/t/5cdc93e2fa0d6007b00b5a2d/1557959669570/FNMPC+MPAS+FINAL.pdf

[18] Province of British Columbia. 2019. *Coast Forest Sector Revitalization*. Available at: https://www2.gov.bc.ca/gov/content/industry/forestry/competitive-forest-industry/coast-forest-sector-revitalization.

[19] Government of Canada and Province of British Columbia. 2005. *Canada-British Columbia Agreement on Species at Risk.* Available at: https://www.sararegistry.gc.ca/virtual_sara/files/agreements/aa_Canada-British_Columbia_agreement_on_species_at_risk_0805_e.pdf Accessed: June 20, 2019.

[20] Province of British Columbia. 2019. *Cumulative Effects Framework.* Available at: https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/cumulative-effects-framework Accessed: June 20, 2019.

Process	Product	Implementation/Administration
• Be approached in a flexible manner. • Integrate social, economic, cultural, and environmental values. • Concentrate on addressing what matters most to local communities. • Be technically and scientifically defensible. • Provide appropriate opportunities for engagement. • Be undertaken in an accountable manner.	• Identify objectives and strategies for land use, stewardship, and resource management. • Indicate how the plan will be implemented and monitored. • Include information about how plan implementation and monitoring will be resourced and funded (incl. Indigenous capacity). • Be written in a plain and accessible style.	• Monitored to support adaptive management. • Enforced to ensure compliance. • Clear about their enforceability and position in the regulatory regime.

Regional Strategies and Initiatives

Regional strategies and initiatives that may steer plan process and content include stewardship initiative frameworks such as the Environmental Stewardship Initiative and the Collaborative Stewardship Framework.

Consider Plans 'Above'

Local or landscape level plans and/or operational plans often translate or update direction in existing strategic land use plans (e.g. land and resource management plans) into more current, specific and tangible resource objectives and strategies to guide operational decision making. For this reason, a plan's objectives and strategies are expected to be consistent with plans above it in the planning hierarchy. Provincial and Indigenous government planning staff will need to work together to identify existing higher-level plans and strategies of relevance to both governments.

In certain circumstances plan objectives may not conform to the guidance outlined in higher-level plans because the higher-level plan may be outdated. In the event this occurs, land use planners will need to bring plans into alignment. This will include a clear explanation, development of a strategy that considers existing priorities, capacity, policy and mandates. Support will also be required from potentially affected cross-government agencies and related Indigenous government partners. This should be undertaken prior to plan implementation.

In British Columbia, in instances where plan objectives have been legally established, there is a strict requirement for consistency between those objectives and new objectives that are being developed for legal adoption unless the intent is to amend or cancel the existing legally established objective.

The following example demonstrates a conflict between legally established plan objectives that must be reconciled during the planning process:

An existing land use plan calls for maintenance of backcountry recreation in a specific area, and the new plan recommends restricting or limiting backcountry recreation to protect ungulate habitat in the same area.

When conflicts are identified, provincial and Indigenous government planning staff should work together to clarify whether there is a path forward to amend or cancel the outdated legally established objective. The process for working through potential issues needs to be clearly established, ideally at the outset of a planning process.[21]

To facilitate reconciliation, modernized land use planning needs to provide more clarity on the political processes/governance tables (e.g. via join planning committee or similar) that will guide the work of staff.

Consider Plans 'Below'

In some locations, existing local provincial or Indigenous land use and/or resource management plans may already cover portions of the planning area. These plans not only offer useful information, but also often reflect years of hard work and agreements between Indigenous governments, agencies, and local stakeholders.

In some cases, the general direction in these plans should be incorporated into the relevant objectives and strategies of the broader land use plan. However, different factors will influence the extent to which they should be relied on. For example, if the plan is several years old it may be out of date or affected First Nations may have had limited involvement in developing it or were excluded from the planning process entirely. However, existing plans are a valuable starting point for a conversation. Provincial and Indigenous government planning staff should work together to understand the relevant plans and which components should be incorporated into the new, higher-level plan.

Where a resource management plan encompasses an existing local plan but departs from, or conflicts with, the management direction contained in the local plan, a rationale or explanation must be offered.

It is also appropriate to consider existing tactical or operational plans in good standing when developing land use planning objectives and strategies. Approved plans, such as Forest Stewardship Plans and Range Use Plans under the *Forest and Range Practices Act*, and management plans under the *Land Act*, are legal commitments to access and use of public resources. These legal commitments may affect how the objectives and strategies in a new land use plan are written and may inform the scope of planning and related components.

See Appendix 2 for more information about the resource planning hierarchy in British Columbia, including descriptions of local and operational plans.

[22] Marine Planning Partnership Initiative. 2015. North Vancouver Island Marine Plan. Available at: http://mappocean.org/wp-content/uploads/2015/11/MarinePlan_NorthVancouverIsland_28072015_corrected.pdf

Guideline 3 - Be Internally Consistent

A plan's objectives and strategies must complement each other. If objectives and strategies are in conflict, plan implementation will be difficult or impossible, and the plan will not provide a clear guide to future planning or resource development/conservation. There are several ways to write objectives and strategies so that plan content is internally consistent.

Preventing Conflicts

Conflict prevention needs to focus on identifying common values and shared responsibility early in the planning process, this includes early and ongoing partnership with First Nations, and engagement of local government, communities, stakeholders and the public. In some cases, there may need to be tradeoffs to prevent conflicting activities from occurring at the same place, or at the same time. Provincial and Indigenous planners should work together to identify common values, shared responsibilities, and appropriate (i.e. mutually agreeable) tradeoffs. Here are examples:

A. Preventing Conflict through Spatial Separation

In the *North Vancouver Island Marine Plan*[22], marine zoning is intended to reduce present and future conflicts among uses and activities, provide business and user group certainty, improve efficiency in permitting decisions, provide information regarding regional marine protected area network planning, and give general guidance for resource managers. Zones are not intended to be exclusive to any one use or activity.

The plan states that Special Management Zone Cultural/Economic Emphasis Areas "are intended to reinforce their high value to First Nations, on a seasonal or year-round basis, for cultural value protection, Aboriginal economic development opportunities, and food security." It includes a table that lists uses and activities that are considered acceptable, conditionally acceptable, or not acceptable. Most uses and activities are conditionally acceptable.

B. Preventing Conflict through Temporal Separation

Risks of sedimentation and associated fish habitat damage from road building in a steep and wet location may be reduced by drafting objectives and strategies that limit road building to dry periods of the year. Similarly, placing temporal restrictions on activities such as hunting can help to mitigate population impacts on moose.

C. Mitigating Conflict by Constraining Resource Uses

A plan could address a community watershed-logging conflict by writing objectives and strategies that limit logging to partial retention systems to maintain hydrological integrity. As another example, if there is conflict between motorized (i.e. snowmobilers) and non-motorized (i.e. cross-country skiers) in an area, the plan could identify zones where only non-motorized recreation is permitted and motorized is not.

---

[22] Marine Planning Partnership Initiative. 2015. North Vancouver Island Marine Plan. Available at: http://mappocean.org/wp-content/uploads/2015/11/MarinePlan_NorthVancouverIsland_28072015_corrected.pdf

D. Resolving Conflict through Rehabilitation or Restoration

Plans may allow a conflict or resource impact to occur, subject to measures that redress this (e.g. off-setting), for example:

- *A temporary road allowing construction vehicles to access a proposed windfarm site by crossing through a wildlife management area could be permitted, subject to the rehabilitation of the road site by a certain date or after project construction is complete.*
- *Logging old-growth stands damaged by insects could be permitted if less mature stands of the same species are identified for recruitment into old-growth condition.*
- *Allowing temporary fish habitat loss from fish stream barriers such as culverts through objectives and strategies requiring replacement of the barriers to provide for safe fish passage.*

Drafting Objectives that are Consistent

Objectives should be developed and written to work together to achieve an overall aim. Here is an example of a case where an inconsistency has been addressed:

> *A plan calls for retention to meet a visual quality objective in a specific area, and there is also a call to salvage insect-damaged trees in some of the same area to reduce the wildfire hazard and optimize timber production. The two objectives would be made consistent by adding that the visual impacts may exceed visual quality objectives within the areas identified on the map as having moderate to high spruce beetle damage until such time as the replacement forest has reached visual green-up.*

Estimating the magnitude and distribution of the consequences of draft plan objectives and strategies through modelling and other analytical techniques (e.g. cumulative effects assessments and climate change modelling) can provide an indication of the effect that plan objectives and strategies will have on each other. Where evaluation results show incompatibility, the specific objectives need to be revised so that the plan is integrated and consistent.

An additional method to avoid conflicts and ensure consistency is to cross-reference objectives (and strategies) with each other. A table or matrix can be an effective way of showing how and why objectives (or strategies) may interact.

Another way to achieve internal consistency is to ensure that plan objectives and strategies match the intent of spatial designations developed in the plan for communicating management direction. In some cases, it may be appropriate to identify objectives and strategies for smaller, distinct areas within a designation that differ from the broader purpose. This flexibility allows for smaller areas of important values to be accommodated within the larger designation. Examples are shown below:

Example 1: Intensive Timber Management

The resource management priority within a plan's Timber Development Area (TDA) designation is intensive timber management, as characterized by:

- even age stand management,
- predominance of clear-cut harvesting systems,
- development of permanent road infrastructure,
- application of close utilization standards,
- minimum green-up periods, and
- regular application of various stand treatments to enhance timber value and rate of timber production (e.g. pruning, spacing, fertilization, commercial thinning, use of genetically improved stock).

Plan objectives and strategies that reflect the management intent of the TDA designation would be appropriate. For example:

- An objective might be to "Promote short- and mid-term opportunities for timber harvesting in the TDA designation, as shown on map 5."
- Corresponding strategies that give some general direction on the above-listed characteristics of this plan designation would be appropriate.
- Despite the presence of the TDA designation, it would be acceptable to draft a conservation-oriented objective and strategies, that diverge from the zone's general intent, if it was for a value in a restricted location.

For example:

"Protect the class A wetland habitat including a no development buffer around the wetland as shown in map 2."

It would not be appropriate, however, to draft "conservation-maximizing" objectives with general or widespread application to the TDA designation. It may instead be necessary to revise the designation boundary to exclude substantial areas requiring conservation measures.

Guideline 4 - Make Sure it is Achievable

Technically Achievable

Plan objectives and strategies must be technically possible. They cannot include unrealistic direction such as:

- Actions that could increase the risk of fire in a wildland urban interface;
- Areas that are too small to be economically viable (e.g. relevant where the management direction for the area in question is to encourage economic development); and
- Areas that are too small to support land-based traditional use activities (e.g. hunting), which

require enough populations of valued resources and enough habitat areas to sustain these resources at appropriate levels (e.g. relevant where the management direction for the area in question is to encourage/protect traditional use).

Land and resource values should be assigned a use that offers a fundamental biophysical capability (e.g. Biophysical Ungulate Capability - South-eastern BC) and socio-economic suitability so it can be sustained. If land use allocations or resource use thresholds exceed inherent capability or suitability of the lands in question, it will be difficult to achieve the prescribed use or level of use over the long-term.

In landscapes where the likelihood for catastrophic events, such as wildfires or insect infestations due to climate change, is high, objectives and strategies should take this into consideration.

Financially Achievable

Objectives and strategies must be financially realistic, with adequate staff resources and budgets to implement them (e.g. funding decisions made at shared governance table). If this is not the case, the plan should specify the need for additional resources to support implementation, including resourcing and supporting Indigenous communities' participation in planning, plan implementation and monitoring over the long-term. It is also worth considering alternatives where a request for additional resources may not be granted. This applies primarily to process-oriented objectives/strategies (see Guideline 9, Table 8 for examples of procedural versus substantive direction) that are subject to normal budget allocation decisions. Although plans can have a strong bearing on future administrative and spending priorities, they do not in themselves represent budget commitments.

An additional (and possibly more important) key aspect of financial achievability is to ensure that plan objectives and strategies are financially reasonable in terms of the costs that they may impose at the operational level on stakeholders.

Administratively Achievable

Land use planners rarely start with a blank slate when they begin to draft objectives and strategies in land use plans. They must work within the reality of numerous former land and resource use decisions that will invariably influence the plan's direction. The land base may be subject to existing statutory designations; or, various resource tenures may have been issued over the land.

While a plan may influence the future management on lands that are covered by existing designations or tenures, the reality is that existing commitments may strongly influence the content of plans. For example, objectives and strategies that promote activities requiring increased water use in areas with many existing water tenures and subject to severe drought or groundwater depletion due to climate change are not likely to be achievable or appropriate.

It can be challenging to draft objectives and strategies that directly oppose the intent of past major land or resource use decisions. In some cases, exceptions will be made, such as where protected area decisions resulting from a strategic land use planning process revise past land allocation decisions. Where changes to existing allocation patterns, such as zoning are being proposed, their reasons should be clearly explained.

If changes are being made to previous direction, the plan needs to spell out strategies to shift direction over time, Indigenous capacity building and administration goals also need to be considered.

Legally Achievable

Land use planners should consider how to make plan content legally achievable using tools such as 'legal land use objectives' so they are in fact implemented. There are many statutes in British Columbia that give objectives legal effect including the *Land Act, Forest and Range Practices Act, Oil and Gas Activities Act, Water Sustainability Act, Environmental Management Act, and Environment* and *Land Use Act*. Legally established objectives may inform or direct land use planning, and land use planning may inform and direct the establishment of legal land or water objectives. For more information, please refer to modernized land use planning guidance *Giving Legal Effect to Land Use Planning Content.*

Planners should also be aware and inform those who participate in developing or drafting plan content that land use and resource management plans are strategic documents and are not legally binding, even if the plan is approved by Cabinet. If participants expect or intend a legally enforceable framework to result from a plan, this should be clarified early in the planning process and mechanisms to achieve this should be understood. Otherwise, false expectations may result which has been the basis for past mistrust by Indigenous governments. Additionally, consider legal "ditch-lines"; for example, proposing new or revised zones on private property or treaty lands should be avoided, as it is unlikely such proposals could be legally implemented.

Chapter 5: Available Tools to Express Land Use Management Direction

This chapter focuses on *Guidelines 5*, *6* and *7* that provide advice on the appropriate use of the tools that are available to express land use management direction in plans.

The following examples show the logical flow of management direction when developing a land use plan. It begins with a description of a specific issue, and then moves to the declaration of a goal to respond to that issue, identification of objectives to achieve the goal, recommended strategies to achieve the objective and finally indicators to measure progress.

Note: It is recommended to always use indicator examples that draw from the two-world perspective – Indigenous knowledge and science. For example, indicators that drawn on information from monitoring data and reporting, as well as what is being observed by active users of the land.

Example Value: Culturally Important Plants

Stewardship responsibility: Maintain culturally important plants at a high enough quality and quantity to support the practice of Treaty and Aboriginal rights. Consideration should be given to include the Indigenous perspective with respect to culturally important plants. Indigenous governments may have a different specific value and/or stewardship responsibility for culturally important plants from the provincial government. The two perspectives complement and differentiate from each other to show where they overlap and where the context may differ. Actions may come together in objectives, strategies, and indicators.

Desired future state: Protect and provide high-quality areas for harvest of culturally important plants in appropriate settings (i.e. intact landscapes that are appropriate for First Nations harvesting practices).

Current state:

- Climate change is affecting the quantity of high-quality areas for harvesting culturally important plants.
- Conversion of natural landscapes to managed landscapes means it is hard to find appropriate places to harvest plants.

Goal: Maintain culturally important plants in traditional territory that is suitable to support cultural harvesting practices.

Objectives:

- Reduce the loss of culturally important plant species through keeping ecosystems intact and connected.
- Actively manage the distribution of culturally important plants, to determine whether movement to a suitable habitat is required.

Strategies:

- Identify priority areas for management to maintain culturally important plants in appropriate settings for harvest.
- Use traditional cultivation practices to manage culturally important plants, such as burning.
- Identify connectivity corridors.

- Migrate genetically adapted species from areas to the south in response to climate change.

Indicators:

- Culturally important plant quality, quantity and diversity.
- Reporting from qualified knowledge holders.

<u>Example Issue 1: Climate Change</u>

Issue: Climate change is likely to result in future climates unsuitable for specific tree species, or create conditions suitable for pests to attack that species.

Goal: Foster ecological resilience to allow ecosystems to adapt to changing conditions (e.g. effects of climate change), and conserve areas that will support species maintenance in consideration of climate change.

Objectives:

- Provide suitable habitat and employ assisted migration to enhance species survival.
- Maintain or enhance the populations and mix of species that are adapted to a changing climate.

Strategies:

- Assess and establish high-quality connectivity corridors.
- Establish silviculture strategies that promote a species mix adapted to climate change.

Indicator:

- Tree species diversity.
- Forest pest incidence and severity.

<u>Example Issue 2: Declining Moose Population Density</u>

Goal: Maintain sufficient moose populations to support the continued practice of Treaty rights throughout the territory.

Objective: Maintain the functional integrity of critical moose habitat as shown in map X.

Strategies:

- Retain at least 25% of the forested area as thermal cover within critical moose winter range.
- Maintain adequate browse species during silviculture activities (brushing, weeding, stand tending).
- Retain more than 20% of deciduous trees and shrubs more than one metre in height in conifer-leading stands throughout the rotation.
- Maintain key migration corridors to an ecological integrity of at least 75% of its natural variation.

Indicators:

- % of mapped winter range retained in thermal cover.
- Density of browse species.
- Moose populations.
- Indigenous knowledge-based indicator(s).

Guideline 5 – Setting the Shared Context for Land Use Planning

Thorough issues analysis allows planners to distinguish between symptoms, changes and causes of those changes for each value and develop corresponding goals, objectives, and strategies at the beginning of the planning process. Values and stewardship responsibilities need to be identified with the following questions in mind:

- ✓ *What are the issues/concerns that need to be addressed through land use planning?*
- ✓ *What matters most?*
- ✓ *What are the stewardship responsibilities for Indigenous governments and the provincial government?*
- ✓ *What are the targets or desired future states?*

In the absence of large issues, there is less need for a plan. However, where there are issues that need to be addressed, working with stakeholders and planning partners to identify and clearly articulate the issues at an early stage in the planning process can help immensely with developing appropriate management direction.

Land use planning is most frequently undertaken to address issues that:

- pertain to an existing or potential resource problem, concern or unrealized opportunity;
- relate to the planning area or a portion of it;
- specify both the problem (i.e. symptom) and underlying cause;
- pertain to a matter that is within the scope of the planning terms of reference;
- pertain to a matter than can be addressed through a plan; and
- be stated in neutral terms.

Issues, common values, and shared responsibilities are identified through: the collaborative partnership with Indigenous people; engagement initiatives such as opinion surveys and workshops; previous reports or studies on the planning area; and local and Indigenous knowledge information. They should focus on resource-based problems and avoid provincial, national, or international matters better dealt with at those levels. They must always identify the underlying cause of the problem; describe a solution, rather than the problem; and be clear rather than vague or loosely stated.

If the issues are not identified accurately, it is hard to arrive at the most appropriate management objectives and strategies. Having upfront conversations about values and observed changes in those values will help frame goals, objectives, and strategies. This is not always as simple as it

sounds. For example, if there has been a substantial decline in anadromous fish runs, it might be tempting to identify this as the issue. But the decline could be a symptom, and the real issue might be reduced habitat and water quality or over-fishing.

To include Indigenous knowledge and interests, development of process-focused guidance will help distinguish between issues and symptoms. It is critical to conduct this issues analysis with community knowledge holders (e.g. at a community workshop or in a working group or similar setting). It is through such a collaborative process of knowledge sharing that root causes will be identified, and trust built in the process.

Please see the following Table 6 for examples of how issue analysis can relate to goals, objectives, and strategies:

Table 6: Issue Analysis Examples

Value: Water quality		
Stewardship responsibility: Ensure water quality is maintained in the identified traditional territory areas to support the practice of Rights-holders.		
What does that look like: (this is the target) we have known sources of good quality water that we can drink from the land.		
Current state	**Causes**	**Management Response**
Water quality is not good enough to drink; we must bring our own water	Industrial run-off Erosion from roads into streams	Improved road building Do not build industrial sites within 100 m of streams
Goal	**Objective**	**Strategies**
Protect water quality	Maintain water quality in (location) at . . . standards.	Logging practices in steep and unstable locations will . . . Stream restoration will occur in (location)

Example[23] Issue 1		
Symptom	**Cause**	**Management Response**
Diminished water quality	Erosion and sedimentation	Limit logging & road building activity, or allow these activities only during drier periods Restore watershed
Goal	**Objective**	**Strategies**
Protect water quality	Maintain water quality in (location) at . . . standards.	Logging practices in steep and unstable locations will . . . Stream restoration will occur in (location)

[23] It is recommended to reflect a combined Indigenous/provincial government discussion in the examples used in this guide. Ideally these examples should flow from the example values, stewardship responsibilities, desired future states and current state information provided above.

Example Issue 2		
Symptom	**Cause**	**Management Response**
Impacts on the quality and quantity of preferred harvested species (e.g. moose) and related impacts on ceremonial practices, knowledge transmission, and identity	Resources unavailable to support ceremonial practice of feasting due to contamination of preferred harvested species (e.g. moose) and overhunting	Limit logging and road building Decommission old roads and access point Limit hunting tags Fence off drill sites and well sites Restore habitat areas Maintain wildlife corridors and primary grazing species
Goal	**Objective**	**Strategies**
Ensure there are sufficient resources (quality and quantity) to sustain land-based harvesting and related ceremonial practices	Limit overhunting; restore important habitat areas	Identify and decommission old roads and access routes commonly used for recreational hunting as appropriate

Example Issue 3		
Symptom	**Cause**	**Management Response**
Declining forage capacity on range areas with forested incursion, and increasing grazing pressure on grasslands	Forest ingrowth due to fire suppression and disruption of the natural fire regime	Reduce forested incursion on range areas within territories
Goal	**Objective**	**Strategies**
Maintain forage capacity on forested permanent range; prevent overuse of grasslands	Restore natural stand structure on forested permanent range (location); prevent dense stocking (location)	Thin stands to keep tree density between 100 and 300 stems/ha Under burn stands to maintain open structure and productive forage

Example Issue 4		
Symptom	**Cause**	**Management Response**
Community impacts due to declining timber supplies	Enhanced measures to conserve other forest resources Poor utilization Low growth and yield	Gradual lowering of harvest rates Gradual phase-in of modern constraints Amended utilization standards in selected locations Commercial thinning Enhanced forestry initiatives
Goal	**Objective**	**Strategies**
Maximize short-term timber harvesting opportunities	Apply intensive forestry practices in (location) Undertake commercial thinning opportunities in (locations)	Implement intensive silviculture practices including (specify) in (locations) Implement commercial thinning in 40- to 60-year age stands where ecologically appropriate

Guideline 6 - Distinguish Between Goals, Objectives, and Strategies

A common weakness in plan preparation is objectives that read more like goals, strategies that are more like objectives, and a failure to provide sufficiently prescriptive strategies. This can significantly detract from the effectiveness of a plan.

Goals can help bridge between land and resource management issues that have been identified for the planning area and the objectives and strategies (to achieve the desired future conditions) that are appropriate for addressing those issues.

As described in Chapter 1, plan objectives define 'what' and strategies define 'how' in the context of expressing resource management direction. To keep the distinction clear, land use plans should maintain a logical separation between objectives and strategies. It can also be helpful to prioritize strategies and develop associated work plans to support implementation. Objectives should be drafted in collaboration with Indigenous partners according to the criteria specified in this guide, and strategies for achieving those objectives should be drafted and presented independently.

Generally, mixing objectives and strategies in a statement that will become a legally enforceable land use objective should be limited to situations where the strategy is:

- technically sound;
- achievable;
- the best way to achieve the objective, i.e. does not constrain or prevent other effective approaches;
- not likely to be amended in the foreseeable future; and
- there is reasonable certainty in the outcome.

Guideline 7 - Supplement Where Necessary

In British Columbia, land use plans often present objectives and supporting strategies in table format such as in the following table 7. While this approach helps to provide a clear indication of how objectives will be met and encourages plan writers to include a strategy for each objective, it can also limit the amount of contextual information that is provided.

In some situations, additional descriptions of desired future condition can help to clarify the plan's intended meaning. This type of information can be very appropriate when providing context from an Indigenous perspective, where laws are often communicated through stories. While the colonial /parliamentary system may not currently support adoption of such a story as a legal land use objective, this information will help resource managers to better envision the desired outcome when they are developing or approving more detailed plans or making tenure decisions. In addition, this will provide a way for Provincial and Indigenous planners to innovate together and develop new approaches to writing legal land use objectives, by encouraging both Indigenous and non-Indigenous partners and planning staff to "walk in two worlds" and understand one another's worldviews. Describing the desired future state and/or context is very important and is best done up-front.

These types of statements can be generated for an entire planning area, a class of lands or resources within it, or for individual locations. It is also possible to express general management intent in time increments where the expected future conditions are described for a period beyond the life of the plan. These can be supplemented with graphics, illustrations, or GIS-modelled renderings that show how land and resource conditions would be expected to look over time based on current information. Example statements are provided in Table 7; however, note that these may not yet reflect a full joint planning approach between the Province and Indigenous governments.

Table 7: Example Supplemental Statements

Example 1: North Coast Land and Resource Management Plan	
Aquatic and Riparian Ecosystems *Management Intent:* • To maintain the productive capacity of aquatic ecosystems throughout the plan area, including all fish habitat, by sustaining natural water quality and quantity, and sustaining natural stream channel form and function. • Ensure protection of riparian habitat to provide enough salmon resources to meet local and First Nation's needs. • To maintain the productive capacity of riparian ecosystems, and a natural abundance of fish, and wildlife, by retaining structural and functional integrity.	***Black/Kermode Bears*** *Management intent:* • To maintain the abundance, distribution and genetic diversity of black bear populations, including the Kermode subspecies. • To maintain the quality and quantity of bear habitat across multiple scales. • To minimize risk of bear displacement and mortality as a result of human activities, including road and air access. • To minimize the potential for bear-human interaction.

• To maintain breeding and rearing habitat for wildlife drawn to or dependent upon aquatic ecosystems. • To maintain natural ecosystem connectivity. • To provide for viable land use and development in the context of the above goals.	• To manage human activities, including bear viewing, so that bear habituation does not exceed low to moderate levels.

Example 2: Central Coast Marine Plan

Special Management Zone Categories

a. Aquaculture Special Management Zone

The management intent of this category places an emphasis on the development of the aquaculture industry as appropriate. First Nations Traditional uses and practices, including for food, social and ceremonial purposes continue throughout this zone.

b. Recreation and Tourism Special Management Zone

The management intent of this category places an emphasis on ecosystem-based recreation and tourism activities and uses. Maintaining visual quality and eco-tourism opportunities is the primary objective of the Recreation and Tourism SMZ. Significant public marine recreational use and activity occurs in this zone, including anchorages, kayaking and boating routes, whale watching and bear viewing. First Nations Traditional uses and practices, including for food, social and ceremonial purposes, continue throughout this zone.

c. Renewable Energy Special Management Zone

The management intent for this category places an emphasis on the growth and development of the renewable energy industry. First Nations Traditional uses and practices, including for food, social and ceremonial purposes, continue throughout this zone.

Example 3: Haida Gwaii Marine Plan

For many strategies in *the Haida Gwaii Marine Plan,* supplemental information is included that recommends ways to carry out the strategy:

Pollution in the marine environment

Objective 1.1 Minimize pollution and harmful noise from human activities and infrastructure.

Strategy 1.1A Work with relevant agencies and local governments as necessary to identify, assess and monitor potential marine pollution from sewage, and upland and ocean sources.

Examples – Contamination from septic fields, offal waste from fish processing plants, shellfish aquaculture, electrical fields, marine vessels, lodges, ocean, and stream debris, mine sites and log sorts.

Strategy 1.1B Work with relevant agencies, local governments, and any new or existing processes to promote high environmental standards for the marine industry and infrastructure in B.C.

***Examples* – Review current regulations for dumping/on-board storage/treating of bilge water, waste and ballast water, and recommend amendments, as appropriate; evaluate the use of harmful chemicals in the marine environment by marine vessels (e.g. tributyltin anti-fouling paint) and marine-related infrastructure (e.g. treated wood for docks) and manage, as appropriate; assess and monitor waste disposal and pollution from land-based and floating camps; assess current infrastructure and encourage development of additional waste disposal infrastructure and services, as appropriate; promote the use of cleaner fuels.**

Strategy 1.1C Review existing provincial and federal policies for the assessment of development projects and prevention of pollution, including waste disposal, and work with relevant agencies to implement best practices.

***Example* – Develop plans for treatment of any raw sewage that is disposed into marine waters.**

Climate change resulting in alterations to ocean ecosystem production and dynamics

Objective 1.1 Prepare and manage for large-scale ecological changes as a result of climate change.

Strategy 1.1A Establish a network of marine protected areas to increase resilience and protect marine habitats and biodiversity. Consider climate change in the siting and design of the network.

Emphasize network design criteria that promote ecosystem resilience, such as size and connectivity; include protection of ecosystems that are efficient at sequestering "blue carbon" (e.g. eelgrass, wetlands, kelp beds).

Chapter 6: Make it Clear, Tangible and Specific

This chapter focuses on Guidelines 8 to 12, which focus on drafting objectives and strategies that are worded clearly and specifically to avoid the possibility of conflicting interpretation of meaning.

Guideline 8 - One Thing at a Time

Goals, objectives, and strategies provide management direction for a resource. That direction may apply to the whole plan area, a subset of it such as a land use category, an individual planning unit, or some other selected location(s) within the plan area.

Very general or all-encompassing value, resource or land use activity headings should be avoided to prevent a loss of focus. It is better to break up broad concepts into their component parts, while still appreciating that they are interrelated. For example, if an overarching concept like biodiversity is involved, the objectives and strategies, at the landscape level, can be organized under a timber or forest heading with separate sub-headings for old-growth retention species composition, wildlife and plant distribution, landscape connectivity, stand structure, and temporal and spatial distribution of human disturbance (e.g. cut-blocks, controlled burn areas)[24].

Preparing a list of well-defined issues at an early stage in the planning process (see Guideline 5) can help define the values, resources, or land uses for which management objectives and strategies are needed.

Guideline 9 - Focus Mainly on the Land[25]

From an operational perspective, implementable land use plans will be those that have built on the cross-cultural sharing and values on the land that honour the spiritual, cultural, and biophysical to define future on-the-ground resource management expectations. While process-oriented objectives/strategies are generally easier to write because they defer difficult decisions, it is important to provide as much direction on physical land and resource management as possible. The following

[24] It is recommended to consider including examples that are more reflective of priorities that would be put forward in an Indigenous planning context.

[25] It is recommended to take into consideration that the focus on mainly the physical is not cross-cultural concept. Indigenous approaches focus on a combination of values on the land that honour spiritual, cultural and biophysical. Consider rewriting this section to reflect real, tangible changes to the condition or state of a value, rather than motherhood statements or process-oriented statements. Using the term physical is immediately off-putting from a cultural perspective.

Table 8 provides examples of procedural versus substantive land and resource management direction from the Central Coast Land and Resource Management Plan (LRMP).

Table 8: Examples of Procedural versus Substantive Direction

Procedural	
Objective	**Strategy**
Minimize road-induced displacement and mortality risk of grizzly bears within or adjacent to critical habitats.	The Ecosystem-Based Management (EBM) Science Team should develop management recommendations on grizzly bears to the EBM Council.
Substantive	
Objective	**Strategies**
Minimize impacts to grizzly bears from water-based commercial and non-commercial wildlife viewing.	• Promote high level of awareness about low-impact water-based bear viewing among commercial and non-commercial users. • Commercial viewing operators are encouraged to voluntarily comply with a set of water-based bear viewing guidelines developed by the Province. • Water-based viewing should only occur after dawn and before dusk. • Viewers should leave the site immediately if bears show signs of agitation.

Time limitations can constrain the amount of detailed management direction. In the example above, the Central Coast LRMP faced a deadline, and there was not enough time to complete the work needed to finalize recommendations on strategies to achieve the objective.

In this kind of situation, the plan may give direction on how to fill information gaps, the institutional arrangements needed for future decision making, and future planning priorities. Where possible, process-related direction should be in general objectives/strategies that apply to the entire plan area in the implementation section. Objectives/strategies for individual planning units should be developed through a mutual understanding of the spiritual, cultural, and biophysical context to appropriately focus on defining the spatial application of resource management actions, not administrative processes.

It should be considered whether direction on operating procedures established through policies and procedures on operating convention, or on standard professional conduct of resource managers (e.g. exercising due diligence in approving an engineering project), may be required. Provincial and Indigenous government planners should work together to understand what policies, procedures and standards of professional or cultural conduct are in place and/or expected, and whether these policies, procedures and standards are sufficient. Assumptions regarding what constitutes a “routine operating procedure” should not be made without careful consideration by both provincial and Indigenous planning staff, as Indigenous governments may have different operating standards (or wish to develop and implement their own standards).

Guideline 10 - Identify Where, When and Who

Location of Objectives and Strategies

By definition, land use planning is spatial, so it is essential to identify where resource management and land use activity prescriptions are intended to apply. This could be an extensive geographic area or a site such as a zone within the plan (i.e. a planning unit), a watershed or landscape unit, a specific Indigenous hereditary group territory, an individual management area or unit, or a class of location such as a habitat type or ecosystem unit. It can also apply to specific sites, values, or resource features such as traditional trail systems, trapline infrastructure, mineral licks, and karst features, or reference to *Indigenous places of knowing*.

Mapping is the preferred method of communicating the spatial application of objectives and strategies, but a narrative description of the geographic location can also be used. While it is sometimes necessary to conceal the location of sites that are sensitive (e.g. hunting sites or spiritually important areas) in some cases, this information can be shared confidentially (with permission of the Nation(s) in question) with, for example, a tenure holder so they can operate in compliance with the plan.

Ideally, the spatial application of objectives and strategies should correspond to boundaries that are visible on the ground, such as roads, rivers, heights of land, natural resource districts or wildlife management units. However, in cross-cultural contexts planners should not make assumptions about what constitutes a boundary. Provincial and Indigenous planners should work together to clarify what constitutes a boundary as they may or may not share the same assumptions and this can vary tremendously from community to community. There may be traditional boundaries that need to be adhered to, or in some cases communities may use colonial constructs such as traplines as the critical management unit of importance. It is important to identify this at the beginning of the planning process.

Include Indigenous Places of Knowing

"Place names are 'mnemonic' devices for Indigenous peoples. As an oral society, the names chosen for geographical sites carry history, traditional environmental/ecological knowledge, navigational information, teachings - using Indigenous names keeps all of that information alive. Names also embody a sense of belonging to a place, coexistence with the natural world and the longstanding relationship between a People and their place; they anchor the past to the present."

As stated from Bob Joseph, The Relationship between Indigenous Peoples and Place Names, 2016. Accessed, Spring 2021.

Subdividing the plan area into planning units (e.g. zones) and identifying objectives and strategies that apply within the units could be one effective way to communicate land use and resource management direction. Indigenous communities may not be interested in taking a zoning-focused approach as the preference may not be to prioritize one area over another in terms of allowable land use activities and consequent levels of protection. If a zoning-focused approach is taken, the planning units should be meaningful and appropriate for Indigenous communities and relate to a Nation's culture and history to allow the meaningful practice of Aboriginal and treaty rights.

Depending on the nature of the objectives and strategies in the various units, the units can be assigned a management emphasis label to communicate the importance of existing values, the acceptability of various activities, and the nature and extent of land use opportunities in the units.

The example provided in the following

Table 9 is adapted from the North Coast Marine Plan.[26]

Table 9: Example Spatial Application of Objectives and Strategies

		Site Name and Zone Type				
		General Management Zone	PMZ Big Bay	PMZ Dundas Island	Shellfish Aquaculture SMZ	Tourism Recreation SMZ
Category	**Marine Uses and Activities**	**GMZ**	**PMZ**	**PMZ**	**SMZ**	**SMZ**
Aquaculture	Bottom Aquaculture Siting – Marine Plants, Shellfish, Other Invertebrates	✓	X	0	✓	0
	Off-Bottom Aquaculture Siting – Marine Plants, Shellfish, Other Invertebrates	✓	X	0	✓	0
	Off-Bottom Aquaculture Siting - Finfish	X	X	X	X	X
Energy	Renewable Energy Generation	✓	X	0	0	0
Forestry	Log Handling and Storage	✓	X	X	X	✓
	Helicopter Log Drop Sites	✓	X	X	X	✓
Infrastructure	Commercial and Recreational Anchorages	✓	X	X	X	✓
	Float Homes	✓	X	X	X	✓
	Floating Lodges	✓	X	0	X	✓
Recreation/ Tourism	Commercial	✓	0	X	X	✓
	Public	✓	0	X	X	✓
Research	Research-related Uses and Activities	✓	0	X	X	✓
Utilities	Linear Utilities	✓	0	X	X	✓
	Point Source Utilities	✓	X	X	X	✓

Note: Aboriginal uses, including practices for food, social and ceremonial purposes, continue in accordance with legal obligations.

Key

✓ **=** Uses and activities considered "acceptable" subject to applicable laws, policy and relevant agreements. Acceptability of any use/activity does not guarantee use/activity will be approved.

0 = Uses and activities considered "conditionally acceptable" subject to applicable laws, policy and relevant agreements, and provided they are consistent with (adhere to) plan conditions. Conditional acceptability of any use/activity does not guarantee that use/activity will be approved.

X = Uses and activities are considered "not acceptable" and should not be approved.

PMZ = Protection Management Zone

SMZ = Special Management Zone

GMZ =General Management Zone

It is especially important to ensure boundaries are accurate if the map references are in plan objectives that will be adopted as legal objectives. If they are not accurate, legal procedures will need to be followed to amend them.

It is also important to use the appropriate map scale, and it should generally correspond to the level of prescriptive detail in the objective and strategy. To avoid legal or financial implications that could

[26] Marine Planning Partnership. 2015. *North Coast Marine Plan*. Available at: http://mappocean.org/wp-content/uploads/2016/07/MarinePlan_NorthCoast_WebVer_20151207_corrected.pdf at pg. 87.

result from the misinterpretation of the intended spatial extent of an objective or strategy, the map scale and/or appropriate accompanying description must allow for a clear representation of the boundaries.

If direction is being provided on a complex of values and resources in a relatively small area, then the scale of the maps that are cross-referenced in objectives or strategies should be large enough to clearly (e.g. visually) communicate the intended resource relationships. If the areas being defined will prevent or substantially constrain future commercial activities (e.g. Indigenous conservation areas, tribal park areas, marine conservation areas, or old growth management areas) the boundaries should be referenced using shape files or portrayed at 1:20,000 scale or larger.

Timing of Objectives and Strategies

Most objectives and strategies in land use plans apply throughout the life of the plan, although there may be situations when they apply only at certain times. For example, if the objective is to minimize the disruption of mountain caribou in and adjacent to important habitat features in a specific location, strategies could include prohibiting certain activities such as snowmobiling or the non-emergency use of emergency shelters in caribou calving areas (as shown on a map) during specific times of the year (e.g. March 1- June 25).

It may also be appropriate to draft objectives and strategies that take effect after a specified activity. An example objective would be, as follows:

> *Maintain important grizzly habitat features in areas of known high density of grizzly bears, as shown in map 6. This objective will come into effect following completion of an inventory of grizzly bear habitat attributes for the area of high known grizzly density, as shown in map 6.*

An example strategy would be, as follows:

> *Retain a 100 metre no-development buffer around the following key grizzly bear habitat attributes (as determined through future inventory):*
>
> - *denning sites*
> - *concentrated feeding/foraging sites*
> - *primary travel corridors (e.g. avalanche chutes) breeding areas*

A plan might also include an objective describing the desired condition for a value, monitoring and assessment requirements and triggers for management review.

Roles and Responsibilities

Plan writers should clarify roles and responsibilities for implementing objectives and carrying out related strategies if it is not clear who has ownership. In most cases, this will relate to objectives and strategies that involve the decision-making or program management responsibilities of agencies or Indigenous governments.

In some situations, certain qualifications for individuals that have a role in delivering objectives and strategies may need to be specified. For example, if an objective calling for restoration of moose

and moose habitat includes a strategy related to a cumulative effects assessment, the plan may recommend that those undertaking the assessment be either qualified registered professionals (e.g. wildlife biologist), or work under, or having training from a qualified registered professional.

The need to assign responsibilities may be most relevant in strategic or comprehensive land use planning exercises because of the scope and scale of planning. It also may be important to identify groups or organizations that are created to fulfill an information or management role. For example, in the 2011 *Wóoshtin wudidaa / Atlin Taku Land Use Plan*, the Taku River Tlingit First Nation Land and Resource Department is clearly identified as being responsible for developing and maintaining cultural information.

In most cases, specifics about agency responsibilities for plan implementation (e.g. future planning, research, inventory, monitoring and enforcement [27]) will be contained in a separate section of the plan that deals with implementation details.

Guideline 11 - Make it Measurable

Plans that can be readily understood and implemented are those where the intended results are clear. There are several ways that measurable resource management direction can be provided:

1. Write resource objectives to include a threshold or target within the objective itself (e.g. maintain at least 65% undisturbed habitat in each boreal caribou range as identified in map 1).

2. Include a target in an associated strategy, e.g. if the objective is to preserve the function of old-growth forests, the strategy could call for allowing natural processes to manage old growth forests greater than 40 hectares.

3. Identify an indicator and a quantifiable threshold or target that will be used for plan monitoring purposes.

The use of quantifiable thresholds is a technical, western science perspective which does have limitations, as indicators can be both quantitative and qualitative. Consider integrating both, the measurable thresholds, and the desired future states, and determine whether desired future states are being achieved through appropriate social science methods. Example: Goal 'Maintaining cultural practice (drinking water at a specific location)': A quantifiable threshold for measured chemicals in water quality can be low which would make the water safe to drink. While the taste of the water has also changed, and therefore the local community will no longer drink it; reflecting the goal of maintaining this cultural practice has not been met. A more fulsome discussion of identifying appropriate thresholds and targets should be included.

Objectives and strategies that do not lend themselves to incorporating a threshold or target are nonetheless measurable by assessing whether an activity or event has occurred. For example, an objective in the 2015 *Haida Gwaii Marine Plan* is to document and inventory cultural and

[27] Plan enforcement considerations are critical in the reconciliation context. There is a need to identify how management strategies are enforced (e.g. legally enforcement process and/or policy) and by whom (e.g. Provincial or Indigenous government), what is the consequence if indicators suggest a problem and how will the desired outcomes are met (e.g. amending the strategies).

archaeological sites and areas in a manner that recognizes data sensitivity. While no metric is included, the objective is readily measurable — the sites have either been inventoried, or they have not. That said, the level or intensity of the inventory needs to be described and recognizing data sensitivity should be clearly defined with reference to specific best practices or equivalent. Examples of best practices for writing plan objectives can be found under Additional Reading at the end of this document.

When plan objectives are expected to be adopted as legally enforceable objectives, it is especially important to ensure that the thresholds or targets expressed in the objective are achievable. In some cases, factors outside of the control of those implementing the plan might create challenges. For example:

> *An objective calling for a minimum moose population of 75 mature animals in a landscape unit might not be achievable due to wildfires, disease, or poaching. A better approach, in terms of management control, could be an objective pertaining to conservation of moose habitat. For example," manage fuel load, monitor for healthy browse, and control access to address poaching and support moose populations and habitat conservation."*
>
> *An objective of four new aquaculture tenures in a specific area could face unexpected market or other business conditions, so it is best to avoid specific numbers in this circumstance; instead, the objective could "promote and establish viable marine-based businesses in the area within a certain time frame".*

A range of values may be best where it is considered appropriate to include a specific output value in an objective, but there is uncertainty about the appropriate figure to include—e.g. in order to emulate the natural range of variability of disturbances in the forests shown in Map 1, maintain 25% to 50% of these forests in patch sizes of 100 to 1000 hectares.

Guideline 12 - Provide Detail (As Appropriate)[28]

One of the biggest challenges in drafting land use plans is deciding how much detail to include. While a detailed and prescriptive plan will help support certainty of outcomes, practical limitations such as map scales, time and budget affect the level of detail that can realistically be provided. In addition, an overly detailed and prescriptive plan can have the unintended consequence of limiting future management flexibility. This flexibility may be needed to effectively manage the impact of climate change on values (e.g. an increase in extreme weather events or a shift in the range of ecosystems and species). This can be particularly important when writing legal objectives. If objectives and strategies are too detailed in a rapidly changing environment, the direction could quickly become out of date and irrelevant and may be ignored until they can be amended or replaced.

There is no magic formula for determining how much detail a land use plan should contain - each situation is different and depends on the unique circumstances of the planning area. Planners should consider these types of factors when making their decisions:

- Planning level and scale,
- Imminence of a future planning process,
- Information availability and quality,
- Inherent nature of a resource or land use,
- Degree and complexity of resource and/or land use conflicts,
- Relative importance of a predictable outcome, and
- Availability of other relevant plans and guidelines.

Provincial and Indigenous government planners should work together to identify where and when to include more detail and to prioritize available resources (human, financial) for this purpose.

Planning Level and Scale

The degree of specificity in objectives and strategies should be commensurate with the size of the planning area and scope of the plan. Large areas, such as regions or sub-regions, are normally planned by using small-scale map information (e.g. 1:250 000 working scale; 1:500 000 presentation scale). These maps are typically based on extensive resource inventories, which are derived from reconnaissance-level satellite or aerial photography and have less detail. This is compared to intensive resource inventories that originate from more detailed field surveys and provide more detail. Invariably, land use plan objectives and strategies for large regions or sub-regions are less detailed than those in watershed-level plans, where the land area is smaller and the planning scale larger, and technical information is usually based on intensive resource inventories.

Imminence of a Future Resource Planning Process

The result of any planning process should be capable of standing on its own, without an expectation

[28] Consider including a concrete example in this guideline to help illustrate how each of the components are important and how to weave both Indigenous knowledge and western science into them.

that there will be a subsequent plan to clarify and refine land and resource management direction. The goal when drafting objectives and strategies is to develop as much substantive land and resource management detail as is possible, but commensurate with the planning level and scale, and subject to the other considerations identified in this guide. If, however, it is known that another process will soon follow to deal with issues at a finer level of resolution, then it may be appropriate to defer certain issues. There is an inherent risk to doing so, however, due to the possibility of the future process not occurring. This can lead to distrust in the planning process.

Information Availability and Quality

Aside from the limitations noted, it is not appropriate to draft overly detailed objectives and strategies where there are significant information gaps such as:

- gaps in inventory data, e.g. geographic areas where inventories have not been collected or have been collected at a broad, reconnaissance level that limits their utility for detailed planning;
- dated inventory data that does not comply with current inventory standards and is considered unreliable;
- major uncertainties with respect to a resource, e.g. insufficient research to confidently know how a resource will respond to a management action; and
- gaps resulting from limited time or budgets to perform resource analysis.

Objectives and strategies should be developed based on the best available information at the time of plan development. Where there are major information gaps, planners can write strategies to fill the identified gaps. In the North Coast Marine Plan, one objective is to "document and inventory North Coast cultural resources and archeological sites in a manner that recognizes data sensitivity".[29] However, this approach creates a dependency on future resourcing or processes, which carries a risk of not occurring, potentially leading to distrust in the overall planning process.

[29] Marine Planning Partnership. 2015. *North Coast Marine Plan*. Available at: http://mappocean.org/wp-content/uploads/2016/07/MarinePlan_NorthCoast_WebVer_20151207_corrected.pdf at pg. 67.

Inherent Nature of a Resource or Resource Use

There are sometimes situations where the nature of a resource or resource use will limit the amount of informed direction that can reasonably be provided. For example, subsurface resources such as minerals and natural gas cannot be easily measured and mapped. Inventory information on subsurface resource quality and quantity is often limited to broad mineral resource potential maps, modelled on known distribution of geological formations and deposits, and past exploration and development activity.

The same can apply to values such as Indigenous Knowledge information and cultural heritage resources. Documented sources of information about these values include the Remote Access to Archaeological Database, Archaeological Impact Assessments, Traditional Use and Ecological Studies, Socio-Cultural Impact Assessments, and oral history transcriptions (Note Article 31 of UNDRIP). Provincial and Indigenous planners should work closely together to locate existing source materials, and to gather additional information via conversations and meetings with community sources such as hereditary chiefs, elders, community knowledge holders and others.

Note: UNDRIP Article 31, 1. Indigenous peoples have the right to maintain, control, protect and develop their cultural heritage, traditional knowledge and traditional cultural expressions, as well as the manifestations of their sciences, technologies and cultures, including human and genetic resources, seeds, medicines, knowledge of the properties of fauna and flora, oral traditions, literatures, designs, sports and traditional games and visual and performing arts. They also have the right to maintain, control, protect and develop their intellectual property over such cultural heritage, traditional knowledge, and traditional cultural expressions.
2. In conjunction with indigenous peoples, States shall take effective measures to recognize and protect the exercise of these rights.

Degree and Complexity of Resource Conflicts

Issues may result from conflicting resource uses. Planners can address conflicting uses by writing objectives and strategies that prevent conflicts by designating one use a priority over others or mitigating conflicts by integrating uses. See Guideline 3.

Where there are significant conflicts, objectives and strategies need to provide clear direction on what resource(s) and land use activities will receive priority, or how resource uses will be integrated with each other to mitigate conflicts. Tables 4 and 9 earlier in this document provide examples of ways to mitigate conflicts or inconsistencies. If resource trade-off and integration direction is not clear, it is likely that the resources in question will be degraded over time or land and resource managers will face a difficult decision without having the advantage of a wider planning context to work within. If this happens, and the outcome is that Indigenous communities lose resources or places of cultural significance, it could erode the foundation of reconciliation on which the plan has been built and result in negative outcomes such as legal action.

Relative Importance of a Predictable Outcome

More specific and detailed land and resource management direction should be incorporated into objectives and strategies where certainty of outcome is important to address a critical resource management issue, or where only one approach will produce the desired results. This applies to resource values such as red- or blue-listed species or a nationally designated heritage trail, or where there will be significant socio-economic consequences such as a business closure if management actions are not followed.

Availability of Other Resource Plans and Guidelines

There may be situations where an existing plan or a set of resource management guidelines has appropriate detailed management direction for all or part of a plan area. Where this occurs, rather than repeating the detail in a new land use plan, appropriate provisions of the existing local plan or guidelines could be cross-referenced in the objectives and strategies of the plan being developed.

For example, if a plan objective calls for prevention of adverse impacts from commercial backcountry recreation on areas frequented by mountain goats, the strategy can cite existing impact mitigation guidelines for mountain goats when processing and adjudicating public (Crown) land tenures for commercial backcountry recreation, with a link to the online document.

Conclusion

This guide focuses on preparing good objectives and strategies. It is important to recognize that in 2021, this is an evolving target as B.C. and Indigenous governments learn to work and plan together.

As the relationship between B.C. and Indigenous governments grows, clarifications to this guide will be required. However, the basic principles of this guide should stand the test of time, for example:

- Indigenous and B.C. leadership and planners mutually agree on and understand what the plan intends to achieve.
- The plan will be based on Goals that are based on visions and principles that are mutually described, developed, and determined by B.C. and Indigenous representatives.
- Objectives and Strategies are clearly described and consistent within the stated Goals.
- All users of the plan understand how it will be implemented, monitored, and maintained.

Glossary

Term	Meaning
Adaptive management	An approach to managing uncertainty that emphasizes learning by trial. Management policies, practices and plans are adopted, based on best available information, and monitored to assess effects. Adaptations to those policies and practices are made periodically, based on research and monitoring information to incorporate lessons learned.
Biodiversity	The diversity of plants, animals and other living organisms in all their forms and levels of organization, including genes, species, ecosystems, and the evolutionary and functional processes that link them.
Blue-listed species	Ecological communities, native species and subspecies in BC that are of special concern[30].
Community watershed	A drainage basin that is managed to provide a domestic water supply to a community of users. Such areas may be formally designated under the Forest Planning and Practices Regulation, as a basis for the subsequent development of water management objectives.
Activity compatibility matrix	A table that indicates the relative emphasis that will be given to various land use activities within a plan's zoning designations.
Climate change	In International Panel of Climate Change (IPCC) usage refers to a change in the state of the climate that can be identified (e.g. using statistical tests) by changes in the mean and/or variability of its properties, and that persists for an extended period, typically decades or longer[31].
Connectivity	A qualitative term describing the degree to which ecosystems are linked to one another to form an interconnected network.
Consistency	Where resource objectives do not materially conflict with other objectives that have been established (either in a policy-based land use plan, or legally by Order).
Cumulative effects	Changes to environmental, social and economic values caused by the combined effect of past, present and potential future human activities and natural processes[32].
Descriptions of management intent	Supplemental narrative explanations of the desired future condition of land/resources in an area.

[30] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk.* Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

[31] UNFCCC. 2011. *Fact Sheet: Climate Change Science – The Status of Climate Change Science Today*. Available at: https://unfccc.int/files/press/backgrounders/application/pdf/press_factsh_science.pdf

[32] Province of British Columbia. 2016. *Cumulative Effects Framework – Interim Policy for the Natural Resource Sector.* Available at: https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/cumulative-effects/cef-interimpolicy-oct_14_-2_2016_signed.pdf

Term	Meaning
Designations	Legally established areas under various statutes such as parks (*Parks Act*); wildlife management areas (*Wildlife Act*); ungulate winter ranges, wildlife habitat areas, and old growth management areas (*Forest and Range Practices Act*).
Endangered	Species facing imminent extirpation or extinction[33].
Extirpated	Species and ecosystems that no longer exist in the wild in British Columbia but may or do occur elsewhere[34].
Forest stewardship plan	An operational plan that guides on-the-ground forest management in the area covered by the plan. Process and content requirements for developing forest stewardship plans are set out in the *Forest and Range Practices Act* and the *Forest Planning and Practices Regulation*.
Goal	Broad statements that describe a general, desirable future end-state with respect to a subject (environmental, social or economic).
Guideline	A preferred or advisable course of action respecting land and resource management. Guidelines imply a degree of flexibility, based on administrative judgment or feasibility to apply the guideline, and are consequently not normally enforceable through legal means.
Indicator	The metrics used to measure and report on the condition and trend of a component – where a component is a feature or attribute of a value that should be measured and managed to meet objectives associated with values[35].
Indigenous Knowledge	Knowledge gained from generations of Indigenous peoples living and working within their family, community or culture[36].
Issues	Problems and unrealized opportunities respecting land and resources that a resource planning process will address.
Land and Resource Management Planning (LRMP)	An integrated sub-regional, consensus- based planning process that required public participation and produced a LRMP for review and approval by government. LRMPs provided direction for land use including resource management objectives and strategies.
Landscape	A land area with generally homogeneous characteristics, based on topographic or geographic features such as a watershed or grouping of watersheds.

[33] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk*. Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

[34] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk.* Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

[35] Province of British Columbia. 2016. *Cumulative Effects Framework – Interim Policy for the Natural Resource Sector.* Available at: https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/cumulative-effects/cef-interimpolicy-oct_14_-2_2016_signed.pdf

[36] Marine Planning Partnership Initiative. 2015. *North Vancouver Island Marine Plan*. Available at: http://mappocean.org/wp-content/uploads/2015/11/MarinePlan_NorthVancouverIsland_28072015_corrected.pdf p. 120.

Term	Meaning
Landscape Unit	A unit that has been identified and mapped to support resource management planning including resource analysis, information management and the development of biodiversity conservation objectives.
Land use planning	Process to develop land use direction for public land and to guide provincial management decisions that meet economic, environmental, social and cultural objectives[37].
Legal objective	A land or resource management objective that has been established by statute or by Cabinet or an authorized minister (or minister's delegate) for the purpose of guiding subsequent resource management planning and decision making.
Map scale	The ratio between the distance travelled between two points on a map and the equivalent true distance that this represents on the ground. For example, the ratio of 1:50 000 means that one unit of measure on the map represents 50 000 units of measure on the ground. The level of detail on a map generally increases as the ratio increases, thus a 1:100 000 scale map (small scale) covers a large area in coarse detail, while a 1:5000 scale map (large scale) covers a much smaller area in greater detail. The scale determines the level of map accuracy that can be expected.
Mitigation	Resource management practices targeted at improving the compatibility between resource uses. Mitigation strategies include efforts to avoid, minimize, rectify, reduce or compensate for the impact of one resource use on another.
Objective	A concise, measurable statement of a desirable future condition for a resource or resource use that is attainable through management action.
Old Growth Management Areas (OGMAs)	Areas identified by a legal order that are managed to maintain structural old-growth attributes.
Operational plans	Plans that specify the detailed methods, schedules, and responsibilities for developing and managing resources. Operational plans are typically developed by resource tenure holders and are approved by the agency with regulatory responsibility for the resource sector. Operational plans for forest management in British Columbia include Forest Stewardship Plans.
Plan monitoring	Post-planning exercise that involves checking to see if the plan is being implemented and/or whether its content is effective in achieving stated goals and objectives.
Planning	The scientific, aesthetic and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being of urban and rural communities[38].

[37] Province of British Columbia. 2019. *Land Use Planning for Provincial Public Lan*d. Available at: https://www2.gov.bc.ca/gov/content/industry/crown-land-water/land-use-planning

[38] Canadian Institute of Planners. 2019. *About Planning*. Available at: http://cip-icu.ca/Careers-in-Planning/About-Planning

Term	Meaning
Planning hierarchy	A continuum from provincial and Indigenous policy direction, to land use plans, to integrated stewardship plans, to operational-level planning.
Planning Unit	Geographic subdivisions of the plan area (often called resource management zones) that communicate a resource management direction for that area.
Policy-based plans	Land use plans or aspects of those plans that are formally approved by governments but are not implemented by legal means.
Red-listed species	Ecological communities, native species and subspecies in British Columbia that are at the greatest risk of being lost[39].
Resource management planning	Activity of describing a desirable future end-state for land, water or other natural resources within a geographic area, and of identifying the means by which it will be achieved. Resource management planning involves the collection and analysis of diverse information to develop resource goals and objectives and a preferred package of measures to achieve those goals and objectives.
Resource plan	The report that is the product of a land/resource planning process (see above).
Resource target	A desirable, measurable level of supply, output or condition for a resource value or resource use.
Resource trade-off	Where a resource objective and/or strategy is written in a way to give priority to a resource value or use over other resource value(s) or use(s).
Species at Risk	An extirpated, endangered or threatened species of special concern[40].
Spatially-referenced information	Biophysical or socio-economic information that is referenced to geographic locations, normally using maps.
Strategy	Means of achieving a resource objective.
Sustainable Resource Management Plan (SRMP)	Landscape-level plan that identifies spatially specific and measurable land/resource objectives for the planning area, and strategies for achieving the objectives.
Threatened	Species likely to become endangered if limiting factors are not reversed[41].

[39] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk*. Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

[40] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk*. Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

[41] Province of British Columbia. 2019. *Glossary for Species & Ecosystems at Risk.* Available at: https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/glossary-for-species-ecosystems-at-risk

Term	Meaning
Two-Zone System for Mineral Exploration and Mining in British Columbia	Ensures mining applications are considered, subject to all applicable laws, anywhere but in a park, ecological reserve, protected heritage property or an area where mining has been prohibited by an order under the *Environment and Land Use Act*.
Values (or Resource Values)	The things that the people and government of British Columbia care about and see as important for assuring the integrity and well-being of the province's people and communities, economies and ecological systems, defined in policy, legislation or agreements with Indigenous communities[42].
Visual Quality Objective (VQO)	Resource management objective that reflects the desired level of visual quality based on the physical characteristics and social concern for the area. Five categories of VQOs are commonly recognized: preservation, retention, partial retention, modification and maximum modification

[42] Province of British Columbia. 2019. *Values – Provincial Value Assessment Protocols*. Available at: https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/cumulative-effects-framework/values

Additional Reading

Modernized Land Use Planning

- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Initiating Land Use Planning Projects and Developing a Business Case: Policy and Procedures.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Amending Existing Land Use Plans: Policy and Procedures.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Best practices for agreements, engagement, and collaborative planning with Indigenous governments.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Best practices for community and stakeholder engagement.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Guidance for socio-economic analysis, recommendations on plan options, and plan implementation.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Best practices for integrating science, local and Indigenous knowledge in land use planning processes.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Best practices for integrating climate change information, cumulative effects and monitoring data into land use planning.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Guidance on use of Indigenous Protected and Conservation Areas (PCAs) as part of land use planning.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Legal tools available to give legal effect to land use plan content.** In preparation.
- Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2019. **Best practices on data management and information access related to land use planning.** In preparation.

Sustainable Resource Management Planning

Ministry of Sustainable Resource Management. 2002. **Sustainable Resource Management Planning: A Landscape-level Strategy for Resource Development.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/srmp_landscape_level_strategy_resource_dvlpment.pdf

Ministry of Sustainable Resource Management. 2004. **Sustainable Resource Management Planning: Standards for Creating, Implementing and Administering Sustainable Resource Management Plans.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/srmp_standards_guide.pdf

Ministry of Sustainable Resource Management. 2004. **Resource Analysis Guide for Sustainable Resource Management Planning (vol. 1).** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/resource_analysis_guide_w_appendices_srmp.pdf

Strategic Land Use Planning

Province of British Columbia. 1993. **Land and Resource Management Planning: A Statement of Principles and Process.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/lrmp_statement_principles_process.pdf

Province of British Columbia. 1999. **Provincial Monitoring Framework for Strategic Land Use Plan.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/provincial_monitoring_framework_slup.pdf

Ministry of Agriculture and Lands. 2007. **Guidelines for Socio-Economic and Environmental Assessment (SEEA): Land Use Planning and Resource Management Planning.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/seea_guidelines_lup_rmp.pdf

Other Documents on Writing Objectives and Strategies

Ecotrust Canada. 2009. **BC First Nations Land Use Planning: Effective Practices.** Available at: http://epub.sub.uni-hamburg.de/epub/volltexte/2013/20412/pdf/Land_Use_Planning_Best_Practices_Report.pdf

Notes:

This guide, prepared by Ecotrust Canada, outlines a land-use planning process that can be modified and tailored to meet the unique planning needs in a First Nations community. It also highlights effective practices that have led First Nations in B.C. to successful land use planning in their communities.

Conservation Coaches Network. No date. **Healthy Country Planning Tool.** Available at: http://www.ccnetglobal.com/resource/healthy-country-planning/.

Notes:

Healthy Country Planning (HCP) is a participatory planning process that develops adaptive management plans with local communities for Indigenous land management programs. The HCP process provides project teams ways to identify effective conservation strategies through learning modules.

Ministry of Agriculture and Lands. 2008. **Land Use Objectives Regulation: Policy and Procedures.** Available at: https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/natural-resource-use/land-water-use/crown-land/land-use-plans-and-objectives/policies-guides/luor_policies_procedures.pdf

Notes:

Provides advice to staff when addressing requirements set out under the Land Act and the regulation including guidance on preparing a draft order, review and comment, meeting criteria for establishing land use objectives, and when establishing, amending or canceling an order.

Ministry of Forests and Range. 2009. **Administrative Guide for Forest Stewardship Plans (FSPs) – Volume 1: Preparation and Approval of an FSP.** Available at: https://www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/forest-stewardship-plans

Notes:

Brings together advice on developing and administering Forest Stewardship Plans (FSPs) for forest agreement holders who prepare FSPs, and FLNR and other government staff who review and approve FSPs. Describes relationship between government objectives and results or strategies in FSPs under FRPA.

Ministry of Environment. 2013. **Guidance for the Derivation and Application of Water Quality Objectives in BC. 2013.** Available at: https://www2.gov.bc.ca/assets/gov/environment/air-land-water/water/waterquality/water-quality-objectives/wqo_proc_guidance.pdf

Notes:

The document provides a framework for the development of water quality objectives and outlines how to derive water quality objectives.

Ministry of Environment. 2011. **Provincial Framework for Developing Provincial Air Quality Objectives.** *2011.* Available at: https://www2.gov.bc.ca/assets/gov/environment/air-land-water/air/reports-pub/aqo-framework-information-sheet.pdf

Notes:

This document describes the process used by the province to develop ambient air quality objectives for B.C.

Province of British Columbia. 2016. **Cumulative Effects Framework Interim Policy for the Natural Resource Sector.** Available at: http://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/cumulative-effects/cef-interimpolicy-oct_14_-2_2016_signed.pdf

Notes:

The document includes a description of triggers and management review classes.

BC Oil & Gas Commission. 2018. Environmental Protection and Management Guideline (Version 2.7). Available at: https://www.bcogc.ca/node/5899/download

Ministry of Forests, Lands and Natural Resource Operations and Rural Development. 2008. **Considerations for the Selection of LUOR and GAR: Using the Land Use Objectives Regulation (LUOR) and the Government Actions Regulation (GAR) in a Complementary Manner.** Available at: https://testwww.for.gov.bc.ca/ftp/HTH/external/!publish/Web/frpa-admin/frpa-implementation/luor-gar-considerations.pdf

Notes:

Provides advice on using the Land Use Objectives Regulations and Government Actions Regulation in a complementary manner since either tool could be used in some situations to give legal effect under the *Forest and Range Practices Act* to aspects of approved land and resource use decisions. A series of considerations are provided.

Province of British Columbia. 2013. **Government Actions Regulation: Policy and Procedures.** Available at: http://www.llbc.leg.bc.ca/public/pubdocs/bcdocs2015_2/590409/gar-guide.pdf

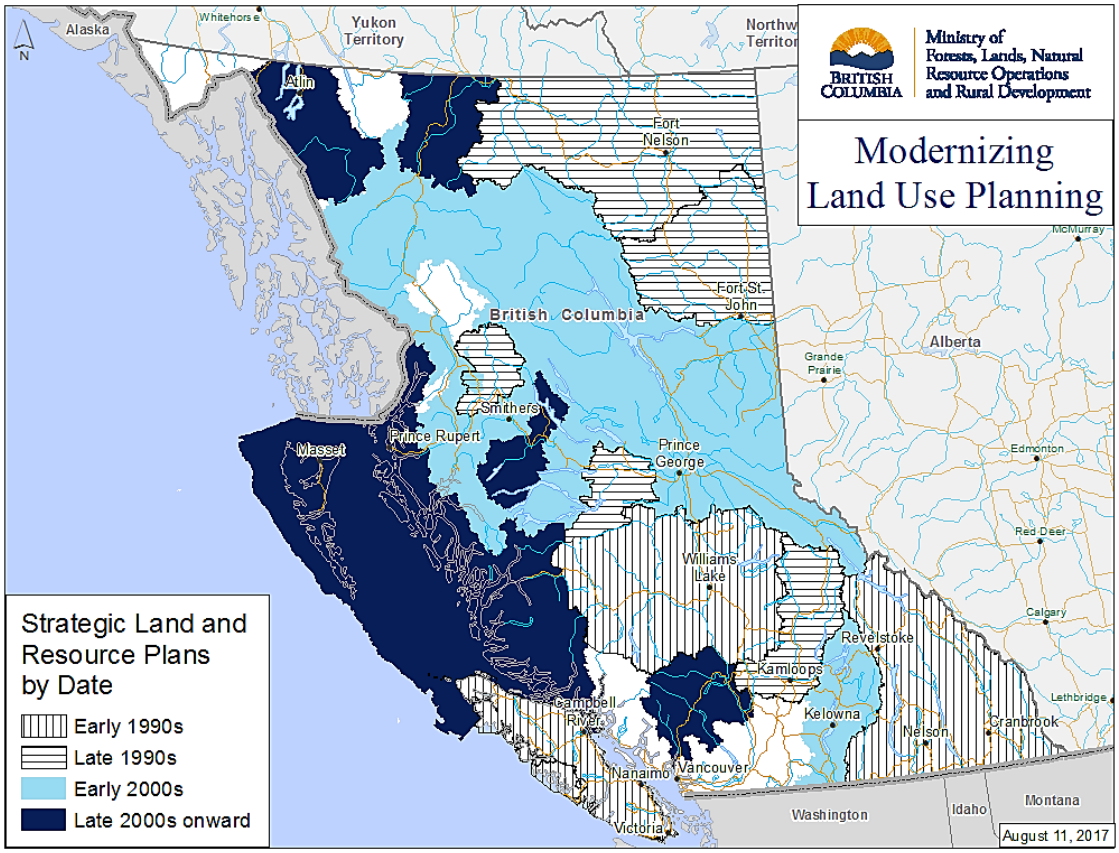
Notes:

Provides advice designed to promote consistent assessment of need, preparation, review and approval of Government Actions Regulation actions, including guidance on how to address limitations on actions (or GAR tests) and meet requirements for consultation and review.

Appendix 1 - Land Use Planning in British Columbia[43]

This appendix describes modernized land use planning as envisioned by the Province. It is a work in progress, and as reconciliation advances and Indigenous peoples become more involved in the design of land use planning, this material will be updated to reflect these emerging partnerships.

The British Columbia government was actively involved in land use planning from the 1990s to mid-2000s. It continued in the last 10 years but in a reduced capacity, with the exception being active marine planning through the First Nations-BC Marine Plan Partnership (MaPP) initiative. The map below shows the coverage of existing strategic land and resource plans as of August 2017. Strategic land and resource plans include Regional Land Use Plans, sub-regional Land and Resource Management Plans (LRMPs), Sustainable Resource Management Plans (SRMPs) and Marine Plans.



About 94% of British Columbia is provincial public land, and today more than 90% of these lands are covered by some level of land use plan (see map above). Some of the existing plans, however, are dated, and do not account for today's environmental and socio-economic challenges. In addition, Indigenous people did not participate in the development of many of the older plans; yet, Indigenous Nations assert title to a vast proportion of unceded land in B.C. Modernized land use planning is a revised approach to land use planning to advance reconciliation and meet today's land

[43] Consider including a section on Indigenous land use planning and stewardship history. Indigenous communities have been actively managing their lands according to their own laws and protocols for thousands of years and this should be acknowledged with specific examples. The history of Indigenous exclusion from land management through discriminatory laws and forced relocation to reserve lands should also be described.

and resource management challenges.

Modernized land use planning is being carried out through partnerships between the B.C. government and Indigenous governments, and with the engagement of communities, local governments, industry and other stakeholders. Some goals of the program are to advance reconciliation, identify values and set objectives that aim to resolve land use challenges, guide management decisions, provide certainty for all land users, and address economic, environmental, social and cultural considerations.

Modernized land use planning supports past work while capitalizing on new opportunities in response to emerging challenges in the management of B.C.'s public lands and natural resources. It will be responsive to:

- The evolving relationship between government, industry and Indigenous peoples.
- Increased demands on our resources by industry and recreational users.
- Our changing climate, which is impacting forest health and leading to more intense wildfires, floods and drought.
- Updated assessments of the current condition of natural resources (e.g. integrated resource monitoring, and cumulative effects assessments), and the need to reinvigorate and diversify rural economies across the province.
- An increased need for communities and stakeholders to stay engaged in discussions between the B.C. government and Indigenous people as they apply for land and resource use.

Modernized land use planning:

- Supports reconciliation efforts through a full partnership approach between the B.C. government and Indigenous governments.
- Enhances community well-being by promoting sustainable economic opportunities through increased certainty for land management.
- Promotes public trust and confidence through sound stewardship of natural resources by helping to resolve new factors affecting land use.

In addition to the full partnership with Indigenous people, there are other ways modernized land use planning differs from most past planning processes:

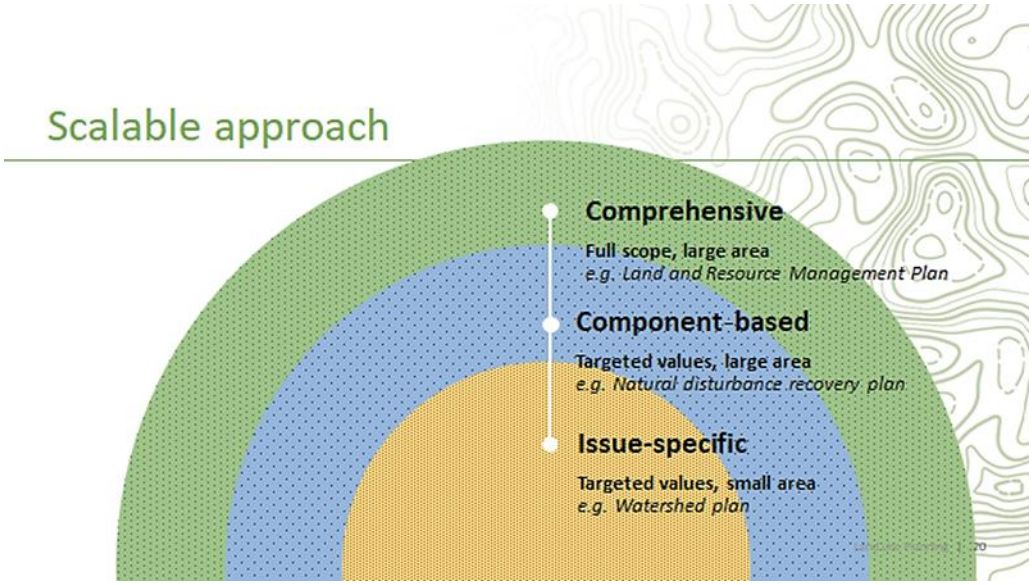
- There will be targeted and meaningful engagement with key stakeholders or advisory committees to address concerns and interests.
- It will address climate change and future ecological conditions so that plans promote adaptation and resiliency.

- It will ensure community needs and human well-being are considered.
- It will begin in high priority areas and be carried out at an appropriate scale that meets defined planning needs.
- It will use integrated monitoring and assessment reports — which include cumulative effects — as baseline information to assess the need for a plan, and to identify new long-term objectives.

Modernized land use planning will be targeted to selected priority areas across B.C. on provincial public lands, including marine areas. Planning will not include federal lands and waters, private lands, and provincially designated Agricultural Land Reserve (ALR) lands.

The B.C. government recognizes its responsibility to advance reconciliation with Indigenous peoples, and to work together to right historical wrongs. It is committed to implementing government-to-government (G2G) land and resource management that is informed by the *United Nations Declaration on the Rights of Indigenous Peoples* (UNDRIP) and the Truth and Reconciliation Commission of Canada's *Calls to Action*. Modernized land use planning will be collaboratively designed and developed with Indigenous nations, then implemented in a partnership model.

It will take a scalable approach (see following Figure) – tailoring projects to meet specific challenges and opportunities at an appropriate scale.

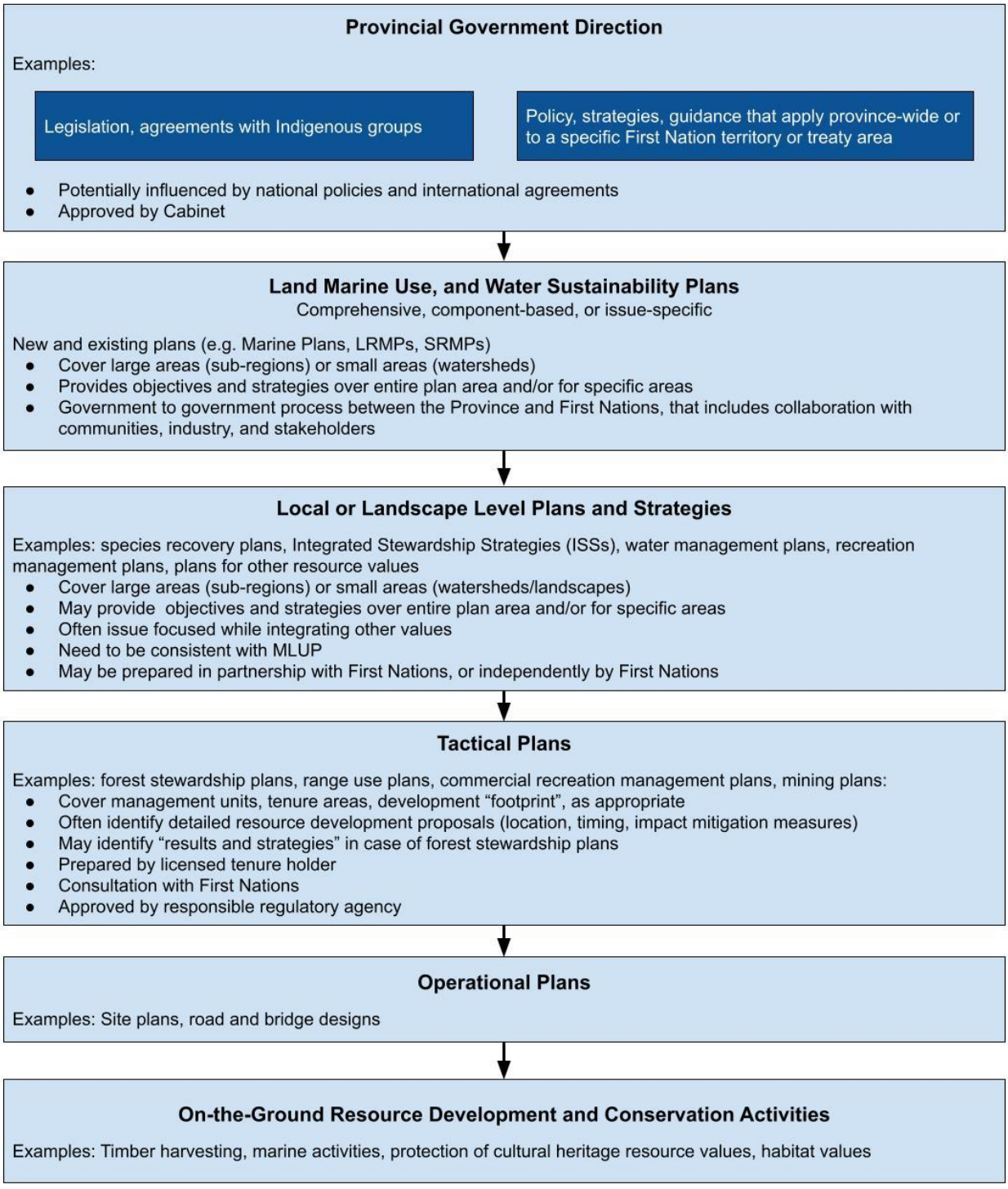


Modernized land use planning will complement many other activities, such as the Cumulative Effects Framework, Environmental Stewardship Initiative, and the Collaborative Stewardship Framework. The cross-agency Land Use Planning Policy Committee within government was established to strengthen linkages across government with other government initiatives related to land use to ensure they are aligned.

As shown in the following figure, engagement with industry, non-government organizations, local governments, the public and other stakeholders is necessary for developing land use objectives. When planning projects are selected and initiated, the Province and Indigenous government(s) will engage with stakeholders together.

Appendix 2 – Provincial Resource Planning Hierarchy

This will be updated as new information becomes available.



Appendix 3 - Plan Implementation and Monitoring

Implementing Plans

There are two basic ways that the resource management direction contained in approved land use plans may be implemented — through legal means or by policy directive. Most plans identify how the resource management direction will be implemented, and in most cases, it involves a combination of legal means and policy-based directive.

Legal Means of Implementing Approved Plans

There are many legal mechanisms, and all require Cabinet or a Minister (or Minister's delegate) to employ a specific statutory power for establishing legal land use objectives. Once established, the objectives provide direction to land use activities that may occur under the designation, and/or identify officials with the authority for approving activities. See Guide *Giving Legal Effect to Land Use Plans* for more information.

Implementing Land Use Plans by Policy Directive

If a provincial land use plan is endorsed by the B.C. government and Indigenous government, it then represents a policy of those governments. Program and agency staff are accountable for considering and implementing the plan's provisions when they deliver their program responsibilities. They must balance policy-based plan direction with other identified priorities and while they may vary from policy, it is only after careful, demonstrated consideration and with substantive justification.

Policy-based land use plan provisions may be achieved through various initiatives, including:

- research and inventory initiatives
- public information/education initiatives
- resource tenuring decisions with associated conditions/restrictions on resource use and development
- application of resource use guidelines and best management practices
- habitat and resource enhancement/rehabilitation initiatives.

Monitoring Land Use Plans and Objectives

Land use plans and their objectives should be monitored to assess the extent to which the commitments are being implemented, and whether the plan is working. This lets staff know if the plan's provisions need to be revisited to improve its effectiveness. Guidelines for land use plan monitoring are available at the B.C. government's Land Use Planning Policy & Guidance website at: https://www2.gov.bc.ca/gov/content/industry/crown-land-water/land-use-planning/policy-guidance

Appendix 4 - Procedures for Establishing Objectives

The process for establishing objectives may vary depending on factors such as applicable legislation.

This guide focuses on considerations to support the writing of effective objectives (Step 4).

The following is a generic process for establishing objectives:

Step 1: Decide if a plan is needed.

Can objectives be developed that help to advance reconciliation with Indigenous peoples or resolve issues of concern?

Step 2: Identify values and areas for which objectives apply that address issues of concern.

Step 3: Decide what tools to use — policy or legal objective? If legal – what legislative tool?

Step 4: Write objectives (in collaboration with partners e.g. with First Nations).

Step 5: Undertake consultation and review for example, for legal objectives following legislative requirements such as Public Review.

Step 6: Plan approval including objectives and strategies.

Step 7: For legal objectives, determine if legislative requirements can be met (sometimes called 'tests') before formal public review of plan.

Step 8: Monitor the effectiveness of objectives and continuous improvement.

Step 9: Determine if existing or established objectives should be varied or canceled.

For further information on other aspects of the process for establishing objectives, refer to documents such as the *Land Use Objectives Regulation Policy and Procedures*, the *Government Actions Regulation Policy and Procedures,* and *Guidance for the Derivation and Application of Water Quality Objectives in BC* *(*see References for web links to these documents)

Appendix 5 - Trouble-Shooting Guide

Problem and Suggested Response	Guideline
Objectives/strategies inconsistent with treaty terms, government or Indigenous legislation, agreements or policy • Review relevant legislative and policy materials and revise the plan to be consistent with them • Obtain approval to waive policy direction	2
Objectives/strategies inconsistent with existing plans If inconsistent with plans either higher or lower in the planning hierarchy: • Revise to conform • Obtain approval to retain inconsistency and offer rationale • Revise as necessary If inconsistent with a legally established objective: • Revise to conform • Revise the legal objective following regulatory procedures (executive approval required)	2

Objectives/strategies conflict with each other or plan's land/resource designations
• Revise to prevent or mitigate resource conflicts by:
  ○ Separating conflicting activities in space or time
  ○ Limiting resource activities or levels of activity
  ○ Identifying resource restoration/rehabilitation actions
  ○ Reconciling inconsistences in logic
• Limit designation inconsistences to occasional site-specific occurrences
• Modify the land use designation boundary to exclude areas causing the conflict
	3

Objectives/strategies are not technically feasible, too expensive or create administrative problems • Revise to address issues	4
Objectives/strategies do not address identified issues • Revisit the list of resource issues • Analyze symptoms and underlying causes, and revise to correspond to them	5
Objectives/strategies are too broad and general • Revisit the list of resource issues	4, 6

Problem and Suggested Response	Guideline
• Make sure goals are true goals, and not objectives	
Objectives/strategies focus too much on strategy-like direction • Review the definitions of goals, objectives and strategies • Separate objectives and strategies but keep them linked • Separate considerations for plan development from plan implementation • Incorporate strategy content into objectives if they meet the criteria in guideline 5, and after consideration of guideline 11	5, 6 Chapter 1
Objectives/strategies do not provide enough resource management vision and context • Supplement with statements of general management intent or desired future condition • Develop for the whole planning area, with subsets for individual resource values or resource uses • Cross-reference to existing resource management guidelines or best management practices • Develop graphic illustrations of the intended future look of the landscape, e.g. forest cover patterns over time	6, 7
Objectives/strategies are for resource categories that are too broad • Break into component parts and draft objectives/strategies for each	8
Objectives/strategies focus too much on administrative processes and rely on future actions such as data gathering • Review inventory information to add more spatially referenced management direction to the objectives/strategies • Refine inventory information to make it more useful • Consider whether a future planning process could address unresolved issues • Create a separate section under implementation for administrative and future planning processes	9
Objectives/strategies do not offer clear direction about where and when they apply • Review resource inventory information to identify ways to be more spatially specific • Revise to cross-reference to maps at an appropriate scale or create narrative descriptions Add more explicit detail about timing, and identify events that could affect it	10

Problem and Suggested Response	Guideline
Objectives/strategies are unclear about implementation roles and responsibilities • Confirm this is an issue with planning participants • If it is, revise wording to clarify or address roles and responsibilities under implementation	10
Objectives/strategies include resource targets or outputs that are unrealistic or hard to measure • Include absolute values or numerical rates of resource production in objectives • If the outputs are not achievable, incorporate the metric into companion resource strategies or provide a range of target values • Identify indicators to measure objectives and add to plan implementation and monitoring	11
Objectives/strategies are not detailed enough Make sure the prescriptive detail is consistent with: • Planning level and scale • Imminence of future resource planning processes • Information availability and quality • Inherent nature of a resource value or resource use • Degree and complexity of resource use conflicts • Relative importance of a predictable outcome • Availability of other resource plans and guidelines	12
Objectives/strategies are unclear, open to interpretation • Replace ambiguous verbs, jargon, subjective descriptions and value-laden terms • Add a glossary of terms and list of acronyms used • Ask an independent editor to edit/organize the plan	1

Appendix 6 - Verbs Commonly Used in Resource Objectives and Strategies

Verb	Definition
Achieve	carry out successfully; to attain a desired end or aim (synonym: accomplish, perform)
Adopt	accept formally and put into effect (synonym: establish, institute)
Allocate	apportion to a specific purpose or to persons or things; to distribute
Allow	permit; to make possible
Apply	put into operation or effect
Assess	determine the importance, size or value of (synonym: estimate)
Avoid	refrain from; to prevent the occurrence or effectiveness of
Classify	assign to a category
Coordinate	bring into a common action, movement or condition; to act together in a smooth concerted way (synonym: harmonize)
Conserve	keep in a safe or sound state; to avoid wasteful or destructive use of
Control	exercise restraining or directing influence over (synonym: regulate)
Decrease	grow progressively less (as in size, amount, number, or intensity), [in a resource planning context, normally compared to the existing state or condition] (synonym: lessen, reduce, diminish)
Delineate	to indicate by lines drawn; to represent accurately
Deliver	produce the promised, desired, or expected results (synonym: implement, produce)
Design	conceive and plan out
Develop	bring or come to an active or visible state; convert (land) to a new purpose to use its resources more fully
Disallow	deny; to prohibit
Distribute	spread out to cover something; to scatter
Enforce	compel compliance with (a law, rule or obligation
Enhance	make greater (as in value, desirability, attractiveness or quality) (synonym: heighten, intensify)
Ensure	make sure, certain or safe (synonym: secure, guarantee)

Verb	Definition
Establish	institute by enactment or agreement; to bring into existence (synonym: set, found, create)
Evaluate	determine the significance or worth of usually by careful appraisal and study; to identify the consequences of (synonym: estimate, assess)
Examine	inspect closely; to inquire into carefully (synonym: investigate)
Exempt	free or release from some requirement
Expand	increase the extent, number, volume, or scope of (synonym: enlarge)
Formulate	put into a systemized statement of expression (synonym: devise) Generate: bring into existence (synonym: produce)
Harvest	gather a natural product
Identify	establish or select by consideration or analysis
Implement	to carry out; to give practical effect to and ensure of actual fulfillment by concrete measures (synonym: accomplish)
Improve	enhance in value or quality; to make better [in a planning context, normally compared to the existing state or condition]
Increase	become progressively greater (as in size, amount, number, or intensity) [in a resource planning context, normally compared to the existing state or condition] (synonym: enlarge, augment)
Initiate	cause or facilitate the beginning of; to set going (synonym: begin)
Integrate	unite with something else; to form or blend into a whole
Investigate	observe or study by close examination and systematic inquiry
Issue	an important topic or problem for discussion
Limit	curtail or reduce in quantity or extent; to restrict to set bounds (synonym: restrict, confine)
Maintain	preserve from failure or decline; to cause to continue
Manage	treat with care (synonym: husband); to alter by manipulation; to gain influence with or maintain control over
Maximize	increase to the greatest quantity or value attainable
Minimize	reduce to the least quantity assignable, admissible, or possible
Mitigate	cause to become less harsh or hostile; to make less severe or painful (synonym: alleviate)

Verb	Definition
Obtain	gain or attain, usually by planned action or effort
Oversee	survey, watch or supervise
Permit	give leave; to give an opportunity; to consent to expressly or formally (synonym: authorize)
Phase in	gradually commence or increase operations or activities
Phase out	gradually decrease or stop operations or activities
Preserve	keep safe from injury, harm or destruction; to keep alive, intact or free from decay (synonym: protect)
Prevent	to keep from happening or existing; to hold back
Promote	to help bring into being
Produce	give being, form or shape to; to manufacture; to accrue or cause to accrue
Prohibit	forbid by authority; to prevent from doing something (synonym: preclude)
Protect	keep safe, defend or guard
Provide	supply for use (synonym: furnish)
Recruit	fill up with new members, examples, etc. (synonym: replenish)
Refer	send or direct for comment, aid, information, or decision
Regulate	govern or direct according to rule; to bring order, method, or uniformity to; to fix or adjust the time, amount, degree, or rate of
Rehabilitate	restore to a former capacity or state; to restore to a condition of health or useful and constructive activity or function (synonym: reinstate)
Resolve	deal with successfully: clear up; to find an answer to
Respect	due regards for feelings, wishes, rights and traditions of others
Restore	bring back to or put back into a former or original state (synonym: renew)
Restrict	confine within bounds (synonym: restrain, limit)
Retain	hold secure or intact (synonym: keep)
Review	give critical evaluation of; to examine or study again
Revise	correct or improve; to make new, amended, improved, or up-to-date

Verb	Definition
Subject	make liable; to bring under control
Survey	examine as to condition, situation, or value; to view or consider comprehensively (synonym: inspect, scrutinize)
Sustain	give support or relief to; to keep up; to maintain or keep going continuously
Undertake	set about doing
Use	cause or act or serve for a purpose; to employ something
Utilize	make use of; to turn to practical use or account