

For Sustainable
*Harmonious
Development*



of Public Land



THE NEW
APPROACH
TO PUBLIC
LAND USE
PLANNING

Québec 

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*Harmonious
Development*

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2nd edition
February 2011

**For Sustainable, Harmonious
Development of Public Land**

**THE NEW APPROACH
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1- A Necessary Revision

Québec has a landmass of nearly 1.7 million square kilometres with a remarkable diversity of landscapes and extensive natural resources. Public lands, which consist of both land and water areas, together with their natural resources, account for 92% of this vast expanse of territory. The contribution that these lands make to the economy is substantial. According to studies conducted in 1999 and 2001, natural resources and outdoor activities contributed \$24 billion in added value to Québec's gross domestic product! The public lands in the province also represent an inestimable source of biodiversity that must be preserved, just as it is important to preserve the diverse sociocultural characteristics of the populations that use this land.

In response to the many requests it receives for the use of public land, the government may grant rights to occupy or use the land concerned (e.g. cottage leases, stumpage fees) or assign a special status to certain areas (e.g. ecological reserve, wildlife habitat). In 2004, there were more than 185,000 existing cases of rights and status designations affecting nearly all public land.

A number of Québec government departments and agencies are involved in the process of granting these different rights and status designations. This does not include the powers delegated to the municipal level for this purpose. The sharing of responsibilities among these different authorities, which stems from the diversity of uses and the large number of stakeholders involved, poses a considerable harmonization challenge in relation to integrated management of the territory. The Québec government, which must ensure the wise use of public lands on behalf of the entire population, has therefore mandated the Ministère des Ressources naturelles et de la Faune

(MRNF) to co-ordinate public land use planning.

In exercising this responsibility, the department uses a tool that is provided for in the *Act respecting the lands in the domain of the State*, the public land use plan. This plan defines and designates sites and land units, and determines their use in keeping with the government's objectives and directions. The first land use plans, which date back to the early 1980s, consisted of a map that primarily showed the existing uses of public lands. The management of public lands and resources has changed immensely since then, and this concept of public land use plan no longer meets the requirements of modern and efficient management by government. What today's managers really need is an instrument that provides **an integrated vision of the present and future use of public lands**. The MRNF has therefore embarked on a revision of the land use planning process to ensure a more effective tool that supports socio-economic development and biodiversity protection. This revision is in keeping with a broader government perspective, that of sustainable development, with concrete steps in that direction.

To ensure the success of this revision process, the MRNF first consulted its partners in the other Québec government departments and agencies. It then consulted stakeholders outside the government. The governmental and external stakeholders that were invited to the consultations are listed in Appendix 1. Their comments and suggestions have been used to improve the proposed land use approach. The final public land use approach, which is the basis of a new generation of public land use plans is presented in this document.

2- The Role of Land Use Planning in Public Land Management

The new approach developed for public land use planning cannot be broached without first situating land use planning in the management of lands and resources in the domain of the State and clarifying it in relation to other land use management tools. The role of the public land use plan in these areas is the cornerstone of the new approach.

The government constantly receives new and increasingly diverse requests for the use of public land, which is already being used for many purposes. Public lands are managed by the State on behalf of the entire population, and this responsibility is shared among the different government departments and agencies.

In general, the use and protection of lands and resources in the domain of the State as well as interventions on the territory are authorized under rights or status designations. Several steps are required before rights or status designations can be granted on a portion of public land. The general process typically involves actions taken by government departments and agencies. This process is illustrated in Figure 1. Examples of the tools used by the various government authorities illustrate the main steps of the process.

In order to manage public lands, every government department or agency produces directions and objectives based on knowledge acquired in their area of activity. These directions and objectives are considered sectoral, since they refer to a single field of activity. They are found, for example, in legislation (laws and regulations), policies and plans that guide government department or agency actions (granting of rights and status designations) or third-party interventions.

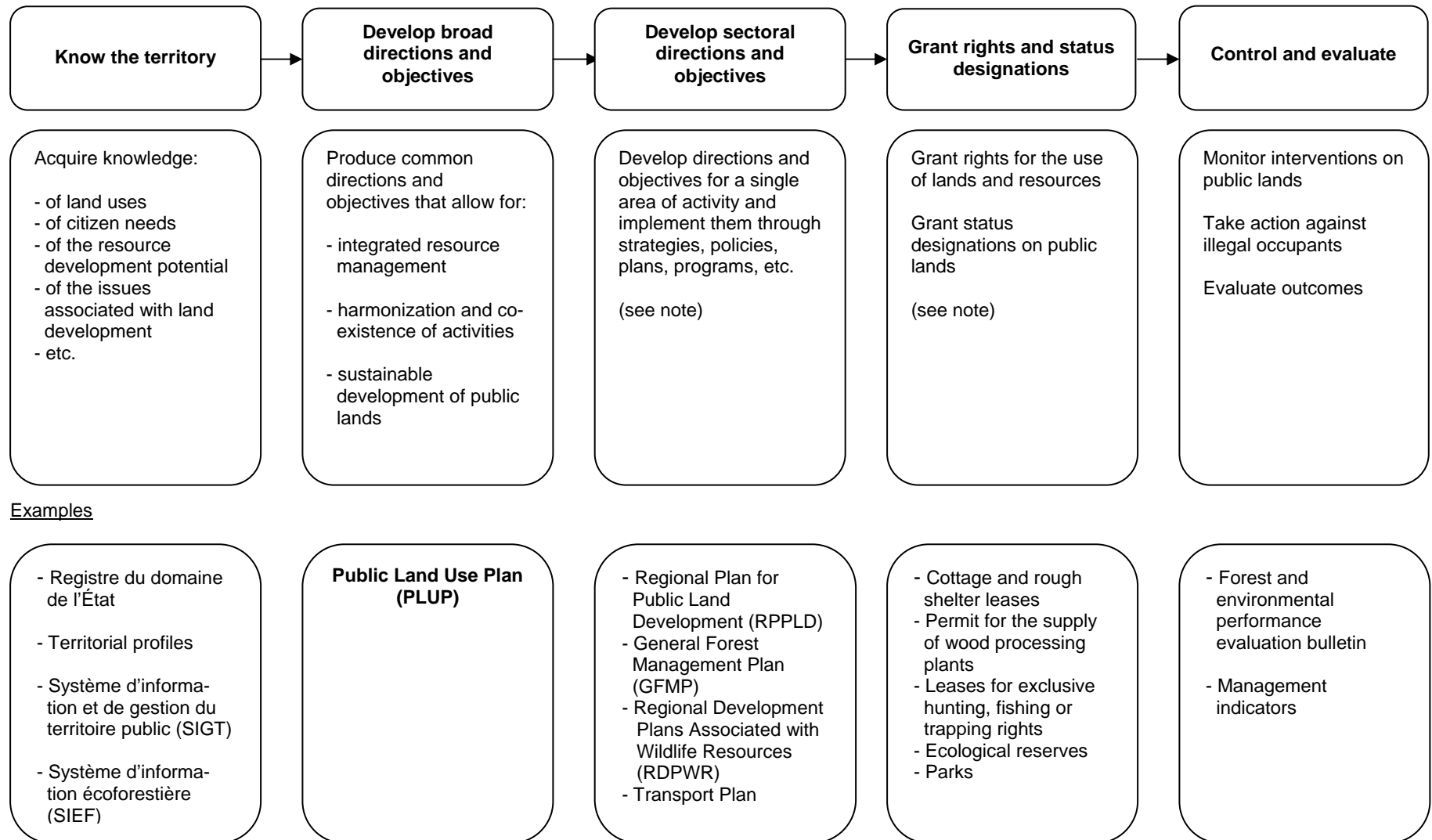
To harmonize their sectoral actions, the government departments and agencies generally consult each other. The directions, objectives and sometimes the granting of rights or status designations are the subject of consultations within government. In many instances, regional and local organizations as well as the general public are also consulted on these same topics. This is the case for regional plans for public land development (RPPLD), general forest management plans (GFMP) and proposed protected areas.

The sharing of responsibilities among many government departments and agencies requires a tool for pooling expertise and interests in order to develop an integrated, progressive government vision of the use and protection of lands and resources. This tool is the public land use plan (PLUP). This plan plays a unique role in the management of lands and resources, a role which consists in the planning and coordination of government choices and decisions to ensure a use of public lands in the best interest of the population. It provides general directions and objectives for all government stakeholders involved in public land use management.

The PLUP is therefore a tool used to guide government department and agency actions in the management of lands and resources in the domain of the State and which influences the content of regional county municipality (RCM) land use planning and development plans. That is why it is approved by Cabinet. Thus, the land use plan contributes to the integrated management of resources and the coherence of government actions on public lands. It is part of the general management process for public land use.

The land use plan integrates multiple interests with regard to the use of public lands, and therefore differs from government sectoral tools, which affect

Figure 1: General Government Process for the Management of Public Land



Note: In many instances, regional and local organizations and the general public are consulted on the sectoral directions and objectives for the development and protection of public lands and sometimes during the granting of rights or status designations. This is the case for RPPLDs, GFMPs, RDPWRs, transport plans and proposed protected areas.

only one field of activity (land management, forest policy, strategy for protected areas, etc.).

However, when preparing land use plans, particular attention is paid to the knowledge acquired by government departments and agencies, their sectoral directions and objectives, the rights and status designations granted by the State, as well as information from regional and local organizations. In turn, approved public land use plans influence these same directions and objectives, as well as interventions on public lands (granting of rights, status designations, etc.).

In other respects, land use planning in Québec is carried out at three levels, with each defining directions adapted to the different levels of intervention. The State defines the directions for land use and planning at the national level, notably with the help of the public land use plan. The regional and local levels also share responsibilities in the planning process. RCMs draw up land use planning and development plans, and local municipalities planning programmes.

These three tools, i.e. the public land use plan, the land use planning and development plan and the planning programme, all express the intentions of the authoritative body responsible for their preparation. This approach helps to ensure that national, regional and local interests are represented, by the respective level of government. Land use planning at the national level is assured through the public land use plan. The directions and objectives guiding these plans are forwarded to the other levels of government to ensure their integration and coherence from one planning tool to the next.

The PLUP therefore plays a unique role in the management of public lands by the government and in the cohesion of land use planning.

3- A New Land Use Planning Approach to Meet New Challenges

The context of public land use management has changed since the advent of the first land use plans. The trends and needs that have emerged are now posing new challenges for land and resource managers. These challenges, particularly that of managing with a view to sustainable development combined with the plan's role, underpin the new land use planning approach.

- **Incorporation of economic, social¹ and environmental dimensions**

Government stakeholders, local and regional organizations, as well as the general public hold high expectations in relation to new approaches for sustainable development and integrated resource management. That is why the economic, social and environmental characteristics of each portion of territory are taken into account in the new land use planning process. By incorporating all of these elements in a global perspective and a long-term vision, the new approach will foster an increase in the economic benefits accruing to the public from the land, while respecting the needs of the communities and protecting natural and cultural components.

- **Support for the socio-economic development of the regions**

In recent years, requests have been made to make public lands available for new products and services associated with such initiatives as leisure activities (adventure tourism), power generation (wind farms) and the harvesting of non-timber resources in the forest (essential

¹ Social dimension includes cultural matters.

oils, berries and mushrooms). Public land managers need to address these emerging needs while taking into account existing uses of lands and their potential. By promoting the harmonious co-existence of diverse existing and anticipated uses on public land, the land use plan facilitates project development as well as regional and local socio-economic development. Land use plans will also promote consistency in the long-term use of public land, which represents an essential guarantee for government stakeholders as well as for communities and investors.

- **Incorporation of regional concerns**

As with all policies concerning regional and rural development, those governing management of public land must address the particular characteristics of each region. In order to meet this challenge, mechanisms must be put in place that will allow all the interested parties in a given area to express their needs and expectations. Land use plans are drawn up in the regions so as to take account of regional realities more effectively. The new planning approach provides for the participation of all government stakeholders that deal with matters related to public land and the consultation of local and regional organizations, as well as Aboriginal communities.

- **Harmonization of government actions**

The division of responsibilities among the different sectors of the government may sometimes lead to situations of conflict or incompatibility among the actions of the different government stakeholders. It is therefore necessary to ensure that land and resource managers abide by a common set of guidelines in the course of their interventions. By providing guidance for

actions related to public land, the new land use planning approach will strengthen the coherence of government decisions related to public lands. From now on, the government's intentions (broad goals), the resulting use designations and the objectives contained in the land use plans will serve as a basis for guiding and harmonizing actions leading to the use of lands and resources in the domain of the State.

To help the Québec government departments and agencies concerned make informed decisions with regard to the use or protection of lands and resources, the new land use planning process is designed to delineate the government's broad goals for public land, now and in the future. Consequently, the government's intentions are identified in the public land use plans. These plans provide clear guidance and useful information for managing lands and resources in the domain of the State. The land use plans emerging from this new approach provide an integrated and progressive vision of the use of public land. Thus, they serve their most basic purpose, which is public land use planning.

4- A Regionally Focussed Multi-stakeholder Process

As manager of publicly owned lands and resources, the government must make decisions that address the concerns and priorities of the many parties affected by public land management. That is why the new planning process calls for the participation of all these stakeholders in the development of the land use plan, its implementation within a context of public land management, as well as in the follow-up and updating stages.

Land use plans are drawn up in the regions. The government intends to have plans prepared in all the administrative regions that contain public lands (except in the Laval and Montréal regions), namely in 15 of the 17 administrative regions of Québec. The administrative regions concerned and the areas of public land they cover are presented in Appendix 2.

4.1 Government stakeholders

Under the Department's co-ordination, representatives from all activity sectors associated with public land development and protection will participate in the planning process. The government authorities pool their expertise to prepare, following a predetermined process, a preliminary version of a land use plan, called a proposal plan, which will be submitted for government approval. The following Québec government departments and agencies are directly involved in the preparation of land use plans:

- Ministère de l'Agriculture, des Pêcheries et de l'Alimentation;
- Ministère de la Culture et des Communications;
- Ministère de la Sécurité publique;
- Ministère des Affaires municipales et des Régions;

- Ministère des Ressources naturelles et de la Faune;
- Ministère des Transports;
- Ministère du Développement durable et des Parcs;
- Ministère du Développement économique, de l'Innovation et de l'Exportation;
- Ministère du Tourisme;
- Hydro-Québec.

Other government departments or agencies, such as the Secrétariat aux affaires autochtones, may be called upon to participate in the preparation of a proposed land use plan.

During the plan development and implementation phases, relations among the government stakeholders shall be governed by the principles of collaborative action (constructive contribution, joint responsibility for contents, unified support for outcomes).

Should a conflict arise among the government stakeholders during the process, a dispute resolution mechanism will be used to reconcile the differences. This mechanism is based on the government's decision-making structure. Accordingly, full documentation of the case in dispute and the advantages and disadvantages of the available options will first be submitted to the managers in the region. Should they fail to reach agreement, the matter will be referred to higher levels of authority.

A conflict does not, however, prevent the proposal preparation process from continuing. If the disagreement cannot be resolved quickly, it is possible to postpone decisions and to delay land use planning for the portion of land under dispute. A use may be designated at a later date, during a land use plan update.

4.2 Stakeholders in local and regional communities and Aboriginal communities

Regional and local stakeholders and Aboriginal communities also contribute to the preparation of land use plans. Two main steps in the land use planning process effectively provide for their contribution. The government consults these external stakeholders to obtain complementary information as well as their interests and concerns with regard to the use of public land. This process is carried out at the beginning of plan preparation so that any new information can be incorporated as soon as possible. Then the proposed land use plan prepared by the government departments and agencies is submitted to the external stakeholders for consideration. The following stakeholders are consulted according to their responsibilities and their role in land management, regional development and the use of public land:

- Organizations involved in land planning and regional development, including regional county municipalities (RCM), the few municipalities outside RCMs, the Kativik Regional Government and the regional conferences of elected officers;
- Aboriginal communities or the organizations representing them, such as the Cree Regional Authority. Owing to their nation status, Aboriginal communities are consulted separately from other stakeholders, and early in the process. Certain terms may be agreed to with these authorities to take into account their needs as well as the government's legal and administrative constraints and obligations. Like the other stakeholders, they too are provided with relevant and available information. However, a consultation report dealing specifically with their concerns is also drawn up. When

required, the participation of Aboriginal communities or groups of Aboriginal communities is ensured in accordance with the various agreements and treaties concluded with the Québec government;

- Organizations identified in the James Bay and Northern Québec Agreement to give their views to the government on issues concerning land designation and land use, namely the James Bay Advisory Committee on the Environment, the Kativik Environmental Advisory Committee and the Hunting, Fishing and Trapping Coordinating Committee;
- The associations and organizations representing industry groups, user groups and interest groups affected by the government directions for the use of public land, for example, the regional wildlife group, forest company associations, groups representing agricultural producers and energy providers, regional environmental councils, regional tourism associations, and cottage site lessees. The groups called on to participate can vary from one region to another depending on the particularities of the region in question.

The stakeholders consulted consider the needs, expectations, concerns and projects of their respective clientele.

5- A Structured Process to Prepare a Land Use Plan

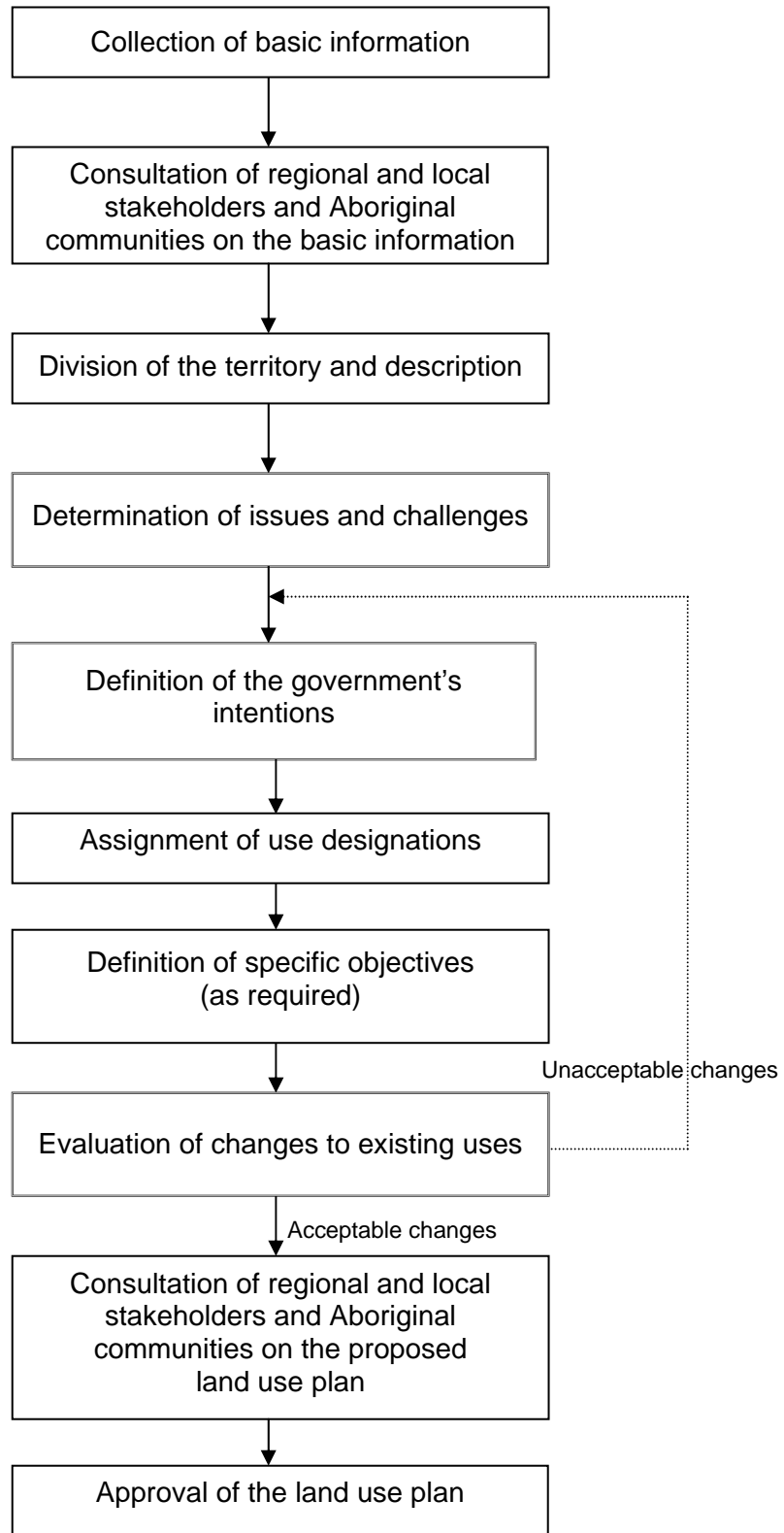
The land use planning process is aimed at setting forth the government's intentions or broad goals for the use or protection of each zone or portion of public land. This requires a structured approach.

The main steps in the process can be summarized as follows: basic information is first collected from government partners, regional and local stakeholders and Aboriginal communities. The basic information is analyzed in order to divide the public territory of the region into zones. For each zone, issues and challenges are identified so that the government's broad goals (intention) can be defined. A designation corresponding to the government's goals is then assigned based on a preset typology. Specific objectives are set forth, if necessary, further to this intention and designation in order to clarify the desired effects on the management or use of public land. The changes of the proposed land use on existing uses are then identified and assessed, after which a preliminary plan is submitted to the regional and local stakeholders and Aboriginal communities for consultation. Following approval by Cabinet, the plan is implemented in the public land management context.

A diagram of the general land use planning process is provided in Figure 2. Further details on each step of the planning process are also given. Land use plans also undergo follow-up and updating.

The consultation of regional and local stakeholders and Aboriginal communities concerning the basic information gathered, and the consultation concerning the draft public land use plan, may be combined as long as the stakeholders in the administrative region concerned agree.

Figure 2: Public Land Use Planning Process



5.1 Collection of basic information

Sound basic information is essential for making the public land use plan an effective and progressive tool. This information covers three areas:

- The context likely to influence the outcomes of the planning process;
- Existing uses of the land;
- Potential uses of the land.

Information on **the context** is designed to reveal the elements that are likely to aid in decision-making related to the use of public land. It includes first and foremost the economic, social and environmental characteristics of the region in question. For example, economic data such as the main labour force indicators or the investment situation may be considered. From a social standpoint, some of the traditional customs of Aboriginal communities may turn out to be important elements. Environmental characteristics provide a focus for the compilation of general information on the natural components of the land.

Also included in the context are the strategic directions pursued by Québec government departments and agencies, along with policies arising from the local and regional community and Aboriginal communities. All directions must directly affect the use of public land.

All of this information is analyzed in order to identify the trends and factors that are likely to affect the choices to be made in relation to the use of public land.

Context definition is carried out using the territorial profiles developed by the Ministère des Ressources naturelles et de la Faune for most regions of Québec. The profiles include the environmental, social

and economic characteristics of the region. This information is analyzed and synthesized to determine the elements relevant to the management and development of public land.

Existing uses include rights granted, such as rights to use land or resources and status designations, as in the case of protected areas and structured wildlife territories. Existing uses also include traditional use of land by the public for cultural or recreational purposes. These activities qualified as traditional must be taken into consideration even if no rights or status designations is associated with them.

Potential uses consist of data likely to modify existing uses or management. Projects, resource potential and specific elements fall into this category. Examples include projects to establish regional parks, protected areas and outdoor recreation development; potential for mining, power generation and archaeological investigations; and specific elements such as lands that have historical, cultural, aesthetic or ecological significance or natural hazard areas that pose a risk for public safety (areas of active erosion, flood zones, etc.).

To be included in the basic information, potential uses must satisfy a certain number of criteria. For instance, government projects must have the support of officials in the government department or agency that initiated them. Similarly, projects arising from the local and regional community and Aboriginal communities must be supported by the community. Potential for mining and other such activities must represent resources for which there is sufficient proof to permit future use. Finally, specific elements must have special attributes or specific recognition at the national or regional level in order to be retained. Potential uses must also be sufficiently documented in order to delimit them and to

allow for a clear grasp of their nature and associated objectives.

In the land use plan, existing and potential uses are portrayed by maps (given that all of them must be delimited) and also described in text.

5.2 Consultation on basic information

The contribution of regional and local stakeholders and Aboriginal communities in the collection of basic data is important in ensuring that use designations take into account all the relevant information available. Their contribution concerning existing and potential uses, and their interests and concerns with regard to the use of public land complements the basic information gathered by the various government stakeholders.

5.3 Division of the territory into zones and description

The administrative region is the area proposed as a basis for planning public land use. This change in scale from the reference territory used in the past for southern Québec, namely the RCM, provides a broader perspective and a means of better reflecting the general goals (intentions) of the government. It also substantially reduces the number of land use plans that need to be approved: 15 plans now cover the totality of public land, compared with 84 in the past.

The public land in the administrative region is divided into **zones** to facilitate analysis and designation. This division into zones is done with reference to existing uses and potential uses. Portions of land that are relatively homogenous in terms of associated uses and issues can be delimited by taking into account the existing rights, status designations, traditional activities, projects, development potential and specific elements.

The area extent of the zones delimited in this fashion will be variable. To facilitate the implementation of land use plans, zone limits coincide, where possible, with natural boundaries (e.g., watercourses, drainage divides) or man-made boundaries (e.g., roads, administrative regions).

Each zone is described by indicating the elements that distinguish it from adjacent zones and its environmental, social and economic characteristics.

5.4 Determination of issues and challenges

The description of each zone will make it possible to determine the issues and challenges with which managers must grapple. Issues and challenges constitute the diagnosis of each zone. This diagnosis can have a decisive influence when a number of options are available for a given zone.

Some challenges may be economic in nature, such as employment maintenance or access to natural resources. Others are social and may concern use of the land by various populations or the very survival of certain communities. Yet others relate to the environment, for example, preserving the quality of a site or conserving sensitive environments. Finally, some challenges deal specifically with management, such as diversifying uses on public land or ensuring integrated resource management.

The findings emerging from the issues and challenges are presented to the regional conferences of elected officers to obtain their views.

5.5 Definition of the government's intentions

By drawing on the basic information collected and the challenges identified for each zone, the government will outline its intention with regard to use of the public

land. For each zone, only one broad goal will be set forth, stated in general terms, because of the need, in many cases, to address a spectrum of interests. This intention corresponds to the government's general goal for each zone in terms of the use of public land.

For certain zones, when the government intends to confirm an existing use (e.g. a conservation park), this intention can be defined in a quasi-automatic manner.

However, for other zones characterized by multiple challenges, a more in-depth analysis must be undertaken in order to consider various parameters such as use compatibility, responsiveness to the needs and interests of local communities, anticipated impacts on the existing use or regional context.

In these cases, the situation in the zone is analysed from a number of angles. To aid in this process, the government stakeholders may refer to the elements provided in Table 1. As such, numerous parameters and data are examined prior to the determination of intention.

Table 1: Elements to Consider in Defining Government Intention

Analysis Parameter	Elements to Consider
Possibility of multiple uses	<ul style="list-style-type: none"> - Compatibility of activities - Compatibility of activities possible through an existing mechanism or the adjustment of practices or interventions - Complementarity of activities
Precedence granted by the government	<ul style="list-style-type: none"> - Government decision already rendered - Government decision about to be rendered (favourable decision by departmental authorities) - Departmental decision (approved by government partners) - Responds to a government priority (direction, policy, program) - Formal or implicit recognition by managers of lands and resources (through concrete actions)
Project location	<ul style="list-style-type: none"> - Legal aspect - Technical feasibility - Financial aspect
Responsiveness to the needs and interests of regional and local populations	<ul style="list-style-type: none"> - Management differs from current management method - Applicable government program - Demands made by communities - Reaction of the regional or local community (intentions, support, opposition) - Importance to the community
Exceptional character of natural phenomena	<ul style="list-style-type: none"> - At the international level - At the national level - At the regional level
Anticipated impacts on existing uses	<ul style="list-style-type: none"> - Economic impacts - Social impacts - Environmental impacts - Scope of impacts (local, regional or national level) - Mitigation or compensatory possibilities
Regional context	<ul style="list-style-type: none"> - Regional characteristics (favourable or unfavourable situations) - Regional development trends

Note: During the land use planning process, other parameters and elements may be considered in the analyses.

5.6 *The assignment of use designation*

Once the government's intention has been defined for a zone, it is transposed onto a map according to a corresponding use designation. A new typology of use designations has been designed to properly reflect all the government's potential intentions for the use of public land.

The new designations indicate the nature of the intention, namely whether **a use is being allowed** or **priority is being given to protection**, and the general mode of application (i.e. **exclusive use**, **priority use** or **multiple use**).

Table 2 presents the new typology. It provides definitions of the use designations, their effect on the uses of public land and examples of potential application.

Use designations are stated in general terms so as to reflect a direction and the general scope of the government intention, which may vary slightly from one zone to another. As an extension of the government's intention, the names and definition given them therefore convey a general goal rather than identifying specific rights, status designations, activities or uses.

Thus, like government intention, it is not always possible to infer an automatic association between a right or a status designation and a use designation. Public land use planning is highly complex, and to ensure harmonious use designation, many variables must be taken into consideration. Therefore, different use designations may be considered for zones which, on the surface, appear to be identical.

The designation assigned to a portion of public land may confirm and extend an existing use, signal the need to adapt

management practices or announce a projected change in the existing use in the medium or long term. The latter is termed a projected designation. In the present typology, the notion of projected designation encompasses all the designations except for multiple use. A projected designation indicates that provisional rules apply in the management of resource use and the occupation and frequentation of land areas, the aim being to preserve the attributes of the land or minimize anticipated land use conflicts. Projected designations are clearly identified in the land use plans to ensure that the ongoing provisional activities receive the attention required in transitional situations.

The typology also includes a *deferred use designation*, which applies to situations where the land use decision should be put off until later, for example, in order to have additional studies or analyses conducted or to enable the parties involved to reach agreement.

Table 2 : Typology of Use Designations

Designation	Definition	Effect of the Designation on Land Uses	Examples
<i>Specific use</i>	Exclusive use of lands or a resource.	The nature of the recommended use affecting these lands precludes the practice of all other types of activity.	Agricultural zone under production. Mining.
<i>Priority use</i>	Use of lands or resources on a priority basis, with all other activities being subordinated thereto.	Land and resource development possibilities are limited or subject to restrictions owing to the nature of the recommended use.	Hydro-electric power site. Research site. Intensive silviculture. Large-scale recreational development.
<i>Multiple use with conditions</i>	Multipurpose use of lands and resources, subject to terms or rules that are adapted to specific environmental, landscape, cultural, social or economic conditions.	The use of lands and resources is adjusted according to one or more specific characteristics of this portion of the territory.	Site used for traditional purposes by populations. Regional park. Archaeological sector. Specific landscape. Intramunicipal parts of public land. Inhabited forest land. Some structured wildlife territories. Natural hazard area.
<i>Multiple use</i>	Multipurpose use of lands and resources.	The multiple activities carried on in this portion of the territory continue as practiced at the time of the decision.	Public land in general.
<i>Protection</i>	Preservation of a component of the natural or cultural heritage with all other activities being subordinated thereto.	Activities in this portion of the territory must include specific measures established to meet the protection objectives for the target natural or cultural component.	Wildlife habitat. Heritage river. Exceptional forest ecosystem. Cultural landscape. Historic site. Sensitive environment.

Designation	Definition	Effect of the Designation on Land Uses	Examples
<i>Strict protection</i>	Preservation of areas that are rare, exceptional or representative of natural heritage, the associated biodiversity or cultural heritage.	To ensure the attainment of protection objectives, the range of possible activities is largely limited. When activities are permitted, they are subject to severe constraints.	Ecological reserve. Aquatic reserve. Biodiversity reserve. Park. Floristic habitat. Habitat of threatened wildlife species.
<i>Deferred land use</i>	Deferral of the land use decision combined with provisional management measures.	The existing use and new uses of the land are subject to provisional measures.	Disputed zone.

5.7 Definition of specific objectives

It is sometimes necessary to add specific objectives to a government's intention or a use designation in order to address particular characteristics identified for a zone in the course of gathering basic information or determining the issues and challenges. By further clarifying the government's intention, these objectives permit better understanding of the general goal pursued and the expected outcomes of public land use management in the zone concerned.

These objectives may apply to the entire zone or to parts of it. They may centre on particular activities or all the activities likely to be carried on there. When specific objectives are defined for a given zone, they are presented in conjunction with the government's intention and the designation.

5.8 Evaluation of changes to existing uses

Although the definition of government intention and the assignment of use designations are done on a zone-by-zone basis, it is important to undertake a comprehensive analysis of the region to evaluate the changes of the proposed designation on existing rights and status designations. This evaluation is essential to ensuring implementation in the management process of changes produced by the public land use designation. It is carried out once the planning process for the entire administrative region has been completed.

This step of the land use planning process is aimed at determining the changes of the proposed use designation on the existing use in the region and evaluating, from a socio-economic and institutional perspective, the effects of changes.

Every government participant is responsible for assessing the effects of the proposed designations on existing uses in its area of activity. If one or more government stakeholders feel that there is an unacceptable impact, the analysis must start over at the stage of defining the government's intention so as to attain, if possible, changes that are acceptable to all those involved.

Incorporation of the changes and their effects in land use plans provides those consulted with information on the probable impacts of the proposed use designation. It also facilitates decision-making by the responsible government officials at all levels.

5.9 Consultation on a proposed plan

Once the Québec government departments and agencies involved have prepared a land use plan, consultations are held with local and regional organizations and with Aboriginal communities. These external stakeholders will examine the proposal and submit their comments to the Ministère des Ressources naturelles et de la Faune, which is responsible for co-ordinating the preparation of land use plans. Their comments may lead to adjustments to the proposed plan before it is submitted to the government for approval. Following this, a report is transmitted to the consultation participants.

5.10 Approval

After the proposed land use plan has been accepted by the central administrative units of the government, it is submitted to Cabinet for approval. The consultation results are included with the proposed plan.

Land use plans take effect at the time of their approval, thus superseding the existing land use plans.

**Texts and Maps:
The New Contents of Public Land Use Plans**

Every public land use plan will contain the following elements:

- *Summary of the land use planning process and list of the stakeholders that participated in developing the plan and those consulted as part of the process;*
- *Basic information (context, existing uses and potential uses) consisting of both texts and maps;*
- *Division of the public land in the administrative region into zones (texts and map);*
- *Description of the zones (specific elements, environmental, social and economic characteristics), issues and challenges;*
- *The government's broad goals (intention) and the assigned use designations (texts and map). The land use map for each zone includes a table that sets out the pivotal arguments, government intention, assigned use designation and, as needed, specific objectives and comments for the plan users.*
- *Results of the evaluation of changes to the existing uses.*

6- Implementation

Once they become effective, land use plans are made available to government stakeholders so they can incorporate the broad goals, use designations and objectives in managing public land use. It is incumbent upon every government stakeholder to take the measures required to implement the land use plans in its area of activity.

The land use plan is forwarded to the stakeholders consulted during the planning process so that they can apply it in their own planning contexts. RCMs are among the most concerned, since they are responsible for creating land use planning and development plans that are consistent with the public land use plans. The latter are forwarded to RCMs in accordance with the *Act respecting land use planning and development*. When a RCM modifies or revises its plan, the government follows up with a conformity review. A notice is issued to the RCM stating whether or not its plan complies with the government directions, including the public land use plan. The same procedures apply under the new land use planning approach. The plan is also made public.

Land Use Planning Using Advanced Technology

To facilitate their preparation, implementation and updating, the new public land use plans will be created using advanced technology that harnesses geomatics and communications capabilities. The SIGT (public land information and management system), designed and implemented by the Ministère des Ressources naturelles et de la Faune, will facilitate the development of land use plans and discussions among the stakeholders. In addition, stakeholders will have access to the data required for the preparation, implementation, follow-up and updating of land use plans. The plans will also be available in conventional format.

7- Follow-up

Biennial follow-up is planned in order to inform Québec government departments and agencies about the actions undertaken in accordance with the public land use plan and, if necessary, of any corrective measures. This follow-up concerns zones with one or more of the following characteristics: the designation is aimed at modifying existing uses, necessitates adjustments to existing practices or sets out specific objectives.

Land and resource managers are called upon to provide the Ministère des Ressources naturelles et de la Faune with the information necessary for follow-up.

8- Updating

Despite the large quantity of data collected at the start of the land use planning process, new situations may arise at some point that make it necessary to modify one or more land use plans. This could occur, for example, when a government stakeholder develops a new policy direction, when a new resource that has potential is discovered or when an important project is first initiated.

The effect of this new situation on the land use planning will be evaluated by the government stakeholders to determine

whether the plan needs to be updated. If so, updating will be done by following the same process as for developing a plan. Updating therefore includes the consultation of regional and local stakeholders and Aboriginal communities. The consultation method will be adjusted according to the scope of the update.

The portion of the administrative region that is affected depends on the scope of the changes involved. Any government stakeholder involved in the public land use planning process or any organization consulted from the local or regional area or Aboriginal communities may request an update. All requests for updating must be justified.

In addition to these ad hoc updates, a statutory revision exercise will be carried out every five years to determine whether the policy directions set out in the land use plans are still applicable and to bring them up to date, if necessary.

Only land use planning results, including intentions, designations and objectives, are subject to ad hoc updates and five-year reviews. Basic information is updated according to intervals and terms peculiar to each information system or data source.

Conclusion

The new land use planning approach is designed to give the government departments and agencies concerned greater knowledge of public lands and an integrated and progressive vision of their use.

The data underpinning the land use plan (basic information, issues and challenges) enhance the knowledge of public lands and are an important source of useful information for all stakeholders, within and outside government, involved in interventions on public land.

The integrated and progressive vision is expressed through directions and general goals in the form of intentions, use designations and objectives. Through these three components, land use planning influences interventions across the territory. As a result, designations become governance information and promote greater coherence of actions on the territory and the harmonization of its uses.

Land use plans are prepared in the regions by government departments and agencies with the help of regional and local stakeholders and Aboriginal communities, and take into consideration the region's particular characteristics, projects, potential and issues.

It is to be hoped that the next generation of land use plans is everything it should be: a highly effective integrated management tool supporting regional socio-economic development and biodiversity protection.

Appendix 1

Governmental and External Stakeholders Invited to the Consultations on the New Land Use Planning Approach

Government Stakeholders: Departments

- Ministère de l'Agriculture, des Pêcheries et de l'Alimentation
- Ministère de la Culture et des Communications
- Ministère de la Sécurité publique
- Ministère de l'Environnement (now the Ministère du Développement durable et des Parcs)
- Ministère des Affaires municipales et de la Métropole (now the Ministère des Affaires municipales et des Régions)
- Ministère des Régions (now the Ministère des Affaires municipales et des Régions)
- Ministère des Transports
- Ministère du Conseil exécutif (Secrétariat aux affaires autochtones)

Government Stakeholders: Government agencies

- Hydro-Québec
- Société de la faune et des parcs du Québec (now incorporated within the Ministère des Ressources naturelles et de la Faune and the Ministère du Développement durable et des Parcs)
- Tourisme Québec (now the Ministère du Tourisme)

External stakeholders: National associations and agencies

- Assembly of First Nations of Québec and Labrador
- Association déroulage et sciage de feuillus du Québec
- Association des aménagistes régionaux du Québec
- Association des biologistes du Québec
- Association des centres locaux de développement du Québec
- Association des consultants en foresterie
- Association des producteurs de copeaux du Québec inc.
- Association des régions du Québec
- Associations touristiques régionales associées du Québec
- Aventure Écotourisme Québec
- Communications, Energy and Paperworkers Union of Canada
- Confederation of National Trade Unions
- Conférence des coopératives forestières du Québec
- Conseil de la recherche forestière du Québec
- Ducks Unlimited
- Faculté de foresterie et de géomatique de l'Université Laval
- Fédération des clubs de motoneigistes du Québec
- Fédération des pourvoiries du Québec inc.
- Fédération des producteurs acéricoles du Québec
- Fédération des producteurs de bois du Québec
- Fédération des trappeurs gestionnaires du Québec
- Fédération des travailleurs du papier et de la forêt
- Fédération des travailleurs et travailleuses du Québec
- Fédération québécoise de la faune
- Fédération québécoise des gestionnaires de zecs
- Fédération québécoise des municipalités
- Fédération québécoise du canot et du kayak
- Fédération québécoise pour le saumon de l'Atlantique
- Fraternité nationale des forestiers et travailleurs d'usines
- Ordre des ingénieurs forestiers du Québec
- Ordre des technologues professionnels du Québec
- Québec Forest Industry Council
- Regroupement des associations forestières du Québec
- Regroupement des locataires des terres publiques du Québec inc.
- Regroupement des sociétés d'aménagement forestier du Québec
- Regroupement national des conseils régionaux de l'environnement du Québec
- Social Justice – Canadian Religious Conference
- Solidarité rurale du Québec
- Syndicat des métallos
- Syndicat des producteurs de bleuets du Québec
- Union des municipalités du Québec
- Union québécoise pour la conservation de la nature
- World Wildlife Fund – Canada

External stakeholders: Aboriginal communities

The Abenakis

The Odanak Community
The Wôlinak Community

The Algonquins

The Hunter's Point Community
The Kebaowek Community
The Kitcisakik Community
The Kitigan Zibi Community
The Rapid Lake Community
The Simon Lake Community
The Pikogan Community
The Timiskaming Community
The Winneway Community

The Atikamekw

The Manawan Community
The Obedjiwan Community
The Wemotaci Community

The Crees

The Community of Chisasibi
The Community of Eastmain
The Community of Mistissini
The Community of Nemiscau
The Community of Oujé-Bougoumou
The Community of Waskaganish
The Community of Waswanipi
The Community of Wemindji
The Community of Whapmagoostui
Cree Regional Authority

The Huron-Wendats

The Wendake Community

The Innu

The Betsiamite Community
The Essipit Community
The La Romaine Community
The Mashteuiatsh Community

The Innu (cont'd)

The Matimekosh Community
The Mingan Community
The Natashquan Community
The Pakuashipi Community
The Uashat-Maliotenam Community

The Inuit Communities

Northern Village of Akulivik
Northern Village of Aupaluk
Northern Village of Inukjuak
Northern Village of Ivujivik
Northern Village of Kangiqsualujjuaq
Northern Village of Kangiqsujuaq
Northern Village of Kangirsuk
Northern Village of Kuujjuaq
Northern Village of Kuujjuarapik
Northern Village of Puvirnituq
Northern Village of Quaqtaq
Northern Village of Salluit
Northern Village of Tasiujaq
Northern Village of Umiujaq

The Malecites

The Malecite Community of Viger

The Micmacs

The Gaspé Community
The Gesgapegiag Community
The Listuguj Community

The Mohawks

The Akwesasne Community
The Kahnawake Community
The Kanesatake Community

The Naskapi

The Kawawachikamach Community

External stakeholders: Nord-du-Québec region organizations

- James Bay Advisory Committee on the Environment
- Kativik Environmental Advisory Committee
- Kativik Regional Government

Appendix 2

Public Tenure of the Administrative Regions Likely to be the Subject of a Land Use Plan

Administrative Region		Area of the Public Land in the Region (km ²)	Proportion of Public Land in the Region (%)
Code	Name		
01	Bas-Saint-Laurent	17,101	60.2
02	Saguenay – Lac-Saint-Jean	100,140	94.0
03	Capitale-Nationale	13,947	66.5
04	Mauricie	32,051	80.3
05	Estrie	753	7.2
07	Outaouais	25,441	74.7
08	Abitibi-Témiscamingue	55,126	85.3
09	Côte-Nord	348,503	99.1
10	Nord-du-Québec	847,348	98.5
11	Gaspésie – Îles-de-la-Madeleine	73,648	94.2
12	Chaudière-Appalaches	2,463	15.3
14	Lanaudière	9,047	67.0
15	Laurentides	15,000	66.6
16	Montréal	576	4.9
17	Centre-du-Québec	298	4.1

Source for the tenure: Ministère des Ressources naturelles, de la Faune et des Parcs, Bureau de l'arpenteur général du Québec (March 2004)