

# A Source Book for Commission Members

EDITION 1.0

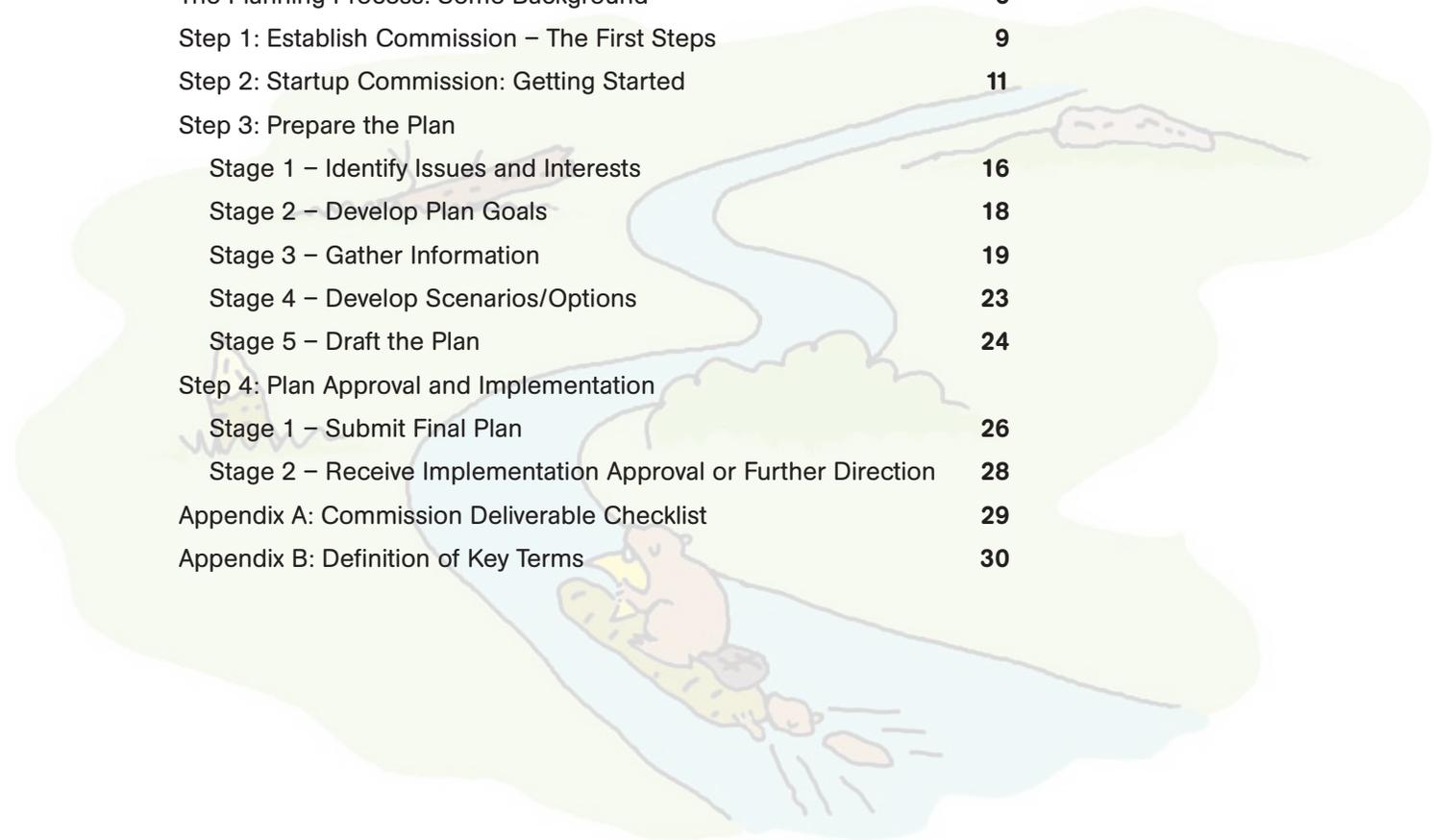
August 2010



YUKON LAND USE  
PLANNING COUNCIL

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## ➤ Welcome to the Commission

Welcome to the Regional Land Use Planning Commission, or “Commission”.

Thank you for agreeing to take on this important role.

Your presence is valued.

### Why You?

You may be wondering how you ended up in this role. Simply, it is because you have skills, knowledge and/or life experiences that will help the Commission complete its job.

- You have credibility with the public
- You like to partner with others to find solutions
- You understand the value of planning in creating a better future
- You have knowledge of the planning region
- You care about public decision making and administration
- You see the value of a land use plan as a roadmap to follow

Like any good team, the Commission will be made up of a diverse group of people. Each brings different skills and experience to the table. Together the Commission should have a mix of experience that will allow it to create a practical and realistic land use plan for governments to follow.

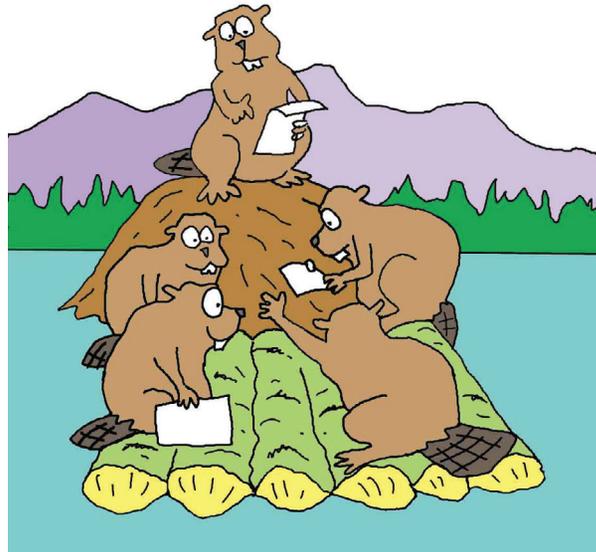


## What Will You Do?

As a Commission Member, you are part of a team that has **one key responsibility – to create a land use plan for your region** (this plan will help determine how the land will be used in the future). In doing this, you will undertake three key tasks:

1. You will direct and oversee the production of the land use plan
2. You will help build consensus among the diverse groups that are involved in the planning process
3. You will work to keep all people informed of the issues and their opportunities to participate

While this job might sound difficult, you will not do this alone. In addition to the expertise from other Commission Members, you can also rely on help from planning experts, within Government (YG, FNs) on staff to your Commission and at the Yukon Land Use Planning Council.



This work will be challenging and rewarding. The use of the Yukon land is often a controversial topic. There are many different perspectives on these issues. You can play a positive role in helping build consensus among the many groups that participate.

## This Booklet

This booklet will help you understand your role as a Commission Member. It will give you important background on regional land use planning in the Yukon and will walk you through a step-by-step guide for completing a land use plan. It also introduces you to some of the key words and phrases of the planning world.

## Your Legacy

The legacy of your work will be a land use plan that provides stronger, better focused direction for land and resource management within your region. Your efforts today will pay off for your children's children tomorrow.

# ➤ Yukon Land Claims

## Regional Planning Context

### Umbrella Final Agreement

Before starting down the path towards a land use plan, it is important you understand the context for this important job within the Yukon. Your Commission was created because of a modern-day process of land claims negotiations that essentially began in the Yukon in the early 1970s. After many years of discussions between the Governments of Canada, Yukon and Yukon First Nations, a major agreement – the Umbrella Final Agreement (UFA) – was signed in 1993. It provides the framework to complete land claim negotiations with individual First Nations. The UFA created a ‘blueprint’ for negotiations between the Government of Canada, Yukon Government and the 14 Yukon First Nations, on a wide range of issues, such as development assessment, wildlife, natural resources, economic development and land use, to name just a few.

Since the UFA the document was signed in 1993, the Government of Yukon has taken over the land and resources management responsibilities once held by the Government of Canada. This happened through a process known as ‘devolution’ (April 1, 2003).

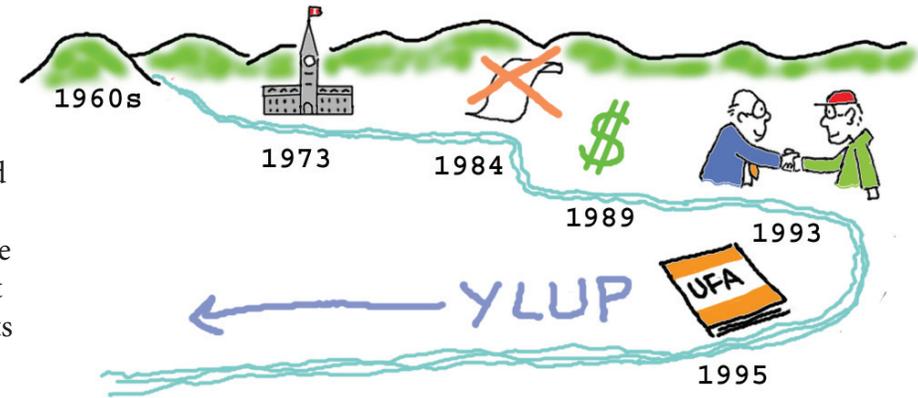
### First Nation Final Agreements

As of early 2010, negotiations have resulted in First Nation Final Agreements with 11 of the 14 Yukon First Nations. It is under these Agreements that individual First Nations have become self-governing, taking on many of the responsibilities for their citizens once held by the Governments of Canada and Yukon on First Nation land.

### The Principles

The principles inherent in the land claim agreements are:

- Shared management
- Holistic approach to land, resource use and resource management
- Inclusiveness and transparency
- Integrated planning - regional land use plans should fit together like a jigsaw puzzle into a overall Yukon plan.



Although they are very detailed documents, these Agreements provide First Nations Governments with four key things:

### 1. Financial Compensation

In order to assist all Yukon First Nations in setting up their new governments, the Government of Canada set aside nearly \$250 million in 1989. Once a new Final Agreement is signed, individual First Nations Governments will receive payments over a 15-year period to help with this transition.

## OBJECTIVES OF CHAPTER 11 LAND USE PLANNING

- » to encourage the development of a common Yukon land use planning process outside community boundaries;
- » to minimize actual or potential land use conflicts both within Settlement Land and Non-Settlement Land and between Settlement Land and Non-Settlement Land;
- » to recognize and promote the cultural values of Yukon Indian People;
- » to utilize the knowledge and experience of Yukon Indian People in order to achieve effective land use planning;
- » to recognize Yukon First Nations' responsibilities pursuant to Settlement Agreements for the use and management of Settlement Land; and
- » to ensure that social, cultural, economic and environmental policies are applied to the management, protection and use of land, water and resources in an integrated and coordinated manner so as to ensure Sustainable Development

## 2. Land Ownership (Settlement Land)

Under Final Agreements, First Nations have been granted two main types of land: (1) Category A and (2) Category B. Category A, which represents the larger portion of land in each Final Agreement, gives the First Nation the most power. Under Category B, the power over the items above is limited somewhat. For example, no mineral rights are granted under Category B land. Total Settlement Land for all 14 Yukon First Nations covers about 8.5 per cent of total land area of the Yukon.

The Final Agreement gives First Nations the power to control and influence such things as:

- Land Access – Who can access some portions of the land?
- Surface Rights – Who can conduct mining, forestry, fish & wildlife harvesting and related activities on the land?
- Sub-surface Rights – Who can access the minerals or oil & gas under the surface of the land?
- Development Assessment – What process must future development go through before using the land?

- Special Management Areas – What parts of the land will be set aside as 'parks' or 'protected' areas?
- Land Use Planning – How will the future use of the land be determined?
- Heritage and Cultural Protection – How will First Nations heritage be protected?

The amount of control over land items will vary depending on the "type" of land in question.

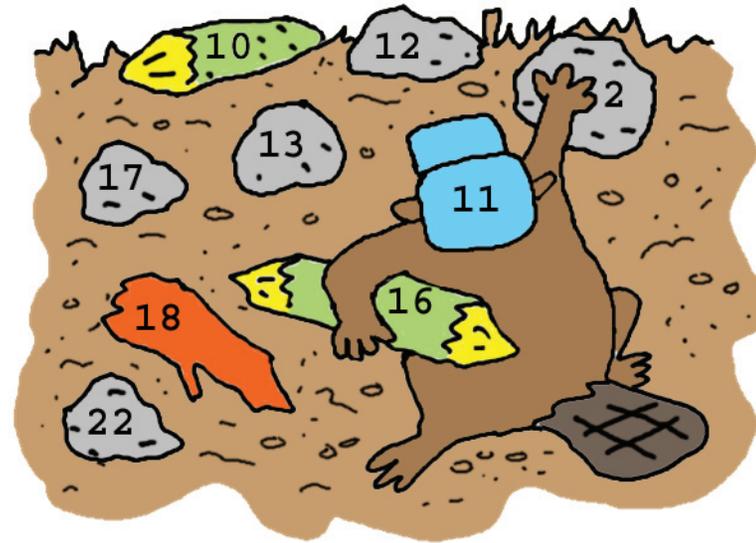
## 3. Fish and Wildlife Harvesting Rights

The First Nations have been granted rights to harvest fish and wildlife within their traditional territories during all seasons of the year on Settlement and vacant Crown land. These rights include the right to harvest year round and can only be restricted for conservation, public health or public safety reasons. Each Yukon First Nation Final Agreement may set out "total allowable harvests" for some fish and wildlife species and First Nations will have a guaranteed share of that limit.

#### 4. Shared Management of Land and Resources

The UFA and individual agreements establish many boards and committees that support land resource management, decision-making and conflict resolution. Members are nominated by government (Canada and/or the Yukon) and Yukon First Nations. These boards perform a variety of tasks, including development assessments, geographic place names, water resource management, renewable resource management, dispute resolution and, most important to Commission members, land use planning. Under Chapter 11 of the Umbrella Final Agreement, the Government of Yukon and each Yukon First Nation will agree to establish a Regional Land Use Planning Commission (that's you!) to develop a Regional Land Use Plan for the area covered by the planning region (more on this in the next two chapters).

In your work as a Commission Member, your goal is to develop a regional land use plan that follows Chapter 11 objectives. In addition to Chapter 11, there are also other chapters in the UFA that talk about, or are related to, land use planning, including:



Chapter 2 General Provisions  
 Chapter 10 Special Management Areas  
 Chapter 12 Development Assessment  
 Chapter 13 Heritage  
 Chapter 16 Fish and Wildlife  
 Chapter 17 Forest Resources  
 Chapter 18 Non Renewable Resources;  
 Chapter 22 Economic Development

As you go through the planning process, in the coming days, you will see the relationships between these various chapters.

# ➤ The Planning Process

## Some Background

### What is planning?

While land use planning may seem complicated, the reality is that we all plan in our every day lives. Numerous problems occur daily that require planning-type solutions. Your car won't start. There is a huge puddle of water in the living room of your house and you need to determine the cause and take action to fix it.

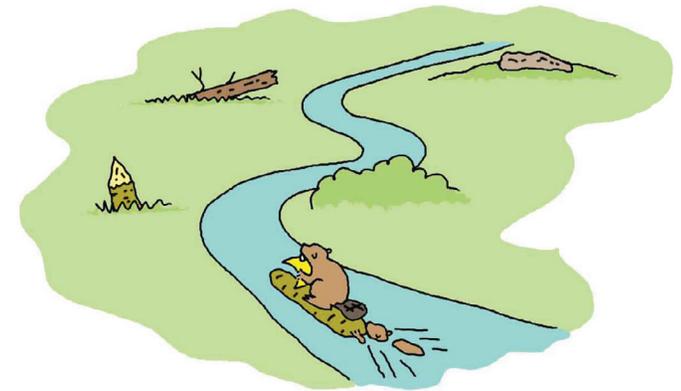
When solving a planning problem, you will generally go through a standard process. That process is outlined below using a very real planning example in the Yukon context – oil & gas development in Yukon caribou country, the options and analysis presented for this example

are hypothetical and only intended to show the process in action.

### Why do we plan?

There are many good reasons to plan. Here are some of the reasons we should plan:

- To contribute to achieving sustainable development
- To provide a chance for different interests to be heard, and reduce any negative impacts of these interests on the land
- To reduce conflicts between user groups and create a common, fair vision for land use among these groups



- To best use land and resources wisely because they are often in scarce or finite supply
- To identify progressive future use of the land and resources, especially things that have not been considered before
- To provide a long-term planning process, as well as a day-to-day management model, for future land use

In a nutshell, we plan to allow for the best use of the land in a way that meets the needs of a wide variety of people and groups today and tomorrow, and protects the land for future use. We plan to protect future choices.

**TABLE 1: STEPS IN THE PLANNING PROCESS**

Identify the problem	<ul style="list-style-type: none"> <li>• Oil &amp; gas development in caribou habitat</li> </ul>
Collect information related to the problem	<ul style="list-style-type: none"> <li>• Nature of oil &amp; gas development</li> <li>• Migratory patterns of caribou</li> <li>• Experiences in other jurisdictions (eg. hunting)</li> </ul>
Consider a wide range of options for solving the problem	<ul style="list-style-type: none"> <li>• Create special protected areas (separation of the activities)</li> <li>• Develop seasonal restrictions on oil &amp; gas development</li> <li>• Create thresholds on oil &amp; gas development</li> </ul>
Select the best option	<ul style="list-style-type: none"> <li>• Develop seasonal restrictions (to allow for migration)</li> </ul>
Implement that option (ie. the “plan”)	<ul style="list-style-type: none"> <li>• Implement and enforce the seasonal restrictions</li> </ul>
Review your work (see if the problem has been corrected)	<ul style="list-style-type: none"> <li>• Monitor caribou to determine if management has been successful</li> </ul>

## How do we plan in the Yukon?

An important responsibility of the Yukon Land Use Planning Council was to create a Common Land Use Planning Process – or CLUPP as it is also known – for Commissions to use in developing regional land use plans. All Regional Land Use Commissions will use CLUPP, created in consultation with Yukon First Nations and the Government of Yukon, as they go through the work of developing land use plans in their regions. CLUPP has four key steps:

Step 1: Establish Commission

Step 2: Startup Commission

Step 3: Prepare Plan

Step 4: Plan Approval and Implementation

The rest of this booklet will walk you through these four steps. They represent the steps to be followed by all Regional Land Use Planning Commissions in completing their regional land use plan. It is important that this plan considers all social, cultural, economic and environmental factors and takes into account the interests of First Nations, Yukoners and Canadians.

## Roles and Responsibilities

First you need to understand the people and groups you will encounter in your planning work. There are several. It will help you do your work if you are familiar with each of them, the relationships between them and the job they will do during the land use planning process. They are identified below:

### First Nations governments and the Government of Yukon (the ‘Governments’)

The Governments are the final authorities on land use plan adoption and implementation. They are the final decision-makers on whether or not a land use plan is accepted, modified or rejected. In many ways, your Commission basically works for the Governments. While Governments will not manage the day-to-day operations of your Commission, the work you do will eventually be delivered to Governments for this final approval. Before you start your work, Governments will give you a Terms of Reference for the work you will have to complete and supports you with technical committees (the Technical Working



Group) and policy committees (Senior Liaison Committee). Government pays for the work being done by the Commissions from funds agreed to under the Umbrella Final Agreement.

### Yukon Land Use Planning Council (the ‘Council’)

Like your Commission, the Yukon Land Use Planning Council was created through Chapter 11 of the Umbrella Final Agreement (UFA). This Council will be very involved in the work of your Commission. Council staff will help organize your meetings, provide you with the finances required to do your work, teach you about the proper processes to use to conduct land use planning and provide technical expertise on planning matters, to name just a few. The Council is basically a ‘go-between’ for your Commission and the Governments. It will be with you all along the way in completing this regional land use plan.

## ABOUT THE YUKON LAND USE PLANNING COUNCIL

- ▶ Created under the Umbrella Final Agreement, the Yukon Land Use Planning Council (the Council) exists to help Government and Yukon First Nations coordinate their efforts to conduct community-based regional land use planning. In this way, the Council makes recommendations related to:
  - policies, processes, goals and priorities;
  - planning regions, their boundaries and priority planning areas;
  - terms of reference for the Planning Commissions; and
  - other matters as directed by the Yukon Government and Yukon First Nations.
- ▶ The Council also assists with the development of the annual budgets for Planning Commissions that are ultimately submitted to the Government of Yukon.

### MISSION STATEMENT FOR THE COUNCIL

- ▶ The Yukon Land Use Planning Council advocates land use planning as a comprehensive means of addressing cultural, social, economic and environmental sustainability. The YLUPC promotes an open, fair and public process carried out by all Yukoners, as set out in Yukon First Nation Final Agreements.

Source: Yukon Land Use Planning Council

## Regional Land Use Planning Commission (the “Commission”)

Of course, this is you! As stated earlier in this booklet, the Commission is responsible for doing all the work required to write the land use plan and submit to government. Commission Members, like you, will have staff to help complete this job, and can rely on additional help from the Council. Your plan, once completed, will go to the Governments for their review and approval.

### Other Interested Parties

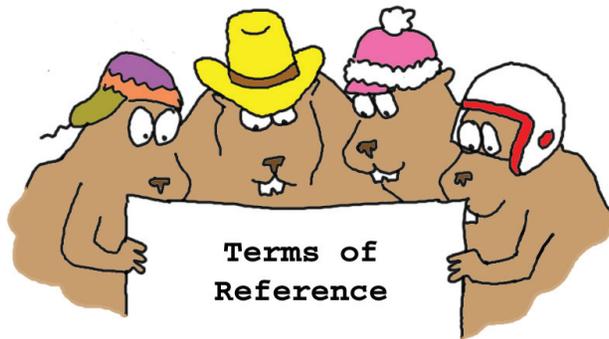
The list of other interested parties can be long but is very important. These are all the individuals and groups that you will consult with in completing this task of writing a land use plan. One of the early jobs you will do is a large-scale consultation with all individuals or groups that have an interest in your land use plan. This list might include residents, community groups, businesses, industry associations, environmental groups, not-for-profit organizations, other governments



(federal, provincial/territorial, aboriginal, municipal, etc.) and non-government agencies (renewable resource councils, water board, etc.), to name just a few. You should expect that your work will have you meeting with all sorts of people, from all walks of life. Each will bring a different perspective on the value of land uses.

# ➤ Step 1: Establish Commission

## The First Steps



### Commission Terms of Reference

The process of establishing a Commission begins when a First Nation or the Yukon Government requests that the Yukon Land Use Planning Council coordinate the development of a Terms of Reference for one of the eight planning regions envisioned for the Yukon.

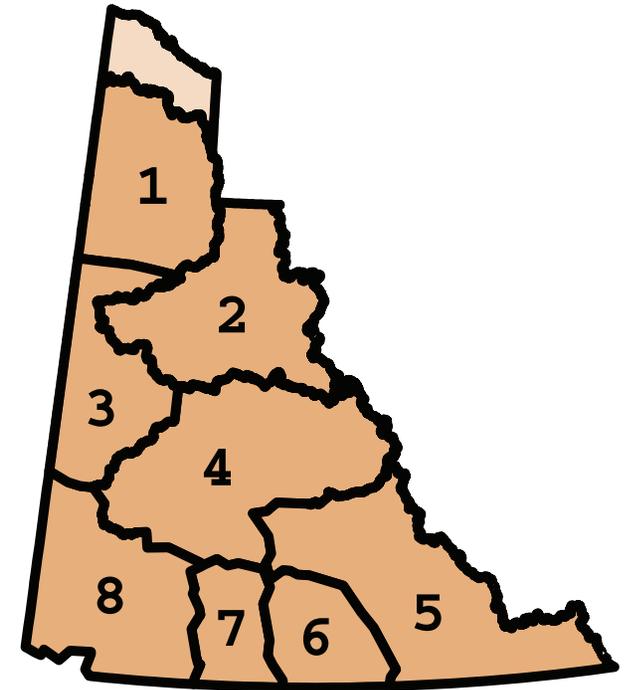
The Council considers this request based on an assessment of the “readiness” of the region to begin planning and the current level of activity in other regions. At this point, and before any planning work begins, a small working group will be established (representing the Yukon Government, the Yukon Land Use Planning Council and Yukon First Nations) to complete

the Terms of Reference for the work ahead. The Terms of Reference includes the instructions to the Commission on (1) what to include in the land use plan and (2) the process the Commission should use to do this work. In this stage, four key things need to be agreed upon:

### The Boundary of the Planning Region and Commission Membership

The planning boundaries generally follow the traditional territories of the Yukon First Nations. In many areas, these traditional territories overlap so boundary finalization will have to occur before the nomination of members (since the basic formula for determining membership is based upon the population of the people living within the planning boundary). Commission membership is based on the following formula:

- 1/3 of members nominated by the First Nation;
- 1/3 of members nominated by the Government of Yukon; and
- 1/3 of members determined by the percentage of First Nation members living in the region relative to non-First Nations



### YUKON PLANNING REGIONS

- |                |                       |
|----------------|-----------------------|
| 1. North Yukon | 2. Peel Watershed     |
| 3. Dawson      | 4. Northern Tutchone* |
| 5. Kaska*      | 6. Teslin*            |
| 7. Whitehorse* | 8. Kluane*            |

\* Boundary not yet agreed upon

As an example, the North Yukon Planning Commission ended up being 1/3 Government of Yukon and 2/3 First Nations nominees, since the Community of Old Crow is almost exclusively First Nation. In other regions, this split will vary depending on the nature of the population.

The Governments nominate members who they feel would have the skills, knowledge and/or experiences to assist in developing a land use plan. The Governments try to select Commission members by consensus, that is, they try to agree on each other's selections. Choosing the right mix of people for the Commission will be a key factor in whether or not the Commission is successful in completing its work. Ultimately, the Government of Yukon (Minister of Energy, Mines and Resources) appoints all Commission Members.

### The Planning Process

This is the Common Land Use Planning Process (CLUPP), adjusted to recognize any differences that may exist from region to region. Details are provided about each planning stage (and the document expected to

be delivered at the end of each planning stage). The entire process of creating the Regional Land Use Plan is estimated to take about three years for each region (although timing will be customized for each planning region).

### The Budget

The budget is a cost estimating exercise using a "work-plan" approach, based on past planning experience. A three-year time frame will be used for budget estimates. Common budgeting categories include administration, commission expenses, planning staff costs and planning projects. The Governments will agree to this budget and its associated rationale and it will be included as an appendix to the Terms of Reference. The Yukon Government Minister of the Department of Energy, Mines and Resources approves final budgets.

### Roles and Responsibilities

The Commission is supported by and interacts with the Yukon Land Use Planning Council, the Yukon Government and the affected First Nations. The Terms of Reference provides details on the nature of the working relationships that are to be developed between

these organizations, especially the specific role of the Commission's (1) Technical Working Group (TWG), a body that provides staff-level support and (2) the Senior Liaison Committee, a body that provides higher level government policy advice to the Commission and advises the Minister and the Chiefs about the plan.

#### Commission Deliverables

No deliverable at end of Step 1 (this work will have already been done by Governments).

#### Sources for Further Reading

Yukon Land Use Planning Council,  
"Common Land Use Planning Process", 2004

Yukon Land Use Planning Council,  
"Planning Commission Nominations", 2006

## ➤ Step 2: Commission Startup

### Getting Started

#### Your First Activities

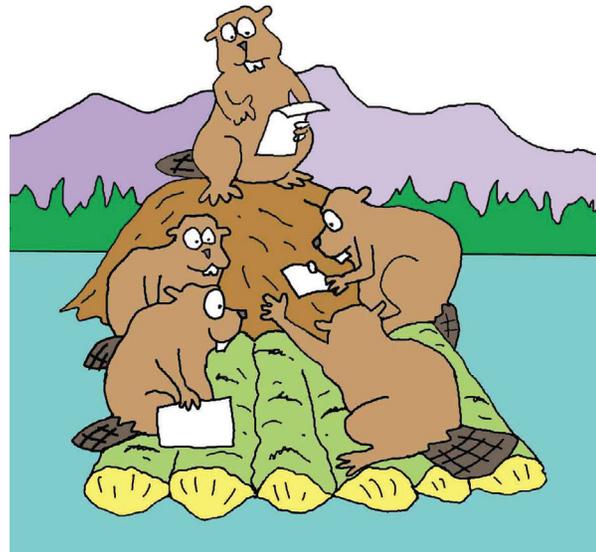
Once the Commission is established, your work as a Commission Member begins. You will begin by completing some early tasks such as:

- Holding initial meetings with all Commission Members present;
- Getting to know other Commission Members and establish relationships;
- Setting up an office and hiring of any necessary staff;
- Refining the detailed budget for your work, with the help of Yukon Land Use Planning Council staff if necessary; and
- Determining training/orientation needs and completing any training required to be an effective Commission Member

There are two other important tasks that Commission members must complete before officially starting their work:

#### 1. Conflict of Interest Declaration

It is important at this early stage for all Commission members to determine if they each are free from any conflict of interest



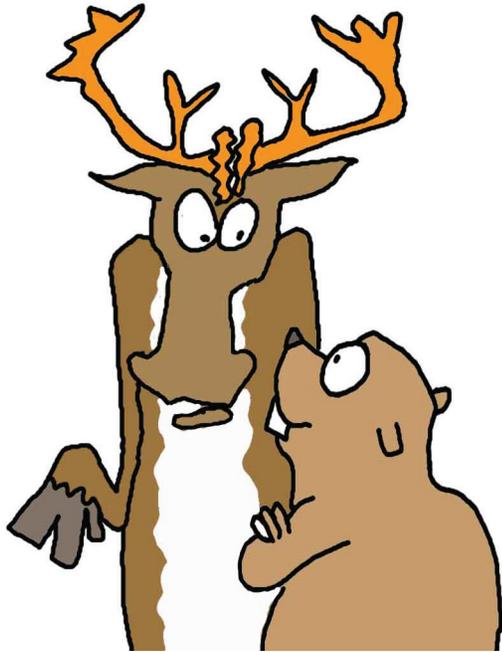
that would interfere with their work. A Commission member is in “conflict” under certain circumstances, especially in areas where the member (or a related family member) has a commercial or financial interest (business, trap line, private land ownership, etc.) in the planning region. All such conflicts will need to be declared early to ensure they do not pose a threat to the work of the Commission and can be managed appropriately.

#### 2. Policies and Procedures

Commission members must become familiar with the policies and procedures to be used in doing their jobs. Examples include meeting related issues (role of the chair, etc), communications (appointment of the media spokesperson, etc) and internal issues (policies related to human resources, commission travel, etc). Details on all policies and procedures will be presented by the YLUPC at the initial stage of Commission start-up.

#### Being a Commission Member

During this startup period, you will begin to learn what it is to be a Commission Member. Not only will you focus on the details of the job before you but you will spend a good deal of time in training and in discussions on what is expected of you in this role. Remember that Commission Members will come to this job from all walks of life. Some will have more experience in this sort of an environment than others. Before the Commission can proceed, all Members must have a common understanding of what it is to be an effective Commission Member. This is because each Member’s role is equally important.



## Guiding Principles

It is during this early period that you will set up the processes that your specific Commission will use to do its work. While there are many ways to set up a Commission, here are some guiding principles that all Commissions, and Commission Members, should consider in going about the work of developing land use plans:

### Principle No. 1 Strive for sustainability

You should always remember that a key goal is the proper and continued use of land in the Yukon, for current and future generations.

### Principle No. 2 Follow government policy direction

Keep in mind that the Governments have given you clear direction on how they want to see this land use planning go ahead. This is found in the Terms of Reference and in other related documents, such as the First Nation Final Agreements.

### Principle No. 3 Be inclusive & consider all values

All individuals and groups need to be heard and their input fairly considered throughout your work. No individual or group should be given preferential opportunities over another. Listen carefully and respectfully to all views.

### Principle No. 4 Seek consensus

While it will sometimes be difficult, Commission members should always seek consensus in decision-making, both within the Commission and while dealing with all other individuals and groups during consultation. A land use plan that is based on consensus is a much more effective plan and has a better likelihood of being approved by

the Governments (see Sidebar: Consensus Decision-Making on page 14).

### Principle No. 5 Be efficient & effective

The work towards a consensus-based land use plan could go on for a long time. It is the Commission's job to use the time and resources dedicated to this job wisely. This means putting time lines on discussions and developing certain dates or milestones during the process for task completion. These dates are described in the work plan.

## Commission Meeting Ground Rules

As a Commission Member you will be involved in numerous meetings as you go forward. Some meetings will involve only Commission Members, while others will be a part of a larger consultation with individuals and groups. These meetings will be most effective if all members agree to common 'ground rules'. The hope here is that all the different strengths of Commission Members will be used to the fullest.

### 3P'S OF BEING A COMMISSION MEMBER

- **Patience** – There will be times during the planning process where meetings will go longer than expected, discussions on a particular issue will be confrontational or technical material will be difficult to understand. Exercising patience during these times of possible frustration will make your work much more successful.
- **Passion** – Planning can sometimes be an uninspiring activity. Some might go as far as to call it 'boring' due to the possibility of the activity becoming another process that citizens have to go through. Your selection as a Commission Member had a lot to do with your knowledge, skills and passion for this planning region. Showing your passion during planning will help the process, and those involved in it, immensely.
- **Persistence** – Planning can sometimes be a lengthy process. You will speak to a large number of groups with a wide range of perspectives. You will review a great deal of technical material. As such, getting lost in the details of planning is always possible. Showing persistence – or the desire to get to the end of the process – will help your Commission achieve its ultimate goal, the development of a regional land use plan.

Source: Cogan, Elaine. Now that You're on Board: How to Survive and Thrive as a Planning Commissioner, Champlain Planning Press: Vermont, 2006.

Here are some meeting ground rules for you to consider:

#### Do your homework

Do your best to show up at all meetings fully prepared. Read all background material that is necessary for the next meeting. Write notes. Come prepared to discuss the issues based on what you have learned.

#### Be punctual

If a meeting is scheduled for 7:00 pm, arrive early so you will be ready when the meeting starts. It is not fair to those who arrive on time.

#### Show respect to all

Be fair to all you come into contact with. Listen carefully and take detailed notes. Be ready to acknowledge that all people have a valuable contribution to make to these discussions, no matter what their background. Be prepared to consider ideas that are different from yours.

#### Listen

When others are speaking, ensure you are listening to what they are saying, even if you completely disagree with the points they are

making. This is related to the respect point above. Let all people have a turn to speak. For the time that they are speaking, put your ideas and thoughts "on the shelf" and listen to them. Avoid interrupting when someone is speaking and try to leave questions to the end of their presentations.

#### Ask questions

If you do not understand something, ask questions until you do. You may not be the only one in the room who does not understand. Do not be afraid to use experts or staff to get answers to your questions.

#### Be aware of non-verbal communication

There will be times when someone else in the room is saying something without actually speaking. Be aware of this. Is their body language showing you something important? Remember that your body language may be doing the same thing for someone else!

## Planning to Plan

Once your first meetings as a Commission are held, the office established, training completed, and guiding principles/meeting ground rules agreed to, then it is time to consider how you will actually do the planning work. In a sense

you need to create 'a plan for how you will plan.' For this you will draw heavily on the terms of reference given to your Commission and on the expertise from the staff within your Commission and the Yukon Land Use Planning Council. You will need to create two key documents that will become part of

your work plan for the next three years. Once complete, these documents will go to the Governments (Yukon and First Nation) for their review and approval before you proceed any further. The two documents are as follows:

### 1. Communications Strategy

Your Commission's communications strategy will lay out how you intend as a group to communicate the work that you are doing to the public. This document will need to answer several key questions, such as: When will communication occur (weekly, monthly, as needed, etc)? In what media will this communication take place (radio, newspaper, television, community bulletins, etc)? Who will do the communicating (Commission Chair, specific Commission Members, planning experts, etc)? What will be the process for approving communications (Commission consensus, Commission Chair, communications expert, etc)?

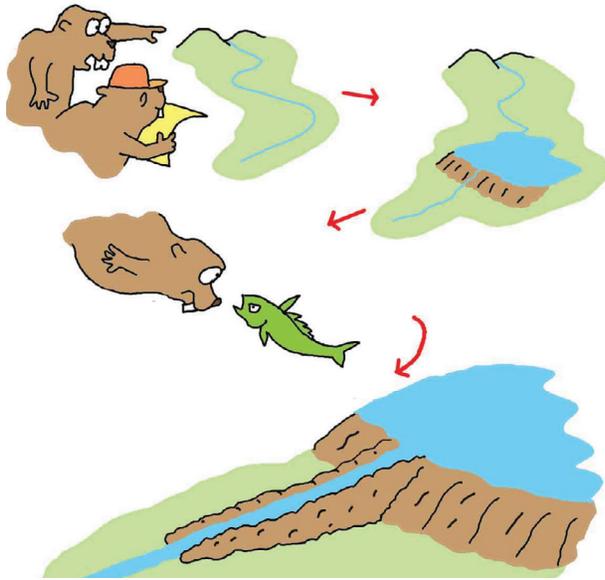
### 2. Public Consultation Strategy

Here you will have to decide how you plan to consult with the public throughout the land use planning process. There will be many

## CONSENSUS DECISION-MAKING

- The planning process will involve a great deal of decision-making on your part. For the purposes of land use planning within Yukon, this decision-making is based on a 'consensus' model where members of the group agree to decisions through dialogue rather than through a formal vote. Solutions to problems come from appealing to the widest number of individuals and groups as possible. Consensus decision-making requires time, patience and openness from all members.
- Some tips for achieving a consensus-based model:
  - Talk to as many individuals and groups as possible but keep it manageable.
  - Accept that there are many different perspectives/opinions and all are valid.
  - Focus on the real, or key underlying, issues of the problem being discussed.
  - Design a decision-making process that best suits your group (i.e., commission).
  - Be fair to all presenters and to all other members of your group.
  - Search for solutions that incorporate the perspectives of various user groups.
  - Be objective when evaluating options (i.e., do your best to remove your own biases).
  - Limit the amount of time for discussion on each issue and stick to the time allowed.
  - Ensure you know your role and the role of others in the process.

Sources: Commission on Resources and Environment. Strategic Land Use Planning Source Book, Government of British Columbia: Victoria, 1996 and Cogan, Elaine. Now that You're on Board: How to Survive and Thrive as a Planning Commissioner, Champlain Planning Press: Vermont, 2006.



individuals and groups that want to be heard at your sessions. This document will propose the “who”, “when”, “where” and “why” you will meet? This will not be an easy task. You will have to be sure you have considered a wide range of possible participants. And you will need to be ready to update this document as you go through the planning process. Effective consultation is an extremely important step.

## Why So Much Process?

By now you may be wondering why this booklet has spent so much time so far on things like “process and meeting rules.” As you probably know, the issues around land use in the Yukon are not always simple and straightforward. There are a lot of competing visions for how the land should be developed. There are also a lot of people and groups that have strong opinions on these issues. Land planning decisions can sometimes be controversial, political and sensitive (see Sidebar: Dealing With Controversial Issues on page 17). There are no right or wrong answers. Decisions made today will affect generations of people that follow.

This step will take a few months to complete. It will involve a major contribution and effort by the Yukon Land Use Planning Council because of the importance of laying a solid foundation. Their job is to see you through these initial “Start-up” days, before you proceed to the main focus of your work, the development of a Regional Land Use Plan for your particular planning region.

### Commission Deliverables

- Initial organizational meetings complete
- Office set-up and staff hired
- Determine and complete training/ orientation
- Declare any conflict of interest
- Policies, procedures and guiding principles reviewed and adopted
- Meeting frequency and rules agreed
- Communications and public consultation strategies completed

### Sources for Further Reading

Commission on Resources and Environment, “Strategic Land Use Planning Source Book”, BC Government, 1996

Yukon Land Use Planning Council, “Common Land Use Planning Process”, 2004

Yukon Land Use Planning Council, “Planning Commission Nominations”, 2006

# ➤ Step 3: Prepare the Plan

## Stage 1: Identify Issues and Interests

### Preparing the Plan

Now that you are organized as a Commission, the work begins towards the development of a Regional Land Use Plan for your planning region. There is a basic process that all land use planning will go through (in other words, the Common Land Use Planning Process, or CLUPP as it also known). Within Step 3 of CLUPP (Prepare the Plan), there are five key stages:

#### ➤ Stage 1: Identify issues and interests

Stage 2: Develop plan goals

Stage 3: Gather information

Stage 4: Develop scenarios/options

Stage 5: Draft the plan

### The Listening Stage

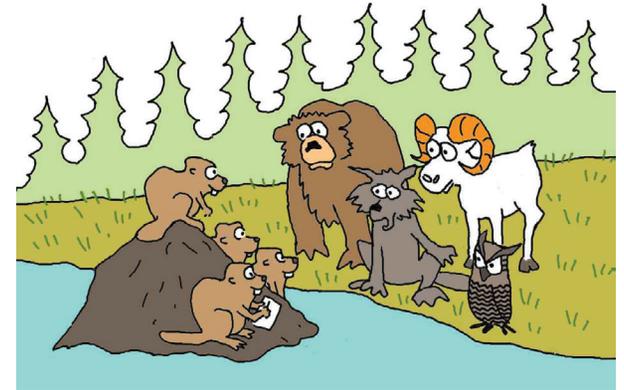
This first stage in preparing the plan – identify issues and interests – is essentially the “listening” stage. Drawing on the public consultation strategy created previously, your Commission will want to hear from as many individuals and groups as possible to determine all the key issues, interests and opportunities that need to be considered in the preparation of the Regional Land Use Plan.

Meetings will need to be set up and held with all interested parties (including the approval bodies – Yukon Government and First Nations) to allow them to share with you their perspectives about the planning region.

**How can you ensure this stage proceeds well? Consider the following:**

1. Cast the net far and wide, inviting as many individuals and groups to participate
2. Ensure the approval bodies are involved (Governments and affected First Nations)
3. Be open-minded, accepting that all opinions, ideas and concerns are valid
4. Work hard to identify the key issue(s) being presented by those with whom you consult
5. Sort the issues, opportunities and concerns by whether or not they are relevant to this land use planning exercise

Issue identification will involve discussing a wide range of ideas and concerns. Your job will be to hear all concerns raised and then determine if they are, in fact, planning issues that should be dealt with in a regional land use plan. Ultimately, your job will be to finalize all the key issues and opportunities that you will



address in the plan, with a clear explanation of why some are included and some are not.

**The process you will go through during and after your meetings might look like this:**

- What is the real issue being raised by the individual or group? Is it a symptom or cause?
- Are there other bodies or governments that can better solve this issue or problem?
- Is this an issue that can reasonably be handled by a regional land use plan (ie. is this relevant)? Why or why not?
- What information will we need to collect to address this concern?
- Is this issue unique to our region?

## The Issues

Issues that will be raised during consultation will be limited only by the imaginations of the meeting participants. The potential use of the land will raise many questions from the people with whom you meet. Here are some examples:

- How will this plan protect the wildlife in the area? What about the varied plant life, including trees, in the region?
- How will this land use plan account for the preservation of important bodies of water?
- Will oil & gas and mineral development be constrained in any way? What about tourism development?
- Are more access roads and other infrastructure, like airports and marine ports, required?
- How will the plan identify and address the impacts of climate change in this area?
- How will things change in the future?

## Controversial Exercise

Expect and prepare for controversy. Competing visions reflect differing values, priorities and perceptions of how the future should unfold from different groups. You

will be expected to find a balance between development and protection, using resources today or saving them for the future. In other words, what is an opportunity for some groups might be viewed as a challenge for others. Your job is to collect, organize and sort all the key issues and differing views.

Equally important, your job will be to set aside issues that are outside the scope of a land use planning exercise. Completing this issue identification stage properly will help later when you work on drafting the plan.

### Commission Deliverables

- Set up and hold meetings with all interested and affected parties
- Identify all issues, opportunities and perspectives presented during the sessions and look for common themes
- Determine which issues are relevant to this land use planning process
- Summarize relevant issues and opportunities in common themes and, to the extent possible, map them spatially

## DEALING WITH CONTROVERSIAL ISSUES

- Land use planning discussions are usually controversial, with competing visions for what activities should and should not occur on land. Some tips for dealing with controversial issues that allow you to make the best decisions:
  - Deal with contentious issues early and listen carefully to all perspectives.
  - Commit only to actions and decisions on which you can actually deliver.
  - Try to focus on the real issues underlying the emotion of the controversy.

Source: Cogan, Elaine. *Now that You're on Board: How to Survive and Thrive as a Planning Commissioner*, Champlain Planning Press: Vermont, 2006.

### Sources for Further Reading

Commission on Resources and Environment, "Strategic Land Use Planning Source Book", BC Government, 1996

Yukon Land Use Planning Council, "Common Land Use Planning Process", 2004

Yukon Land Use Planning Council, "Planning Commission Nominations", 2006

# ➤ Step 3: Prepare the Plan

## Stage 2: Develop Plan Goals

### Develop Goals

The final task of Step 3, Stage 1 was to “sort all relevant issues and opportunities in to common categories, or themes.” The next step is to study the interrelationships between these themes and rank them in terms of importance and relevance to creating plan goals. For example you will hear references to words such as “sustainability” and you need to think through what this means in environmental protection and economic development terms.

Stage 1: Identify issues and interests

### ➤ Stage 2: Develop plan goals

Stage 3: Gather information

Stage 4: Develop scenarios/options

Stage 5: Draft the plan

The development of goals for the land use plan will help organize the work ahead. It will answer questions such as the following:

- Where do we want to be in the future relative to where we are today?
- What makes our region unique or special?
- What values need to be reflected in our land use plan?



- What should our main focus be based on what we heard?
- What are the priority issues and opportunities that need to be addressed in the plan?

Clear goals give the decision bodies – Yukon Government and First Nation(s) – a sense of the plan direction and priorities, as they will ultimately need to approve or reject them.

### Goal Formation

Within the planning world, goals are generally set at a high level. Goals are broad statements of preferred long-term conditions. They are often categorized under main themes, such

as: (1) social (2) economic and (3) ecological. These three themes will capture most of the concerns that will need to be addressed in the land use plan.

Under each broad goal there will be a number of more specific objectives that set to accomplish that goal. An objective is a specific condition that contributes to achieving the goal. Under each objective, there will be a series of strategies, or specific approaches and actions needed to achieve the objective. Finally, each strategy requires an indicator or series of indicators. These are measures used to determine if the goals, objectives and strategies are actually working to achieve the effect intended.

**TABLE 2  
DEVELOPING GOALS, OBJECTIVES & STRATEGIES**

GOALS	OBJECTIVES	STRATEGIES
are the end towards which the planning is directed	are intermediate milestones on the way toward the goal	describe how to achieve stated goals or objectives
are generally worded	are expressed in a form that is measurable and achievable	refer to a specific resource management policy, process or action step
express ideals or desired results	can apply to the whole planning region or only part of it	apply to the whole planning region or only parts of it
can be translated into a number of more specific objectives	can related to the environment, economy or society	have a strong role in plan implementation
have no time period specified for achieving them		
usually apply to the whole planning region		
can relate to the environment, economy or society		

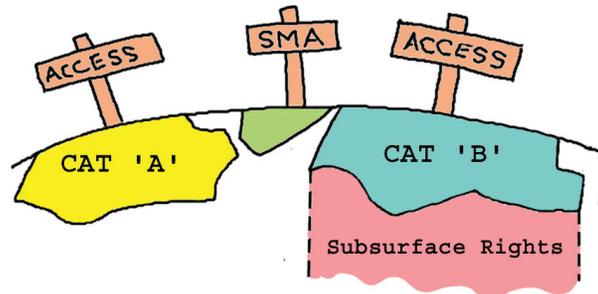


Table 2, taken from Government of British Columbia’s Strategic Land Use Planning Source Book, gives some guidance on developing goals, objectives and strategies.

Do not mix up goals and objectives. Goals reflect the desired vision of the future. Think of them this way. Imagine trying to put a jigsaw puzzle together without the picture on the box. It is the vision. The individual puzzle pieces are like objectives – as you join them together, the vision becomes clearer and you can see tangible progress as how well you are doing. Strategies are simply a way of organizing the pieces and deciding how to start.

**Commission Deliverables**

- Develop broad plan goals from feedback received during consultation
- Develop objectives, strategies and indicators under each broad goal
- Circulate for public comment and refine as necessary
- Submit plan goals and objectives to decision bodies for consideration before approval

**Sources for Further Reading**

- Commission on Resources and Environment, “Strategic Land Use Planning Source Book”, BC Government, 1996
- Yukon Land Use Planning Council, “Common Land Use Planning Process”, 2004

# ➤ Step 3: Prepare the Plan

## Stage 3: Gather Information

### Information Gathering

Once key issues have been identified (Stage 1) and plan goals have been developed and considered by the decision bodies (Stage 2), the next step in preparing the land use plan is the gathering of all relevant information:

Stage 1: Identify issues and interests

Stage 2: Develop plan goals

#### ➤ Stage 3: Gather information

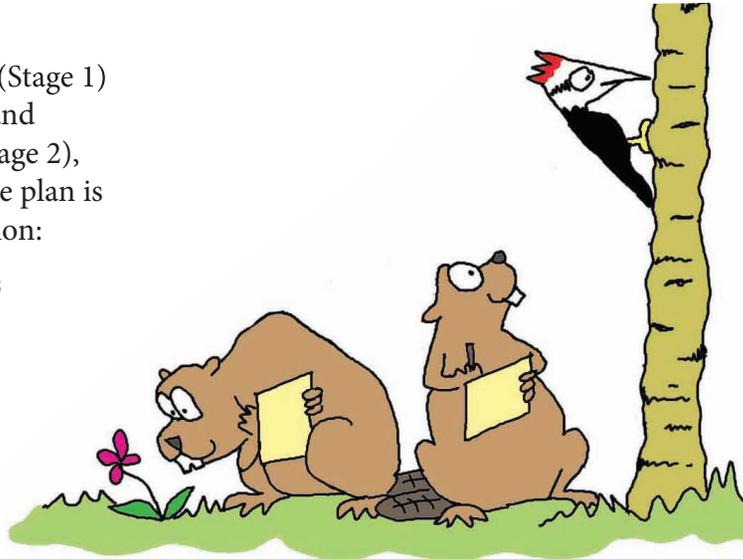
Stage 4: Develop scenarios/options

Stage 5: Draft the plan

This is the technical part involving data collection (ie. when the project truly becomes a “planning” exercise).

Information must be collected on a wide range of topics to ensure that planning is as complete and comprehensive as possible. The types of information that will be collected will fall under various subject headings, such as:

- Current uses of the land – human, wildlife, commercial, industrial, traditional, etc.
- Landscape features – mountains, valleys, rivers, lakes, wetlands, etc.
- Ecosystem features – habitat, communities, corridors, etc.



- Public opinions on the use of the land – past, present and future, etc.
- Policies that affect land use – government at all levels, including First Nation, Yukon, Canada and Municipal

It is at this stage of the process that your Commission will rely heavily on the use of commission staff and outside planning experts, and government agencies to provide the information needed in a timely matter, who will conduct this research.

### Information Sources

Information gathered throughout this process will come from many sources, of both the technical and non-technical variety. Some methods of gathering information include the following:

- Field research
- Literature review
- Public meetings
- Interviews with key individuals
- Focus groups
- Workshops
- Questionnaires
- Bio-regional mapping

The research methods used by your Commission will be determined depending on your particular circumstances.

### Planning Tools

The planners, under your direction, will use many planning tools to do their work. Here are examples of some of the tools they may use.

#### Tool 1: Compatibility Matrix

This tool is used to determine and measure whether various uses of the land base in a certain region(s) can exist together at the same time. Management strategies will need to be developed to reflect whether certain land uses can or cannot co-exist together.

## Tool 2: Cumulative Effects Management

Development that occurs over time can have a “cumulative” effect on the land (i.e., the more development that occurs, the larger the effect over time as the effects build on each other). A negative effect is known as an “impact”. For example, oil and gas development may influence the migration pattern of a caribou herd at the same time that climate change is making it more difficult for the herd to make it to its calving grounds. Together, the cumulative effects of these two things occurring is a decrease in the herd population. With cumulative effects management, technical researchers try to predict what these combined effects might be over time. Plans could then be put in place to avoid, minimize, or mitigate the negative impacts. Strategies can also be developed to enhance positive effects that may off-set or compensate for negative impacts on other values present.

## Tool 3: Geographic Information System (GIS) and Mapping

GIS is a computerized system used for storing, retrieving, mapping and analyzing information on the geography of a particular area or areas. Your Commission will likely have a GIS expert

on staff to help with this important planning task. A map, like a picture, can communicate a lot with few words.

## Tool 4: Land Use Designation System

This is a sort of zoning system, for the use of the land. The land is divided up into different zones (i.e., Zone I, Zone II, etc) that define the type and amount of activity that can be undertaken in each. The maximum amount of activity preferred in each zone is known as a land use threshold. Development that exceeds the threshold is viewed to have undesired impacts on the land.

## Tool 5: Land Use Suitability Evaluations

A method of identifying potential uses of the land, usually done with a ranking system.

## Tool 6: Modelling

Involves the use of computers to estimate the impacts of various land use options and, therefore, help evaluate the best options for the plan. This might involve graphs that identify where positive or negative change will occur, or maps that show the best locations for different activities.

## Traditional Knowledge

Collection of traditional knowledge (TK) is an important part of the information gathering stage. How it may be used and/or shared should be set out in a formal agreement between the Commission and the First Nation that provides the information. It is a valuable source of local knowledge passed down through generations. It provides insight and context on many of the natural and cultural values present in the region.

## Resource Assessment Report

Ultimately, your objective at the end of the information gathering stage is to summarize the resource values in text and map form that anyone can understand. This will come in the form of a Resource Assessment Report. This report will include description and maps that show all ecological, social/cultural and economic values, issues and opportunities present in the planning region. This information will be gathered through (1) the consultation process and the use of (2) traditional knowledge and various technical planning tools. The report should include things such as:

- an overview of the region and its geography;
  - a history (and current use) of all human occupation, including First Nations presence, in the area;
  - an explanation of heritage interests;
  - a description of the regional economy and economic interests present (ie. mining, forestry, tourism);
  - the nature of past and current land use including the nature of land use impacts created existing land use impacts;
  - a summary of the geology, hydrology, climate, soils, vegetation and natural features present;
  - a summary of wildlife and fish species, and their habitats; and
  - other key land management considerations.
- The Resource Assessment Report (RAR) will be one of the most important documents created leading up to the land use plan. The RAR will contain most of the information needed to write the land use plan. A sample table of contents from a RAR is outlined in Table 3:

**TABLE 3: SAMPLE TABLE OF CONTENTS: RESOURCE ASSESSMENT REPORT**

**Section 1: Background and Stakeholder Interests**

This section will contain an overall introduction to the study area, including the key goals and objectives to the study, maps of the planning region and a general discussion about any important planning issues in the region.

**Section 2: Regional Setting and Ecology**

**Section 3: Human History, Heritage Resources and First Nations Land Use**

**Section 4: Regional Assessment**

These three sections will discuss all ‘planning region’ issues such as the region’s human history, communities, population, land status, economy, biophysical setting and fish and wildlife populations.

**Section 5: Conclusions and Planning Issues**

This section will present the conclusions of the planning study based on all the information collected for the previous sections. It will recommend actions for future land use and conservation in the planning region by discussing all major planning issues uncovered during the research.

**Commission Deliverables**

- Gather all relevant information using all data sources and planning tools
- Prepare Resource Assessment Report based on information collected
- Distribute report for public review

**Sources for Further Reading**

Commission on Resources and Environment, “Strategic Land Use Planning Source Book”, BC Government, 1996

Yukon Land Use Planning Council, “Planning Commission Nominations”, 2006

## ➤ Step 3: Prepare the Plan

### Stage 4: Develop Scenerios/Options

#### Scenarios/Options Development

The amount of information collected in the previous stage will have been sorted and analyzed by the Commission's planners with the help of the technical working group. From this analysis will come a series of scenarios or options that might be considered for the future use of the land in the planning region (see Sidebar: Scenarios and Options, pg 24). This is the Stage 4 of preparing the land use plan:

Stage 1: Identify issues and interests

Stage 2: Develop plan goals

Stage 3: Gather information

#### ➤ Stage 4: Develop scenarios/options

Stage 5: Draft the plan

Alternative scenarios are derived from interpretation of the data compiled in the Resource Assessment Report, the plan goals and the public input received. This step is about comparing options and approaches to achieve the plans' goals. Each scenario represents a set of choices and emphasis on priorities. Each option involves trade-offs and will have strengths and weaknesses. This exercise is intended to inform the Commission



and public about choices available to achieve plan goals. It tries to balance trade-offs between how lands are used today and how they might be used in the future while accommodating differing interests and values. This analysis include the following:

- Mapping key areas – Using maps, what are the key land areas? What are the past, present and possible future use of the land?
- Assessing land use suitability – What are the things of value on the land, including possible future land uses?

- Developing land use designations – How might the land, or portions of the land, best be used? What are the trade-offs?
- Identifying the location, nature and extent of current and future conflicts
- Evaluating and monitoring – What process should be used to measure the suitability of using the land in this way?

#### Land Use Scenarios Report

Following this detailed work, a series of scenarios and/or options will need to be formalized for public review and comment. This is the work of the

Land Use Scenarios Report. This report will provide a summary of possible future land use scenarios. The report will assess some of the implications under each scenario, by looking well into the future (for example, over the next 100 years). Technical specialists will assist the Commission in completing this task.

To guide you during the development of each individual scenario, your Commission might want to consider using a set of guiding questions to ensure each scenario is considered carefully:

- Is this scenario consistent with the goals and objectives of the planning region?
- Is it achievable, affordable and acceptable to stakeholders?
- Does it address the ‘key issues’ identified by stakeholders?
- Does it balance social, economic and environmental concerns?
- Does it line up with current government direction (Yukon Government and First Nation)?
- Does it consider all supply/demand relationships (i.e., does the ‘supply’ of land allow for the ‘demand’ of the activities)?
- Is it aligned with all current environmental management practices in the region?
- Does it recognize uncertainty (i.e., is it set up to adjust for unexpected negative consequences)?
- Does it closely consider costs and benefits (i.e., do the benefits of the scenario exceed the costs)?
- Does it consider all current land uses and legal requirements for future land use?

A fundamental part of the scenarios development process is to establish at the outset a common set of criteria for comparing the scenarios that are produced and the options that result. Achieving consensus on the evaluation criteria first becomes important when you try to compare the advantages and disadvantages to reach consensus on a draft land use plan.

#### Commission Deliverables

- Develop evaluation criteria
- Develop list of viable scenarios and options for the planning region
- Prepare Land Use Scenarios Report

#### Sources for Further Reading

Commission on Resources and Environment, “Strategic Land Use Planning Source Book”, BC Government, 1996

Yukon Land Use Planning Council, “Planning Commission Nominations”, 2006

### SCENARIOS AND OPTIONS

- Within the world of land use planning, scenarios and options are not the same thing. The goal of a land use planning commission should be, as much as possible, to develop scenarios for the future use of the land, as opposed to options. What’s the difference?
- The development of options uses a traditional approach to problem solving in which the perspectives of each ‘user group’ or of each ‘interest’ essentially forms the basis for each option. A selection of land use options then results for decision-makers to consider.
- This approach is difficult to administer in a consensus-based model as it forces decisions on the relative importance of some values, priorities and interests over others. In other words, these things get ranked and groups are pitted against one another.
- Coming up with various scenarios is a preferred approach during land use planning. Scenarios are a range of alternatives that try to incorporate the perspectives of as many values, priorities and interests as possible. Solutions to problems do not become a ‘take-it-or-leave-it’ option but a work-in-progress towards a mutually acceptable solution to all users, or as many users as possible.

Source: Commission on Resources and Environment. Strategic Land Use Planning Source Book, Government of British Columbia: Victoria, 1996

## ➤ Step 3: Prepare the Plan

### Stage 5: Draft the Plan

#### Draft Plan

At this point in the process, a tremendous amount of information has been collected, analyzed and categorized by your Commission and those working for you, such as planning and GIS experts. The job at this point is to communicate this information in a clear and concise document that is the draft land use plan.

Stage 1: Identify issues and interests

Stage 2: Develop plan goals

Stage 3: Gather information

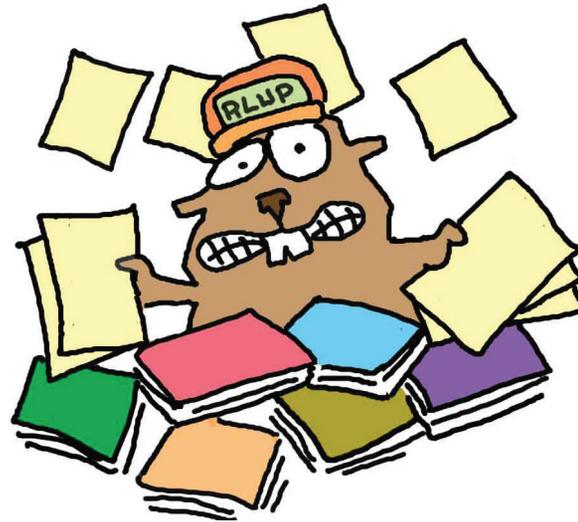
Stage 4: Develop scenarios/options

#### ➤ Stage 5: Draft the plan

#### Draft Plan Outline

The draft plan will be a comprehensive document that captures all the key work completed to date. The draft plan will include the following components:

1. Goals, objectives, strategies and indicators for the land use plan, including a detailed description of each.
2. Background information that explains the research conducted for this plan.



This section does not need to cover all the detailed technical studies that were done to support the plan development but should highlight the key research that led to the conclusions and recommendations in the plan.

3. Key issues and interests that surfaced during consultations during plan development. These issues played a major role in the ultimate drafting of the plan and should be highlighted for the reader.
4. The methodology used for the study, in other words, the basic processes used

to conduct the research, such as the consultation, technical studies and any other special events. It will be important to note the scientific, traditional knowledge and social/economic methods used during the study period.

5. The recommendations of the land use plan. This is really the heart of the plan (with the regional land designation map perhaps the most important part of the whole plan). After all the consultation, studies and related research has been conducted, the plan will need to express several key recommendations to the decision bodies on what should be the future use of the land in the planning region.

The draft plan is achieved from comparing the land use scenarios. The objective is to find, in the Commission's opinion, the best fit that balances current and future needs.

6. An implementation strategy. This is a key part of the plan and it should serve as a roadmap for implementation. It sets out priorities for action, time lines, results expected and responsibilities. It should also contain progress milestones and criteria to evaluate the plan's success and usefulness.



## Submit Draft Plan

Once the plan is drafted – and meets the approval of Commission members – it should be produced in a reader-friendly format (i.e., printed and/or created as an electronic document). At this point, the draft plan can be shared with all interested stakeholders for their individual review and comment. While many stakeholders would have been engaged throughout the process, this will be the first time many of them will see the draft plan

in its completed format. Time will need to be set aside to allow stakeholders to provide comment on the draft plan to the Commission.

Assuming the process to get to the draft plan has been approached with a keen eye to proper public consultation, the main recommendations of the draft plan should not be too much of a surprise to the reviewers. However, there will likely be some reviewers who do not agree with the recommendations of the draft plan and will provide comments to this effect.

The Commission's responsibility is to hear these arguments in favour or against the draft plan and consider whether the plan can be modified to incorporate requested changes without compromising the plan's integrity.

Plans do change when new information comes to light. Compromises and creative solutions often evolve at this point as all stakeholders gain a better appreciation of what the full plan looks like.

### Commission Deliverables

- Draft plan ensuring it covers table of contents
- Submit draft plan to all interested for review and comment
- Receive comments from reviewers

### Sources for Further Reading

Yukon Land Use Planning Council,  
"Common Land Use Planning Process", 2004

# ➤ Step 4: Plan Approval and Implementation

## Stage 1: Submit Recommended Plan



### Prepare Recommended Plan

The next step is the preparation of the Recommended Plan. This involves modifying the draft plan in consideration of comments received from the public, stakeholders, and the Governments. The Commission decides which of these comments to accept and which to reject (staff will help with this process). The recommended land use plan can now be completed.

### Submit Recommended Plan

This Recommended Plan will then be submitted to the decision bodies – the Yukon Government and the affected First Nations. If the process of consultation and communication to this point has been handled properly, the contents of the recommended plan should not be unexpected to the decision bodies. The objective is hopefully, to make acceptance of the final plan a formality.

### Commission Deliverables

- Complete re-draft of plan, based on stakeholder comments, to develop final plan
- Submit Recommended Plan to decision bodies

### Sources for Further Reading

Yukon Land Use Planning Council,  
“Common Land Use Planning Process”, 2004

## ➤ Step 4: Plan Approval and Implementation

### Stage 2: Receive Plan Approval or Further Direction

#### Plan Approval

Once the governments (Yukon and appropriate Yukon First Nations) have received a recommended Plan, they consult with affected Yukon communities and each other about the plan. They may decide to approve the Recommended Plan or propose to the Commission that it modify the plan. If modifications are proposed, the Commission will reconvene and consider modifying the plan. A Final Recommended Plan will then be produced and submitted by the Commission.

The Final Recommended Plan can be accepted, modified or rejected by the Governments. This final decision occurs after more consultation with the affected Yukon communities and between the Governments themselves.

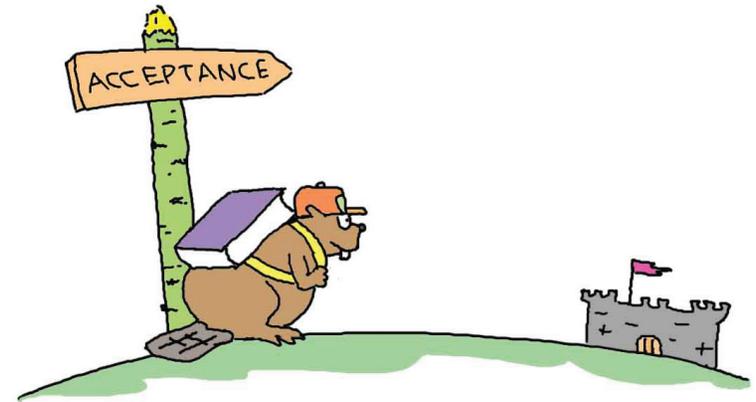
#### Implementation

The Umbrella Final Agreement did not clearly define a process for the implementation of the land use plan. What is clear is that the approval bodies have the final authority on plan acceptance and implementation. Any further involvement of the Commission is dependent on the agreement that is reached by

the approval bodies. In the case of the North Yukon Land Use Plan, the approval bodies decided to not have the commission continue to exist after the plan was approved.

Regional plans are typically altered through an amendment process and reviewed on a 5 to 7 year time horizon. A plan review is a full plan update and can take a year or more to complete. The planning process is, therefore, a cycle. At this point in your process one cycle is now done.

Remember, there is no such thing as a perfect land use plan. Circumstances change and if the plan is implemented effectively, new information will become available as data gaps are filled through more research and adoptive management practices.



#### Commission Deliverables

- Deliverables will be determined later

#### Sources for Further Reading

Yukon Land Use Planning Council,  
“Common Land Use Planning Process”, 2004

## APPENDIX A: COMMISSION DELIVERABLE CHECKLIST

<b>STEP 1: ESTABLISH COMMISSION</b>	<input type="checkbox"/> No deliverable at end of Step 1 (this work already been done by governments).
<b>STEP 2: GETTING STARTED</b>	<input type="checkbox"/> Hold initial meetings <input type="checkbox"/> Establish relationships <input type="checkbox"/> Set up office and hire staff <input type="checkbox"/> Create a budget for your work <input type="checkbox"/> Determine and complete training/orientation <input type="checkbox"/> Declare any conflict of interest <input type="checkbox"/> Study all policies and procedures <input type="checkbox"/> Review and agree to follow guiding principles <input type="checkbox"/> Review and agree to follow meeting rules <input type="checkbox"/> Agree to a work plan, including: <ul style="list-style-type: none"> <li><input type="checkbox"/> Communications strategy</li> <li><input type="checkbox"/> Public consultation strategy</li> </ul>
<b>STEP 3: PREPARE THE PLAN</b>	<p><b>STAGE 1: IDENTIFY ISSUES AND INTERESTS</b></p> <input type="checkbox"/> Set up and hold meetings with all interested and affected parties <input type="checkbox"/> Identify all issues presented during the sessions <input type="checkbox"/> Determine which issues are relevant to this land use planning process <input type="checkbox"/> Put all relevant issues in common categories (themes) <p><b>STAGE 2 – DEVELOP PLAN GOALS</b></p> <input type="checkbox"/> Develop broad plan goals from feedback received during consultation <input type="checkbox"/> Develop objectives, strategies and indicators under each broad goal <input type="checkbox"/> Submit plan goals to decision bodies for approval to proceed <p><b>STAGE 3 – GATHER INFORMATION</b></p> <input type="checkbox"/> Gather all relevant information using all data sources and planning tools <input type="checkbox"/> Prepare Resource Assessment Report based on information collected <p><b>STAGE 4 – DEVELOP SCENARIOS/OPTIONS</b></p> <input type="checkbox"/> Develop list of viable scenarios and options for the planning region. Determine the evaluation criteria. <input type="checkbox"/> Prepare Land Use Scenarios Report <p><b>STAGE 5 – DRAFT THE PLAN</b></p> <input type="checkbox"/> Draft plan ensuring it covers table of contents <input type="checkbox"/> Submit draft plan to all interested stakeholders for review and comment <input type="checkbox"/> Receive comments from reviewers
<b>STEP 4: PLAN APPROVAL AND IMPLEMENTATION</b>	<p><b>STAGE 1 – SUBMIT RECOMMENDED PLAN</b></p> <input type="checkbox"/> Complete re-draft of plan, based on stakeholder comments, to develop final plan <input type="checkbox"/> Submit recommended plan to decision bodies <p><b>STAGE 2 – RECEIVE IMPLEMENTATION APPROVAL OR FURTHER DIRECTION</b></p> <input type="checkbox"/> Deliverable will be determined later (potentially submit final recommended plan)

## APPENDIX B: DEFINITION OF KEY TERMS

### **Affected Yukon First Nations**

A Yukon First Nation whose traditional territory is included in part or whole within a Yukon Land Use Planning Region (Umbrella Final Agreement, Chapter 11.3.3).

### **Approval Parties (or Parties)**

Any government that holds land within the planning region (basically the Yukon Government and First Nations).

### **Biophysical**

The biological and physical characteristics of an area (ie, its topography, soils, climate, landforms, water courses, vegetation, etc).

### **Commission (or Regional Planning Commission)**

Refers to the group of people appointed to develop the land use plan in a particular planning region.

### **Common Land Use Planning Process**

The general guideline steps in land use planning that the Approval Parties, the Yukon Land Use Planning Council and the Regional Planning Commissions will follow in implementing Chapter 11 and creating land use plans throughout the Yukon (Umbrella Final Agreement, Chapter 11.1.1.1).

### **Conflict of Interest**

A situation in which a person has private or personal interest sufficient to appear to influence the exercise of his/her official duties.

### **Consensus**

A decision reached by a group as a whole.

### **Consultation**

To provide:

- a) to the party to be consulted, of notice of a matter to be decided in sufficient form and detail to allow that party to prepare its views on the matter;
- b) reasonable period of time in which the party to be consulted may prepare its views on the matter, and provision of an opportunity to present such views to the party obliged to consult; and
- c) full and fair consideration by the party obliged to consult of any views presented (Umbrella Final Agreement).

### **Council**

Refers to the Yukon Land Use Planning Council.

### **Draft Plan**

All versions of the plan that exist before the regional planning commission submits a “Recommended Plan”.

### **Land Use Plan**

A land use plan that has been approved by Government and First Nations (Umbrella Final Agreement, Chapter 11.4.5.2).

### **Ecosystem**

A functional unit consisting of all the living organisms (plants, animals and microbes) in a given area.

### **Final Recommended Plan**

The product associated with Chapter 11 (11.6.3.1) and is the plan created after the Commission has considered the modifications proposed by the Approval Parties.

### **Funding Agreement**

An agreement made between the Council and the Commission that enables the Council to assist the Commission financially on a pre-determined schedule.

### **Geographic Information System (GIS)**

Geographic Information System is a computer system that uses a map-based database to organize information.

### **Government**

Refers to either the Government of Canada or the Government of the Yukon, depending on each circumstance.

### **Local Area Development Plans**

Local area planning is a form of land use planning undertaken by the Department of EMR for unincorporated or rural areas surrounding municipalities. Planning can also include First Nation Settlement Land if undertaken jointly with First Nations. Local area plans cover relatively small areas, are fairly detailed in nature, and primarily focus on rural settlement issues rather than resource management and landscape level issues.

**Memorandum of Understanding**

A document that defines and outlines the relationship between the Commission and the Yukon Land Use Planning Council.

**Non-Settlement Land**

All land and water in the Yukon other than Settlement Land and includes Mines and Minerals in Category B Settlement Land and Fee Simple Settlement Land, other than Specified Substances (Umbrella Final Agreement)

**Recommended Plan**

The version of the land use plan submitted under 11.6.1 of a First Nation Final Agreement;

**Settlement Land**

Land that is privately owned by a First Nation under a Final Agreement. Settlement land falls into Category A, B, or fee simple, depending on whether ownership has been granted subsurface rights (Umbrella Final Agreement)

**Sub-regional Plan**

A plan that focuses on a smaller area within the planning region in order to address particular issues in that area. (Umbrella Final Agreement, Chapter 11.8.0.).

**Sustainable Development**

Beneficial social and economic change that considers the social and ecological systems upon which communities and societies are based. See Chapter 4 of the Umbrella Final Agreement for more detail on sustainability.

**Terms of Reference (TOR)**

Terms under which the Commission agrees to work in developing and recommending a regional land use plan.

**Traditional Knowledge and Experience**

The accumulated body of knowledge, observations and understandings about the environment, and about the relationship of living beings with one another and the environment, that is rooted in the traditional way of life of First Nations.

**Traditional Territory**

The geographic area within the Yukon identified as a Yukon First Nation's Traditional Territory on the map referred to in Umbrella Final Agreement (Chapter 2.9.0), subject to a Yukon First Nation Final Agreement.

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## **This Booklet**

This Booklet will help you understand your role as a Commission Member. It will give you important background on regional land use planning in the Yukon and will walk you through a step-by-step guide for completing a land use plan.

## **Your Legacy**

The legacy of your work will be a land use plan that provides stronger, better focused direction for land and resource management within your region. Your efforts today will pay off for your children's children tomorrow.

