

**REPORT OF THE EXTERNAL CONSULTATION
ON THE NEW APPROACH TO PUBLIC
LAND USE PLANNING**

March 2005

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INTRODUCTION

In accordance with the *Act respecting the lands in the domain of the State*, the Minister of Natural Resources and Wildlife is required to prepare a land use plan for any part of the domain of the State he determines. This plan is used to determine the use of territorial units with respect to the development and preservation of lands and resources, according to government objectives and directions.

The first land use plans date back to the early 1980s and consisted of a map that primarily showed the existing uses of public lands. This concept no longer meets the requirements of modern and efficient management by government. What today's managers of lands and resources in the domain of the State really need is an instrument that provides an integrated vision of the present and future use of public lands. The Ministère des Ressources naturelles et de la Faune has therefore embarked on a revision of the land use plan.

A new public land use planning approach has since been developed and was submitted to a consultation process in fall 2003 involving stakeholders outside the government. This process was carried out in accordance with the terms defined in the *Québec's Consultation Policy on Orientations for the Management and Development of the Forest Environment*.

This consultation report summarizes the comments provided in the briefs and notices received. The terms of the consultation are briefly presented in the first section of the report, while the second section provides a summary of the concerns and comments expressed in the briefs and notices. All the comments and concerns are arranged by subject. Lastly, three appendices detail the comments of the national associations and agencies, Aboriginal communities and Nord-du-Québec region organizations.

1. PROCEDURE FOR THE EXTERNAL CONSULTATION ON THE NEW APPROACH TO PUBLIC LAND USE PLANNING

A document presenting the new approach to public land use planning was forwarded to the groups consulted at the launch of the consultation, in early September 2003. The document is also available on the website of the Department.

A total of 101 organizations were invited to the external consultation: 43 national associations and agencies, 55 Aboriginal communities and three Nord-du-Québec region organizations. Seven meetings were held with 36 invited organizations and 20 Aboriginal communities.¹

The groups consulted were given a minimum of 12 weeks to submit their comments on the new public land use planning approach. Eighteen briefs and notices were filed during the external consultation, including three from organizations that had not received an invitation.

1.1 Consultation of national associations and agencies

The 43 member associations and agencies of the Permanent National Table under the *Québec's Consultation Policy on Orientations for the Management and Development of the Forest Environment* were invited by the Department to give their views on the content of the new public land use planning approach. The list of associations and agencies is presented in Table 1.

A consultation document was forwarded to them in early September 2003 and a meeting was held in Québec City on October 1, 2003.

During the meeting of October 1, 2003, the Department explained its proposed approach for public land use planning and participants were able to express their concerns and expectations on the subject. The names of the national associations and agencies that attended the meeting are provided in Table 1. Nine briefs and notices were sent to the Department. The recommendations and comments received are presented in full in Appendix 1.

¹ The representatives acting on behalf of an Aboriginal community or a group of Aboriginal communities

Table 1
National Associations and Agencies Invited to the Consultation
on the New Approach to Public Land Use Planning

Association or Agency	Presence Confirmed at the October 1, 2003 Meeting
Assembly of First Nations of Québec and Labrador	X
Association déroulage et sciage de feuillus du Québec	X
Association des aménagistes régionaux du Québec	X
Association des biologistes du Québec	
Association des centres locaux de développement du Québec	X
Association des consultants en foresterie	X
Association des producteurs de copeaux du Québec inc.	X
Association des régions du Québec	X
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	X
Conseil de la recherche forestière du Québec	X
Ducks Unlimited	X
Faculté de foresterie et de géomatique de l'Université Laval	X
Fédération des clubs de motoneigistes du Québec	X
Fédération des pourvoies du Québec inc.	X
Fédération des producteurs acéricoles du Québec	
Fédération des producteurs de bois du Québec	X
Fédération des trappeurs gestionnaires du Québec	X
Fédération des travailleurs du papier et de la forêt	
Fédération des travailleurs et travailleuses du Québec	X
Fédération québécoise de la faune	X
Fédération québécoise des gestionnaires de zecs	X
Fédération québécoise des municipalités	
Fédération québécoise du canot et du kayak	X
Fédération québécoise pour le saumon de l'Atlantique	X
Fraternité nationale des forestiers et travailleurs d'usines	X
Ordre des ingénieurs forestiers du Québec	X
Ordre des technologues professionnels du Québec	
Québec Forest Industry Council	X
Regroupement des associations forestières du Québec	X
Regroupement des locataires des terres publiques du Québec inc.	X
Regroupement des sociétés d'aménagement forestier du Québec	X
Regroupement national des conseils régionaux de l'environnement du Québec	X
Social Justice – Canadian Religious Conference	X
Solidarité rurale du Québec	X
Syndicat des métallos	X
Syndicat des producteurs de bleuets du Québec	X
Union des municipalités du Québec	
Union québécoise pour la conservation de la nature	X
World Wildlife Fund – Canada	X

1.2 Consultation of Aboriginal communities

In September 2003, the Department invited the Aboriginal communities to submit their suggestions and comments on the new approach to public land use planning and sent them the consultation document. These Aboriginal communities are listed in Table 2. In accordance with the *Québec's Consultation Policy on Orientations for the Management and Development of the Forest Environment*, the Department offered each community the opportunity to hold separate consultations for their members, based on a consultation procedure established with each individual community or group of communities.

Separate meetings were held for the representatives of seven Innu communities, three Atikamekw communities and the Micmac Nation of Gespeg. Cree representatives were met with at the same time as the organizations from Nord-du-Québec region. The representatives who attended the meetings were acting on behalf of an Aboriginal community or group of Aboriginal communities.

Three briefs and notices were transmitted to the Department. The recommendations and comments received from Aboriginal communities and organizations are presented in full in Appendix 2.

**Table 2
Aboriginal Communities Invited to the Consultation
on the New Approach to Public Land Use Planning**

<p>The Abenakis</p> <p>The Odanak Community The Wôlinak Community</p> <p>The Algonquins</p> <p>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</p> <p>The Atikamekw</p> <p>The Manawan Community The Obedjiwan Community The Wemotaci Community</p> <p>The Crees</p> <p>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</p> <p>The Huron-Wendats</p> <p>The Wendake Community</p> <p>The Innu</p> <p>The Betsiamite Community The Essipit Community The La Romaine Community The Mashteuiatsh Community</p>	<p>The Innu (cont'd.)</p> <p>The Matimekosh Community The Mingan Community The Natashquan Community The Pakuashipi Community The Uashat-Maliotenam Community</p> <p>The Inuit Communities</p> <p>Northern Village of Akulivik Northern Village of Aupaluk Northern Village of Inukjuak Northern Village of Ivujivik Northern Village of Kangiqsualujuaq Northern Village of Kangiqsujuaq Northern Village of Kangirsuk Northern Village of Kuujuaq Northern Village of Kuujuarapik Northern Village of Puvirnituq Northern Village of Quaqtaq Northern Village of Salluit Northern Village of Tasiujaq Northern Village of Umiujaq</p> <p>The Malecites</p> <p>The Malecite Community of Viger</p> <p>The Micmacs</p> <p>The Gaspé Community The Gesgapegiag Community The Listuguj Community</p> <p>The Mohawks</p> <p>The Akwesasne Community The Kahnawake Community The Kanasatake Community</p> <p>The Naskapi</p> <p>The Kawawachikamach Community</p>
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1.3 Consultation of Nord-du-Québec region organizations

In September 2003, the Department also invited organizations from Nord-du-Québec region to submit suggestions and comments on the new approach to public land use planning and sent them the consultation document. These organizations invited to the external consultation were: the Kativik Regional Government (KRG), the Kativik Environmental Advisory Committee (KEAC) and the James Bay Advisory Committee on the Environment (JBACE).

Two consultation meetings were held with representatives of organizations from Nord-du-Québec region: one with the JBACE, at its request, and the other with the KRG, the KEAC and the Cree Regional Authority (CRA). The James Bay Municipality, the Town of Lebel-sur-Quévillon, the Town of Chibougamau, the Town of Chapais, the Town of Matagami, the James Bay Regional Development Board (JBRDB) and the Commission économique et touristique de Chibougamau also attended this meeting.

These organizations submitted five briefs and notices to the Department, in addition to the submission from the Hunting, Fishing and Trapping Coordinating Committee. The recommendations and comments received from these organizations are presented in full in Appendix 3.

2. PARTICIPANT COMMENTS

The main comments received on the different aspects of the new approach to land use planning have been condensed into the summary that follows. The comments have been arranged according to the subjects presented in the consultation document and are given in the same order. These comments are presented in full in appendices 1, 2 and 3.

Upon reading the 18 briefs and notices received, it is apparent that the participants recognize the need for a review of the public land use planning approach and that they agree with the general directions proposed. Nevertheless, they did offer comments and suggestions on some aspects of the proposed approach.

2.1 Basic information

The basic information covers three areas: the general context prevailing at the time of the land use planning process, and existing uses and potential uses of public land.

The Department proposes that the context reflect the economic, sociocultural and environmental characteristics of the region, the directions of the various government departments and agencies and the aims of the regional and local stakeholders and Aboriginal communities. The basic information will also include the existing uses, such as rights granted, status designations and traditional activities, as well as the potential uses such as projects, resource potential and specific elements.

Several participants propose data that should be considered in public land use planning. This data concerns their respective areas of activity. For example, some participants request that Aboriginal community management objectives, development projects, trapping areas, hunting, fishing and trapping rights, heritage sites and family territories be taken into consideration during the planning process. Others request that the territory undergo profiling and characterization before undertaking the land use planning process.

Several references were made to the effect that all the information used in land use planning should be accessible, which some believe would facilitate the participation of stakeholders outside government. Others note the importance of having regional and local communities as well as Aboriginal communities contribute to the collection of basic information and affirm their willingness to share their knowledge.

2.2 Division of the territory

The administrative region is the area proposed by the Department as a basis for planning public land use. The public land in the administrative region is divided into zones that will be assigned a use designation. This division into zones is done with reference to existing uses and potential uses, in order to delimit portions of land that are relatively homogenous in terms of associated uses and issues.

All of the participants agree with using the administrative region as the basis for planning public land use. However, one organization proposes that two land use plans be prepared for the Nord-du-Québec region, given the vastness of the territory and the individual concerns of the communities living there.

Some participants believe it would be inappropriate to divide into zones a territorial entity such as a ZEC, a regional county municipality (RCM) or a trapping area. Further details were requested on the division of land, the area of the zones and the harmonization of zone limits with existing territorial entities.

2.3 Determination of land use (intentions, designations and objectives)

The Department proposes that land use planning be guided by intentions, designations and objectives.

The intention corresponds to the government's broad goals for the use of public land for each zone. Once this intention has been defined for a given zone, a corresponding use designation is then assigned to it according to a new typology of use designations proposed by the Department.

The Department also proposes to define, when necessary, specific objectives in order to clarify the government's intention and permit better understanding of the general goals and expected outcomes of public land management in a given zone.

The presentation of land use in the form of intentions, designations and objectives seems to suit the respondents. The majority of comments received deal with the new typology of the proposed use designations and the assignment of use designations. There were very few comments about the definition of government intention and the definition of specific objectives.

Concerning use designations, some participants offer their interpretation and suggest designations for the territory they use. For example, a use designation for intensive silviculture is proposed. Others request clarifications for certain use designations, the associated territorial units and the criteria that will be used for their assignment. Participants hope to see consistency in the assignment of use designations, such that the same designations are chosen for similar territories. Finally, it is proposed that adjustments and additions to the typology of use designations be possible during the land use planning process.

2.4 Evaluation of impacts on existing rights and status designations

The Department proposes to conduct an impact assessment once the planning process for the entire administrative region has been completed. A regional analysis will be undertaken to evaluate the effects of the proposed designation on existing rights and status designations. In other words, this stage serves to identify the effects of the proposed designations on existing uses of public land in the region and to evaluate the impacts of changes.

Some stakeholders consulted would like to participate in the impact assessment or evaluate the effects on Aboriginal rights. One participant suggests establishing the elements to be evaluated in advance. It is also suggested that the scope of the evaluation be extended to include a strategic environmental assessment of the land use plan. The main purpose of such a strategic assessment would be to ensure that the directions chosen for the use of public land would support the traditional activities and values of Aboriginal nations.

Lastly, some participants would like the documents used in the impact evaluation to be made available. More particularly, some request that the results of impact evaluations on socio-economic activities be made available before the consultation.

2.5 Preparation of land use plans

The government intends to develop a land use plan in 15 of the 17 administrative regions of Québec, that is, all of the administrative regions containing lands in the domain of the State, which excludes the regions of Laval and Montréal. The land use plans will be drawn up in the regions by government stakeholders.

Should a conflict arise among the different government stakeholders during the planning process, a dispute resolution mechanism based on the government's decision-making structure will be used. Moreover, a *deferred use* designation can be assigned so as not to delay the planning process.

According to some participants, transitional measures should be established prior to land use planning to ensure proper control of land development. Preliminary studies such as potential evaluations were also suggested. Some stakeholders expressed interest in having more information on the mechanisms that will be used in the public land use planning process, namely the conflict mediation procedures. They believe the mediation mechanisms should be impartial, as well as the leadership of the planning process, and that they should be made known at the start of the process. Finally, some participants note that public land use planning must be carried out in a context of respect for the needs, values and rights of Aboriginals.

2.6 Participation of regional and local stakeholders and Aboriginal communities in the preparation of the new public land use plans

As manager of lands and resources in the domain of the State, the government must make decisions that address the concerns and interests of the many parties affected by public land management. That is why the Department proposes that the new land use planning approach provide for the participation of all these stakeholders in the development of the land use plan, its implementation and updating.

In the approach submitted for consultation, the Department recommends that RCMs and municipalities outside RCMs that contain public land, regional development councils² (RDC), Aboriginal communities or the organizations representing them, as well as certain organizations instituted under the James Bay and Northern Québec Agreement (JBNQA), including the KRG, CRA, JBACE and the KEAC, be consulted.

There were considerable comments about the participation of regional and local stakeholders and Aboriginal communities in the planning process. The majority of respondents request that participation be extended to include an even larger number of stakeholders. They believe that the proposed stakeholders do not represent all of the interests at stake, and that therefore more organizations should be invited to the consultation exercise. It is also proposed that the general

² At the launch of the consultation, the *Act respecting the Ministère du Développement économique et régional et de la Recherche* instituting regional conferences of elected officers had yet to be sanctioned.

public be consulted. Lastly, one participant also suggests that each region should decide who to consult on the proposed land use plan, the RCMs or the RDCs.

Most of the stakeholders consulted do not agree with holding a consultation on a preliminary land use proposal at the end of the planning process. They want to be involved from the very start of the process, i.e., the collection of basic information stage, and be permitted to express their views at each step of the process.

Some respondents would even like to see all the stakeholders as well as the regional population consulted before the planning process is undertaken in order to better assess regional issues. In their view, a wider consultation would help the government to determine development priorities that correspond to the vision of regional and local communities, and increase social acceptance of the project.

For some stakeholders, the proposed method of consultation does not meet their expectations. They propose mechanisms that would allow them to participate earlier in the process and ensure more effective participation.

2.7 Financial support for the participation of regional and local stakeholders and Aboriginal communities

In the land use planning approach submitted for consultation, the Department did not provide for financial support for the meetings with regional and local stakeholders and Aboriginal communities during the development of land use plans.

Some Aboriginal communities and organizations from the Nord-du-Québec region request financial assistance from the government for their participation in the land use planning process. The assistance is requested to cover expenses incurred in the documentation of activities and sites of interest to Aboriginal communities and to reimburse the travelling costs of the group representatives invited to the consultation.

2.8 Approval of land use plans

Once the consultation process has been completed and the adjustments have been made to the proposed land use plan, the Department suggests that the proposed plan be accepted by the central administrative units of the government, and then submitted to Cabinet for approval. Land use plans take effect at the time of their approval, thus superseding existing land use plans.

The participants did not call into question the approval by Cabinet. However, they did propose that the versions of the land use plans prepared for approval be prepublished, much like a law or regulation, thus providing stakeholders with a final opportunity to express their opinions before the plans are approved and enter into effect.

2.9 Implementation of land use plans

The Department proposes that land use plans be made available to government stakeholders once they become effective so that they can incorporate the intentions, use designations and objectives in the exercise of sectoral management. Thus, it is incumbent upon every government

stakeholder to take the necessary measures to implement the land use plan in its area of activity.

The Department also suggests that the land use plan be forwarded to the parties consulted during the planning process so that they can apply it in their own planning contexts. The plan is also made public.

Among the comments received, various proposals were made to ensure compliance with and implementation of the public land use plan. For some, rapid and continuous access to information is a factor in the consideration of land use. Others note the need for clear procedures to ensure the compliance of activities with land use plans. Lastly, some participants believe that the links between land use plans and other management tools such as sectoral plans require clarification, and that each stakeholder's responsibilities should be well defined.

2.10 Follow-up of land use plans

The Department has provided for biennial follow-up in order to inform government departments and agencies about the actions undertaken to comply with the public land use plan. It is proposed that this follow-up be carried out in zones where changes are being considered.

The follow-up of land use plans received few comments. One participant feels that specific follow-up procedures should be permitted in a given zone, if there is an interest on the part of a government stakeholder or any other concerned party. Another respondent expressed the desire to participate in the follow-up of land use plans.

2.11 Updating of land use plans

The Department proposes that land use plans be updated, when required, following the same process as for developing a plan. Any government stakeholder or organization consulted may request an update.

In addition to these ad hoc updates, it is proposed that a systematic update exercise 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.

A few comments deal with updating frequency. It was noted that updating should take place on a continuous basis and that the five-year period for evaluating the directions and objectives is too long. One participant proposes a review every three years.

One stakeholder consulted expressed the desire to participate in the updating of land use plans. Lastly, one participant believes that the decision whether or not to update the plans should not be made at the regional level and suggests that the possibility of requesting an update should not be limited to participants in the planning process only.

2.12 Other comments

Some organizations submitted general comments that were not directly related to the different steps of the planning process.

One organization requests that the Department implement an integrated resource management policy to support the land use plan and that it modify the *Act respecting the lands in the domain of the State* to define the required content of a plan that would be an integrated public land use planning and development plan, including the development, follow-up and updating procedures.

Moreover, some participants would like the Department to implement a communications strategy to facilitate comprehension of the different consultations undertaken by the government while emphasizing the predominant role of the land use plan. They also want the Department to explain to regional stakeholders the global context of the planning process with respect to sustainable development and government commitments at the international level. Requests were made for land use plans to comply with sustainable development criteria.

CONCLUSION

The external consultation received input from some 20 organizations and Aboriginal communities on the new approach to public land use planning.

Participants in the consultation agreed with the revision of the form and content of the public land use plan. All agreed that a comprehensive review of land use had become necessary and that the majority of the directions for the new approach meet their expectations in general.

The majority of participants expressed a desire to see additional stakeholders consulted during the planning process as well as the desire to be involved throughout the entire process. Some participants also want to ensure that their uses of the land are considered in the planning of public land use.

Some changes have been made to the land use planning approach to account for the questions and concerns shared by several of the stakeholders. The final version of the approach will be used to prepare the next generation of land use plans.

APPENDIX 1

COMMENTS OF NATIONAL ASSOCIATIONS AND AGENCIES

**LIST OF NATIONAL ASSOCIATIONS AND AGENCIES
HAVING PRODUCED A BRIEF**

Assembly of First Nations of Québec and Labrador (AFNQL)

Association des aménagistes régionaux du Québec (AARQ)

Fédération des trappeurs gestionnaires du Québec (FTGQ)

Fédération québécoise de la faune (FQF)

Fédération québécoise des gestionnaires de zecs (FQGZ)

Ordre des ingénieurs forestiers du Québec (OIFQ)

Québec Forest Industry Council (QFIC)

Regroupement des locataires des terres publiques du Québec inc. (RLTP)

Union québécoise pour la conservation de la nature (UQCN)

EXTERNAL CONSULTATION ON THE NEW LAND USE PLANNING APPROACH

Comments of national associations and agencies

Note: Only comments related to the content of the new land use planning approach are presented.

Subject	Comments	Organization (See list of abbreviations)
General assessment of the proposed approach	- Agrees with the proposed content of the new land use plans.	AARQ
	- The new approach appears easier to align with holistic logic and with the values of First Nations concerning the management of their Territory.	AFNQL
	- In favour of the comprehensive review of the background and structure of land use plans.	FTGQ
	- A review of the public land use plan, as presented, appears to be appropriate and justified, and will no doubt produce the expected results.	FQF
	- Overall, the process seems reasonable, but will it be adhered to in every respect once under way?	FQGZ
	- Very favourable opinion of the new approach since it meets various positions that have already been expressed on the subject.	OIFQ
	- The new approach may help managers, but it will not help citizens to access lands in the domain of the State by any fair yardstick justified by field and impact studies.	RLTP
	- Migrate the concept so that the land use plan becomes an integrated public forest management plan comprising protection and development objectives based on the six sustainable management criteria for forests, development directions, sites of interest, land use map, road access and special management methods.	UQCN
Basic information	- Include traditional ecological knowledge and Aboriginal rights in the basic information.	AFNQL
	- Before developing the land use plans, determine the state of Aboriginal territories and produce a characterization of the land.	
	- Incorporate into the land use plans the management objectives of First Nations and other elements arising from the respect of their rights.	
	- Make available to regional socio-economic stakeholders all of the current information on existing and projected land use plans, and any studies.	QFIC
	- Give consideration to exclusive trapping areas and “free territory” used for trapping.	FTGQ

Subject	Comments	Organization (See list of abbreviations)
Basic information (cont'd.)	<ul style="list-style-type: none"> - Have access to the data required for the preparation, implementation, follow-up and updating of land use plans. - Take into account the interests of the ZECs. - With regard to special elements, what are the criteria used to determine whether an attribute is more special than another? - Do the territorial profiles mentioned on page 5 of the document, which are used in context development, correspond to the documents prepared by the Société de la faune et des parcs du Québec (FAPAQ) entitled "Regional Development Plan Associated with Wildlife Resources"? 	FQGZ
	<ul style="list-style-type: none"> - The Department should reveal the list of territory users, and quantify their presence (days used per year) and the economic impacts of their activities. - The data used for land use planning should be published. 	RLTP
Division of the territory	<ul style="list-style-type: none"> - Agrees with using administrative regions as a basis for the public land use plans, but fears that inadequate division (zone overlapping two neighbouring RCMs) would require modifications to land use planning and development plans. 	AARQ
	<ul style="list-style-type: none"> - The division of land must facilitate the evaluation and maintenance of the quality of Aboriginal territories. 	AFNQL
	<ul style="list-style-type: none"> - The use of administrative regions is a substantial improvement. 	QFIC
	<ul style="list-style-type: none"> - Take into account trapping area limits to avoid having one portion of land in several zones. 	FTGQ
	<ul style="list-style-type: none"> - The ZECs should not be divided into zones. 	FQGZ
	<ul style="list-style-type: none"> - Will the division of territory into zones respect structured wildlife territory limits? - Have a minimum and maximum been set for the area of the zones? 	
Definition of intention	<ul style="list-style-type: none"> - The government should define its intentions concerning trapping for all of the zones. 	FTGQ
Typology of use designations	<ul style="list-style-type: none"> - Does the designation "multiple use with conditions" permit dual use of a portion of the territory, for example, forest and wildlife? - In the examples given for "multiple use with conditions," further specifications should be given in terms of the structured wildlife territories referenced. 	FQGZ
Assignment of use designations	<ul style="list-style-type: none"> - Consider prioritizing a designation for intensive silviculture. - Following the example of the agricultural zone, legally recognize a forest production designation for all forest management units (FMU) to assure the supply of wood processing plants. Set up a joint committee (forest industry – Department Forest Branch and Territory Branch) to explore this approach. 	QFIC
	<ul style="list-style-type: none"> - Take into account trapping activities and trapping rights in the assignment of use designations. - Furbearer trapping could correspond to all of the proposed use designations. However, the harvest rate should be adjusted according to the chosen designation. 	FTGQ

Subject	Comments	Organization (See list of abbreviations)
Assignment of use designations (cont'd)	<ul style="list-style-type: none"> - Consider a use designation for ZECs that would include forest, wildlife and recreational activities. This would allow for the integrated management of resources in a context of sustainable development. - What criteria will be used to determine a priority designation? Will there be a process by which the predominance of one activity over another is determined? - What criteria are used to determine a wildlife habitat assigned a protection designation while another area is assigned strict protection status? 	FQGZ
	<ul style="list-style-type: none"> - Ensure consistency in the assignment of use designations (same designations for similar territories). 	RLTP
Definition of specific objectives	<ul style="list-style-type: none"> - A specific objective concerning the harvest of wildlife resources should be set for all zones containing trapping areas. 	FTGQ
	<ul style="list-style-type: none"> - Immediately integrate into land use plans the forest resource protection and development objectives dealing with maintaining visual landscapes in forested areas (FRPDO 7). - Identify the impacts of certain forest resource protection and development objectives (FRPDO) on land use plans. 	UQCQ
Evaluation of impacts on existing rights and status designations	<ul style="list-style-type: none"> - Make available the results of evaluations of impacts on socio-economic activities before the consultation. 	CIFQ
	<ul style="list-style-type: none"> - The Fédération québécoise des gestionnaires de zecs requests to participate in the impact evaluation process. 	FQGZ
	<ul style="list-style-type: none"> - Determine the priority elements to include in impact evaluations. - Have access to all the documents or plans including the impact evaluation showing shortcomings or issues associated with the harmonious management of public land. 	UQCQ
Land use planning process	<ul style="list-style-type: none"> - The land use plan must reflect the basic needs and values of Aboriginal communities and take into account the development potential for First Nations and the Québec society as a whole. To this end, an analysis of the state of Aboriginal territories and a restoration plan are needed to ensure the maintenance of traditional activities, as well as the cultural and economic development of communities. - The land use plan requires the development of a multi-resource management plan to ensure the full development of Aboriginal territory potential. 	AFNQL
	<ul style="list-style-type: none"> - Consider that use designations assigned to adjacent administrative regions could contribute to the attainment of a given region's objectives. 	QFIC
	<ul style="list-style-type: none"> - Leadership of the land use exercise and the required mediation should be mandated to neutral parties, for both the government stakeholders and the regional stakeholders. 	OIFQ
	<ul style="list-style-type: none"> - Identify the dispute resolution or arbitration method and make available all information used in the resolution of differences. - Integrate into the land use plan strategic planning with regard to access to the territory. 	UQCQ

Subject	Comments	Organization (See list of abbreviations)
Participation of regional and local stakeholders and Aboriginal communities in the land use planning process	<ul style="list-style-type: none"> - Requests the consultation of RCMs at the territory division and use designation assignment stages. - Consultation of RDCs does not appear necessary, since this does not fall within their competence and they often call upon RCMs for this. Let each region determine whether the RCMs or RDCs should determine the public land use plan. 	AARQ
	<ul style="list-style-type: none"> - The participation of First Nations should be based on the consultation protocol developed by the AFNQL. - Implement a joint decision-making structure, based on a government-to-government relationship, to determine a land use plan. 	AFNQL
	<ul style="list-style-type: none"> - Include, from the start, the contribution of all regional socio-economic stakeholders. Early participation of local stakeholders would facilitate comprehension and acceptance of government decisions. - Consult the forest industry (through the Department Forest Branch) in conjunction with RCMs and Aboriginal communities. 	QFIC
	<ul style="list-style-type: none"> - Include trappers (regional associations) in the consultation on the preliminary version of the proposed land use plan. 	FTGQ
	<ul style="list-style-type: none"> - Invite regional wildlife groups (FAPAQ, FQF, FQGZ, Fédération des pourvoiries du Québec [FPQ], FTGQ, Fédération québécoise pour le saumon atlantique [FQSA], Société des établissements de plein air du Québec [SEPAQ]) to the consultation on the preliminary version of the proposed land use plan. 	FQF
	<ul style="list-style-type: none"> - Integrate ZECs into the consultation on the preliminary version of the proposed land use plan. - The consultation document mentions that the comments from organizations consulted could result in changes to the proposed land use plan. The term <i>should</i> ought to have been used, rather than <i>could</i>. 	FQGZ
	<ul style="list-style-type: none"> - Consult the regional stakeholders from the start on major issues and development options in the region. 	OIFQ
	<ul style="list-style-type: none"> - The RLTP requests to participate in the planning process. 	RLTP
	<ul style="list-style-type: none"> - Extend the consultations to include the general public, their representatives as well as various interest groups in order to ensure a true public consultation. - Incorporate a consultation period following the determination of issues and challenges. - Make available, before the consultation, all of the information in the possession of the Department. 	UQCN
Financial support for stakeholder participation	<ul style="list-style-type: none"> - Access to financial support is important for Aboriginal communities to ensure effective participation. - Aboriginal communities must have the technical teams and equipment required to carry out consultation and management activities. 	AFNQL
Approval of land use plans	<ul style="list-style-type: none"> - The land use plans must be approved by First Nations. 	AFNQL
	<ul style="list-style-type: none"> - Submit public land use plans to a prepublication period (like regulations) before they are approved and become effective. 	QFIC
Implementation of land use plans	<ul style="list-style-type: none"> - Explain the functional links to be established between the land use plan and the setting of forest resource protection and development objectives and clarify how First Nations will participate in both processes. 	AFNQL

Subject	Comments	Organization (See list of abbreviations)
Implementation of land use plans (cont'd)	- Fast and continuous access to information is essential for the forest industry in order to ensure compliance of operations with legislation.	QFIC
	- The government stakeholder responsible for trapping must inform trapping permit holders of the use designation assigned to the territory.	FTGQ
	- To ensure compliance with use designations in forest management plans, land use plans must be drawn up before general forest management plans (GFMP).	OIFQ
	- Explicitly identify the formal links between the land use plan and other land use tools, namely the land use planning and development plan.	UQCN
	- Explicitly describe the responsibilities of all parties concerned in the implementation of land use plans.	
Updating of land use plans	- Land use plans should be updated every three years. A five-year period is too long.	FQGZ
	- Plans should be updated on a continuous basis to take into account new government directions (protected areas, intensive forest management units).	OIFQ
Other comments	- Clearly explain to regional stakeholders that the land use plan is part of a larger picture, and that through various actions, the government intends to ensure sustainable development and meet its international commitments.	OIFQ
	- The plans should cover and comply with all the sustainable development criteria.	
	- Implement an integrated resource management policy in support of the land use plan. - Modify the <i>Act respecting the lands in the domain of the State</i> to define the required content of an integrated public land use planning and development plan including development, follow-up and updating procedures. - Include in the land use plans the six sustainable development criteria as defined in the <i>Forest Act</i> .	UQCN

APPENDIX 2

COMMENTS OF ABORIGINAL COMMUNITIES

LIST OF ABORIGINAL COMMUNITIES HAVING PRODUCED A BRIEF

Atikamekw Nation Council (ANC)

Huron-Wendat Nation Council ³ (HWNC)

Mamuitun Tribal Council (MTC)

³ The position of the Huron-Wendat nation on the public land use planning supports the approach proposed by the Assembly of First Nations of Québec and Labrador. This position is presented in Appendix 1.

EXTERNAL CONSULTATION ON THE NEW LAND USE PLANNING APPROACH

Comments of Aboriginal Communities

Note: Only comments related to the content of the new land use planning approach are presented.

Subject	Comments	Organization (See list of abbreviations)
General assessment of the proposed approach	- Agrees with the directions underpinning the new land use planning approach (integration of economic, social and environmental dimensions; support for socio-economic development; integration of regional concerns; harmonization of government action).	ANC
Basic information	- Consideration must be given to Atikamekw occupation of the territory, their rights and knowledge of the territory. - The Atikamekw must be able to participate in the identification of elements to protect and potential to preserve. - A joint environmental evaluation of family territories should be carried out with the government before undertaking the land use planning process. - Consider family territories as Atikamekw territorial units. - The Atikamekw are willing to share their knowledge of the territory provided that the government officially recognize their occupation of the land and that it implement joint mechanisms allowing for the integration of their knowledge and its consideration in land management and development strategies. - Provide the Atikamekw free access to all the information or data on forest resources in the territory of Nitaskinan. Will the information contained in the SIEF system be made available free of charge by the government? Free access to basic knowledge of the territory will certainly help to encourage the community's involvement in forest management.	ANC
	- Indicate the territory of Innu Assi, heritage sites, Innu park projects and Innu planning and development areas in the public land use plans.	MTC
Division of the territory	- Agrees with the use of administrative regions as the territorial base. - Carefully divide the territory to ensure that the zones reflect the multiple interests on the territory.	MTC
Typology of use designations	- The Innu of Mamuitun must be permitted to participate should there be changes to the proposed use designations, which are vague. - Typology adjustments and additions should be possible throughout the land use planning process (designations specific to the Innu to protect the practice of traditional activities and heritage sites).	MTC
Assignment of use designations	- Until the territorial negotiations in progress have been settled, the government must assign the "deferred land use" designation to all Atikamekw traditional territory and agree to provisional management measures.	ANC

Subject	Comments	Organization (See list of abbreviations)
Assignment of use designations (cont'd)	<ul style="list-style-type: none"> - Determine with the Innu of Mamuitun the designations for heritage sites (priority use or multiple use with conditions), Innu parks (protection) and Innu planning and development areas (deferred land use with provisional management measures). - Innus must be responsible for Innu Assi use designations. - Give consideration to the right to the practice of Innu Aitun on the entire territory of Nitassinan and Innu land use units when assigning use designations. 	MTC
Evaluation of impacts on existing rights and status designations	<ul style="list-style-type: none"> - Also evaluate impacts on the rights of First Nations. - The government should develop, in cooperation with the Atikamekw, a new strategic evaluation approach in order to ensure that the directions for land use allow the Atikamekw to continue to practice traditional activities and retain their traditional values. 	ANC
	<ul style="list-style-type: none"> - Extend the impact evaluation to include effects on First Nation ancestral rights, including Aboriginal title. - The Innu request to participate in the evaluation of impacts. 	MTC
Land use planning process	<ul style="list-style-type: none"> - Current territorial negotiations must be considered before new land use plans are defined. - Land use plans must respect Aboriginal rights to practice their activities on the territory and to perpetuate their culture and knowledge. 	ANC
Participation of regional and local stakeholders and Aboriginal communities in the land use planning process	<ul style="list-style-type: none"> - The definition of “formal consultation” is vague. - Steps should be taken as soon as possible to determine procedures in order to ensure a transparent and genuine consultation of the Atikamekw. - Joint management mechanisms must be implemented so that the Atikamekw can participate in the decision-making process, as well as in the planning and management strategies related to the development of the territory they occupy. 	ANC
	<ul style="list-style-type: none"> - Provide for the participation of the Innu of Mamuitun at the same time as the government stakeholders. - Provide for the input of the Innu on the preliminary version of public land use plans before consulting the other regional and local stakeholders. - Allow an Innu representative to join the government representatives during consultation meetings with external stakeholders. - Share with the Innu any adjustments made to the preliminary version of the land use plan following the consultation of regional organizations. 	MTC
Financial support for stakeholder participation	<ul style="list-style-type: none"> - Joint management mechanisms to be implemented to ensure the active participation of the Atikamekw in the public land use planning process must be financially supported by the government. 	ANC
Approval of land use plans	<ul style="list-style-type: none"> - Ensure that the position of the Innu is transmitted to the Minister before the approval of the land use plan. 	MTC

Subject	Comments	Organization (See list of abbreviations)
Implementation of land use plans	<ul style="list-style-type: none"> - Define, together with the Innu of Mamuitun, monitoring methods for activities when in agreement with use designations and impact reduction measures when in disagreement. - Establish clear and specific measures for ensuring the implementation of land use plans in sectoral planning. 	MTC
Follow-up of land use plans	<ul style="list-style-type: none"> - Any given zone should be subject to follow-up at the request of a government stakeholder or any other stakeholder. 	ANC
	<ul style="list-style-type: none"> - The Innu wish to participate in the follow-up of land use plans. 	MTC
Updating of land use plans	<ul style="list-style-type: none"> - The possibility of requesting an update should be open to all (including stakeholders that were not consulted). - Given the responsibilities of the government, the decision to proceed with an update should not be made at the regional level. - A period of five years between comprehensive updates is too long, since the amount of data accumulated during this time will be too great. Updating should be done as often as possible. 	ANC
	<ul style="list-style-type: none"> - The Innu wish to participate in the updating of land use plans. 	MTC

APPENDIX 3

COMMENTS OF NORD-DU-QUÉBEC REGION ORGANIZATIONS

LIST OF NORD-DU-QUÉBEC REGION ORGANIZATIONS HAVING PRODUCED A BRIEF

Hunting, Fishing and Trapping Coordinating Committee (HFTCC)

James Bay Advisory Committee on the Environment (JBACE)

James Bay Municipality (JBM)

James Bay Regional Development Board (JBRDB)

Kativik Environmental Advisory Committee (KEAC)

Kativik Regional Government (KRG)

EXTERNAL CONSULTATION ON THE NEW LAND USE PLANNING APPROACH

Comments of Nord-du-Québec region organizations

Note: Only comments related to the content of the new land use planning approach are presented.

Subject	Comments	Organization (See list of abbreviations)
General assessment of the proposed approach	- Satisfied that the government is reviewing and updating its directions and objectives for regional development.	KRG
	- At first glance, the approach appears acceptable.	HFTCC
	- Agrees with the need to renew the land use planning approach.	JBACE
	- Fully agrees with the steps taken to incorporate use designation changes into a new land use plan.	KEAC
Basic information	- Take into account the Master Plan for Land Use in the Kativik Region.	KRG
	- Give consideration to the occupation and use of the territory by the Crees (family trapping areas, hunting, fishing and trapping rights on the lands, cultural practices, sites of interest).	JBACE
	- A scale of 1/50,000 would be the most appropriate scale for representing the use of the territory by the Crees. Smaller scales could be used later.	KEAC
	- The basic information is sufficient to identify existing uses and potential uses as well as the issues involved in land use planning.	JBM
Division of the territory	- Separate land use plans must be drawn up for lands located north of the 55th parallel due to the vastness of the territory and the unique concerns of the Inuit communities.	KEAC
Evaluation of impacts on existing rights and status designations	- Submit the land use plan to a strategic environmental evaluation.	JBACE
Land use planning process	- Establish and adopt transitional measures before the start of land use planning to avoid uncontrolled land development and competing activities in the region. - Describe the mechanism used to set development priorities and make them known at the outset of the planning process. - Reveal in advance the mediation procedures to be used for resolving any ongoing differences.	KRG
Land use planning process	- The Department must immediately provide its regional offices with the information tools and qualified human resources required in the preparation of a land use plan for the James Bay territory.	JBACE

Subject	Comments	Organization (See list of abbreviations)
Land use planning process (cont'd)	- Establish from the outset of the land use planning process transitional measures to ensure the control of development north of the 55th parallel.	KEAC
Participation of regional and local stakeholders and Aboriginal communities in the land use planning process	- Consult the local and regional authorities at the start of the land use exercise in order to correctly determine the issues affecting the region and help the government determine development priorities in keeping with the vision of local and regional communities.	KRG
	- Include the HFTCC on the list of organizations that will be consulted during land use planning for the Nord-du-Québec region.	HFTCC
	- Ensure the participation of Crees, Jamésiens and interested groups at the start of the public land use planning process for Agreement territory (James Bay and Northern Québec Agreement), i.e., during the collection of information, division of territory into zones and identification of issues and challenges. One organization invited to give its views should be the HFTCC, since the JBACE is not authorized to represent the HFTCC. - Adopt an approach that will permit the information and consultation of all partners from the start of the land use planning process. Establish an information and consultation process in cooperation with the inhabitants of the region to ensure that the land use plan is adapted to the social and cultural context of the population. - Proposal to provide for the contribution of organizations created under the Agreement concerning a new relationship between le gouvernement du Québec and the Crees of Québec (joint advisory table, follow-up committee, joint working groups) that have a good understanding of the interests and concerns of the territory's inhabitants.	JBACE
	- Include northern communities in the consultation process in association with the KRG, including the KEAC or possibly both organizations. - Include the KEAC on the list of consulted organizations.	KEAC
	- Representatives of every Jamésien, Cree and Inuit community must participate in every step of the new land use planning process.	JBRDB
	- The JBM requests to be involved in the land use planning process.	JBM
Financial support for stakeholder participation	- Requests financial assistance from the Québec government to absorb the costs of the project and to ensure that local and regional authorities can participate in the consultation process.	KRG
	- Requests financial support from the government to document and map the activities and interest sites of the Crees on the territory (research in collaboration with the Crees).	JBACE
	- Requests that the Department finance the working meetings for the land use plan for the Nord-du-Québec region due to the vastness of the region.	JBRDB
	- Provide a budget to cover travelling costs to working meetings organized with Cree, Inuit and Jamésien communities.	JBM
Implementation of land use plans	- Clearly determine that the content of other sectoral plans and projects is subordinate to the directions defined in the land use plan.	JBACE

Subject	Comments	Organization (See list of abbreviations)
Other comments	- Implement a communications strategy while emphasizing the predominance of the land use plan to clarify the object of each consultation undertaken by the government, namely by the Department and the Ministère du Développement durable et des Parcs, and any possible interactions that remain unclear or misunderstood.	JBACE