

Land Use Operational Policy Reserves, Designations and Notations

NAME OF POLICY:

Reserves, Designations and Notations

APPLICATION:

Applies to interpretation and use of Land Act

Order in Council Reserves (Section 15),

Map Reserves (Section 16),

Land Act designations (Section 17), and prohibitions of use (Section 66). Applies also to interpretation and use of notations of interest on provincial reference maps.

ISSUANCE:

Assistant Deputy Minister

Crown Land Administration Division

IMPLEMENTATION:

Ministry of Agriculture and Lands

REFERENCES:

Land Act (Ch. 245 R.S.B.C, 1996)

RELATIONSHIP TO PREVIOUS POLICY:

This policy replaces the previous Reserves,

Designations and Notations policy dated August 16,

2004.

K. Mitchell

POLICY AMENDMENT:

Any formal request for an amendment to this policy is to

be directed in writing to the Director, Land Program Services Branch, Crown Land Administration Division.

Warren Mitchell

A/Assistant Deputy Minister

Crown Land Administration Division Ministry of Agriculture and Lands

Date

EFFECTIVE DATE: August 16, 2004 **AMENDMENT NO**: 1 (October 21, 2005) FILE: 11660-00

Crown Land Use Operational Policy: Reserves, Designations and Notations

APPROVED AMEN	NDMENTS:	:					
Effective Date	Briefing Note /Approval	Summary of Changes:					
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1. PURPOSE

To establish policy and procedure governing the use and interpretation of Land Act Order in Council reserves (Section 15), map reserves (Section 16), Land Act designations (Section 17) and prohibition of use (Section 66).

To establish policy and procedure governing the use of notations of interest (short term and extended term) for provincial reference map purposes.

To clarify the relationship between reserve establishment or cancellation and *Land Act* applications and dispositions.

This policy is developed in conformity with the subsidiary agreement with the Ministry of Forests and Range respecting the use of *Land Act* reserves, designations and notations within Provincial Forests.

This policy is developed with consideration for the government's Crown land planning program and its recommended use of reserves, designations and notations in Crown land allocation pursuant to a planning project.

The italicized text in this document represents information summarized from standard Crown land management policies and procedures. This material has been inserted where it provides necessary direction or context. As well, website links offer access to the full text of the relevant land management policies and procedures. Text in standard script is applicable to this policy only.

2. PRINCIPLES AND GOALS

Provincial employees act in accordance with applicable legal requirements when making decisions. The <u>Guiding Principles</u> are a summary of key administrative and contract law principles which guide provincial employees.

This policy is part of a series of policies that have been developed to help provincial staff use business and legal principles to achieve the government's goals with respect to the management of Crown land in a manner that is provincially consistent, fair and transparent. To that end, this policy also serves as a communication tool to help the public understand how the Province of BC makes decisions respecting Crown land.

3. DEFINITIONS

Administrative Instrument (AI) means a formal legal mechanism, or informal administrative measure, employed by the province to provide for the management or use of Crown land. Administrative instruments include written procedural agreements between the authorizing agency and other agencies; mechanisms used to reserve, withdraw, designate, or record an interest in Crown land; and devices used to transfer Crown land and/or the authority to manage Crown land to other agencies.

Authorizing agency means the provincial ministry responsible for the specific land use authorization.

Land Act Designation means withholding of Crown land from dispositions under the

Land Act except for a designated use(s) and any compatible use(s). It is established pursuant to Section 17 of the Land Act when the Minister considers it advisable in the public interest to designate the most desirable use of an area of Crown land. A Land Act designation may be amended or cancelled by the Minister.

- Map Reserve means a withdrawal from disposition, established by the authorizing agency on behalf of the Minister, to temporarily withdraw or withhold Crown land from alienation for all purposes. It is established pursuant to Section 16 of the Land Act, and is formally entered in the records of the authorizing agency.
- **Notation of Interest Short Term** means a two year recording on provincial reference maps of a short term interest in Crown land by another provincial ministry or agency. It is not a reserve, withdrawal or designation under the *Land Act*, and does not preclude the acceptance of applications or disposition of Crown land.
- Notation of Interest Extended Term means a maximum five year recording on provincial reference maps of an interest in Crown land by another provincial ministry or agency, which requires longer term or continuous consideration than is provided in a notation of interest short term.
- Order in Council (O.I.C.) Reserve means a reserve established by authority of the Lieutenant Governor in Council to withdraw Crown land from disposition in recognition of a specific value or attribute. It is established pursuant to Section I5 of the Land Act and acts to bring the reserve to the attention of Cabinet. An O.I.C. reserve is an absolute reservation during its term and can be cancelled or amended only by another Order in Council.
- **Prohibition of Use** means the prohibition of a specific use of an area of Crown land by Order in Council. A prohibition of use is established over Crown land by the Lieutenant Governor in Council pursuant to Section 66 of the *Land Act*, and can be cancelled or amended only by another Order in Council.

4. ABBREVIATIONS

BCA - BC Assessment

ha. - Hectare

MAL - Ministry of Agriculture and Lands

MOU - Memorandum of Understanding

O.I.C. - Order in Council

5. APPLICANT ELIGIBILITY

Federal and provincial government agencies, government corporations may apply for the establishment of reserves and/or withdrawals.

The government of Canada can apply for Transfers of Administration and Control. Federal and provincial government agencies can apply for transfers of administration.

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6. FORM OF LAND ALLOCATION

Refer to Appendix 1 for a summary of the forms and terms of Crown land allocation available for reserves and notations.

For more detailed standard policy information see Form of Crown Land Allocation.

6.1 Order in Council Reserve (Section 15)

An Order in Council (O.I.C.) reserve is established by authority of the Lieutenant Governor in Council in order to withdraw Crown land from disposition in recognition of a specific value or attribute. An O.I.C. reserve is used in special circumstances where a temporary withdrawal (Section 16) is insufficient to safeguard an acknowledged public interest or concern.

An O.I.C. reserve is established for a specific term, with a minimum term of 5 years. It is an absolute reservation during its term, and can only be cancelled or amended by a further Order in Council.

6.2 Map Reserve (Section 16)

A map reserve is a withdrawal of an area from disposition, within or outside a municipal boundary, established by the authorizing agency on behalf of the Minister, to temporarily withdraw for five years or less or withhold Crown land from alienation.

6.3 Land Act Designation (Section 17)

A *Land Act* designation is established to permit the orderly development of a designated area for a specified use (or uses) through the Crown land application process. *Land Act* designations may be identified to implement a planned disposition project for a variety of non-forest uses (intensive agriculture, controlled recreation (ski), commercial development).

A Land Act designation is established for a specific term, with a maximum period of five years.

Uses identified as compatible or associated with the designated use may be authorized subject to the specifications of the notice used to establish the area.

6.4 Notation of Interest

A notation of interest – short term is established in recognition of a short term interest in Crown land by a provincial ministry or agency. It is recorded on provincial reference maps, but does not preclude the acceptance and adjudication of Crown land applications in the subject area.

A notation of interest – short term may be used to ensure referral of land applications to agencies or ministries whose mandate, programs or interests dictate a concern with the nature, extent and/or conditions associated with Crown land disposition in a specific area. It may also be used to ensure the involvement of such agencies in planned disposition projects.

A notation of interest – short term is established for a specific term, not to exceed two years. A short term notation is not renewable.

A notation of interest – extended term is established in recognition of an interest in Crown land by a provincial ministry or agency which requires a longer term consideration than is provided in a notation of interest – short term.

Similar to a short term notation of interest, an extended term notation is recorded on provincial reference maps, and does not preclude the acceptance and adjudication of Crown land applications in the subject area.

A notation of interest – extended term may be used to ensure referral of land applications and involvement in planned disposition. A notation of interest – extended term may be used to record such long term interests in Crown land as the location of trails, timber sale areas, grazing licences and woodlot licences.

A notation of interest – extended term is established for a maximum of five years.

6.5 Prohibition of Use - Order in Council (Section 66)

A prohibition of use is established by the Lieutenant Governor in Council to prohibit specific activities from occurring in designated areas of Crown land. It is not used as a means of regulating the Crown land application process or planned disposition process. A prohibition of use may be applied in circumstances where the restriction of a specific use or activity on Crown land is deemed in the public interest.

7. PRICING POLICY

7.1 Administrative Fees

Application fees for tenures, and other administrative fees, are payable to the Province of BC. These fees are set out in the fee schedules contained in the <u>Land Act Fees</u>
<u>Regulation</u>

7.2 Rentals

There are no rentals charged for any reserve, designation or notation of interest.

8. ALLOCATION PROCESSES

8.1 General Policy

Procedures for establishment of administrative instruments are shown schematically in Appendix 1. Refer to Central Ministry Services Manual, for detailed procedures respecting orders in council.

The establishment of an administrative instrument in favour of a provincial ministry or agency may authorize the government body to place, construct, maintain or operate any works, structures or other improvements on the reserved land as per Section 15 and 16 of the *Land Act*.

Approval authority for all map reserves, *Land Act* designations, and notations of interest rests with the authorizing agency.

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Approval authority for O.I.C. reserves and prohibition of use rests with the Executive.

All administrative instruments are subject to a five year review to determine the necessity of continuation, or of extension for an additional period of up to five years. Approval for such renewals rests with the authorizing agency, except where an Order in Council is required.

8.2 Recording, Evaluating and Reporting Activities

A proposal to establish, amend or cancel any administrative instrument is made in writing to the appropriate regional office location.

A proposal is to be accompanied by a map of the desired area and full details concerning need and requirements.

Proposals may be made by the Manager, Director or other senior official of another provincial ministry or agency.

Once the application is complete, the authorizing agency establishes a file, makes a request for status (generally all applications are statused) and completes any required field inspections and referrals deemed necessary to assist in the adjudication process. A recommendation is then made.

8.3 Adjudication Activities

Following a positive adjudication, the authorizing agency undertakes the following:

- the proposed instrument is recorded on regional records; and
- records the reserve, designation, etc. in the Registry Access Tool of Tantalis.

The authorizing agency is responsible for adjudication of all proposals for all administrative instruments. Subject to a positive adjudication, map reserves, *Land Act* designations and notations may be established, amended or cancelled by the authorizing agency using the notices outlined in the Appendices.

Where a proposal for a reserve or *Land Act* designation may lead to inter-agency or land use conflict, the authorizing agency may establish a short term notation of interest. This action will permit the authorizing agency to request the proponent agency to prepare a report, pursuant to section 35 of the *Land Act*. The report will substantiate the proposal in detail and establish the means of minimizing potential conflict.

Following a positive regional adjudication of a proposal for an instrument requiring Order in Council the authorizing agency is required to follow standard OIC administrative procedures.

Upon approval of an Order in Council, map reserve, *Land Act* designation or notation, the following activities are required:

• the authorizing agency signs a notice (see appendices) establishing the map reserve, designation or notation and places it on file (in the case of an Order in Council, the order is signed by Cabinet);

- the authorizing agency advises the proponent of the decision, and notifies agencies as appropriate;
- the reserve, designation, notation or prohibition is entered on regional maps;
- regional computer records are created, and review date established; and

8.4 Review, Renewal and Cancellation Activities

Procedures for review, renewal and cancellation of administrative instruments are shown schematically in Appendix 1.

Review of all administrative instruments may be undertaken in advance of the expiry date of the instrument or within five years from the date of establishment, whichever comes first.

A review is to be conducted with consideration of the following:

- the number of years the reserve, designation, prohibition or notation has been in effect:
- the conditions and provisos contained in the notice establishing the instrument;
- the degree to which public interest is served by renewal or continuance; and
- other factors deemed important by provincial staff.

Where a map reserve, designation, or notation has been in place for more than one five year term, the ministry or agency in whose favour the instrument has been placed is notified at least 90 days prior to the expiry date (or 5th anniversary) that cancellation will occur unless justification for renewal is received 30 days prior to expiry of the instrument.

Where the continuance or renewal of an instrument is not justified to the satisfaction of the authorizing agency the map reserve, designation, or notation is to be cancelled and deleted from provincial records following the sequence of events outlined above (Adjudication Activities), but for cancellation rather than establishment.

Where, in the opinion of the authorizing agency, the five year review of an Order in Council instrument indicates that continuance is unnecessary, the authorizing agency is to initiate a proposal to the appropriate agency, requesting cancellation. The cancellation proposal is to contain a draft rescinding the Order in Council and full supporting documentation, and is developed and processed following the sequence of events above. Notice of cancellation is to be made by the authorizing agency, and adjustments made on files and records.

In the case of map reserves for recreational purposes (including those formerly referred to as U.R.E.P. reserves), a copy of the notice of establishment, amendment, or cancellation is to be forwarded to the appropriate section within Ministry of Forests and Range or Ministry of Environment, Parks Branch.

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9. LAND APPLICATIONS AND EXISTING TENURES

9.1 General Policy: Applications

Applications are not accepted for Crown land in areas withdrawn from disposition under a Section 15 Order in Council reserve or Section 16 map reserve, except for temporary permits under Section 14, and for rights of way and easements under Section 40.

Applications may only be accepted in Section 17 areas for the designated use or uses, and any other uses listed on the notice establishing the Section 17 area and otherwise deemed compatible with the designated use(s) by the authorizing agency.

Applications are not accepted in Section 66 prohibited use areas for those uses which are prohibited by the establishing Order in Council.

Applications for Crown land may be accepted in notation of interest areas. All applications are to be referred for comment to the provincial ministry or agency in whose interest the notation has been recorded. Comments are to be solicited and evaluated in accordance with standard referral policy and procedures

Applications for Crown land which are processed within one year of the cancellation of a reserve or *Land Act* designation are to be advertised according to standard Crown land management policy.

9.2 General Policy: Erroneous Issuance of Tenures

If it is determined appropriate, the province may honour tenures mistakenly issued for land covered by a Section 15 O.I.C. reserve. Extensions of term and tenure replacements, however, may not occur unless the O.I.C. expires or the subject area is deleted by O.I.C. Where it is determined that an erroneously issued tenure should not remain in effect, Section 44 of the *Land Act* may be used to cancel the disposition. However, government exposure to liability to pay compensation should be considered before undertaking the cancellation.

The erroneous issuance of a tenure on Crown land covered by a Section 16 map reserve constitutes a cancellation of the map reserve over the land covered by the disposition.

A verbal commitment made by the province to dispose of reserved Crown land is not binding on the government. If the commitment is to be honoured, the Section 15 O.I.C. reserve must be cancelled by an Order in Council. A Section 16 reserve is automatically cancelled upon issuance of tenure, but requires formal cancellation or amendment in provincial records.

9.3 General Policy: Existing Tenures

Section 15 and Section 16 reserves as well as Section 17 designations may be placed over land that has been disposed by means other than Crown grant. To do so has no effect on the existing tenure.

10. RESERVES, DESIGNATIONS, AND CROWN LAND PLANNING PROJECTS

10.1 General Policy: Applications in Planning Areas

Applications for Crown land in an area in which a Crown land plan is being prepared are not accepted if their approval would prejudice the outcome of the planning project [see Land Act, Section 17(2)].

10.2 General Policy: Review of Instruments

All existing *Land Act* administrative instruments are to be reviewed as part of Crown land planning projects undertaken by the authorizing agency. Recommendations respecting continuance and renewal of such instruments are to be presented as part of the recommendations of the planning project.

Where an existing Land Act instrument is reviewed as part of a Crown land planning project, the ministry or agency on whose behalf the instrument has been established is to be notified by the authorizing agency and requested to participate in the planning process.

Where a Crown land planning project recommends continuation or renewal of an existing administrative instrument, the following recommendations are to be considered in the planning document: (i) specific management guidelines that may apply, and (ii) boundary adjustments to optimize the use of Crown land in the plan area.

Where an approved Crown land planning project recommends cancellation of a *Land Act* instrument within the plan area, the authorizing agency is to initiate cancellation proceedings using the sequence of events outlined in this policy.

11. VARIANCE

Any decision that would vary from this policy must be made by the Assistant Deputy Minister, Crown Land Administration Division, Ministry of Agriculture and Lands.

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Appendix 1. Summary of Administrative Instruments

TYPE OF INSTRUMENT	PURPOSE AND USE	APPROVAL AUTHORITY	TERM
Order-in-Council Reserve (S.15 <i>Land Act</i>)	 Reserves Crown land from alienation as a result of an acknowledged value or concern An absolute reservation; can only be cancelled or amended by a further Order-in-Council May be used where the land is of key or critical significance in a regional or provincial setting; or where it is in public interest to protect land and maintain long-term options 	Executive for initial and renewal decision	Specific term Minimum 5 years Subject to review
Map Reserve (S. 16 Land Act)	 Temporarily withdraws Crown land from disposition May be used to support Crown land planning project designations for management by another agency or market development by the Ministry 	Manager for initial and renewal decision	Specific term Maximum 5 years Renewal subject to review
Land Act Designation (S. 17 Land Act)	 Withdraws Crown land from all dispositions except for a designated use and compatible uses; land applications compatible with the designated use may be entertained May be used to support and secure decisions of a Crown land planning project for land disposition 	Manager for initial and renewal decision	Specific term Maximum 5 years Renewal subject to review
Notation of Interest	 A recognition of interests by a Ministry or agency recorded on reference maps Land applications are referred to the agency whose interest has been recorded, to provide input to the adjudication process Applications are referred to the interested agency for comment Notations may be placed over areas covered by reserves or designations 	Manager for initial decision	Specific term Short Term-Maximum 2 years Extended Term-Maximum 5 years Renewal subject to review
Prohibition of Use - Order-in-Council (S. 66 <i>Land Act</i>)	 Allows Lieutenant Governor in Council to prohibit specific uses of Crown land in a designated area 	Executive for initial and renewal decision	Specific term Maximum 5 years Renewal subject to review
Transfer of Administration Provincial Ministries (Order-in-Council) (S. 106 Land Act)*	Transfers the administration of Crown land to another provincial agency by Order-in-Council Used when it is in public interest to have land administered by agency with more specialized interest or resource managemen mandate		Specific term Minimum 5 years Renewal subject to review
Transfer of Administration and Control Gov't of Canada (Order- in-Council) (S. 31 Land Act) *	Used to transfer Crown provincial lands to Canada	Executive for initial and renewal decision	Specific term 60 years or for so long as required Renewal subject to review

^{*}See Land and Management Transfers for details of these instruments.

Appendix 2. Section 16 Reserve: Sample Notice of Establishment, Amendment, Cancellation or Continuation

NOTICE OF ESTABLISHMENT OF SECTION 16 MAP RESERVE

AMENDMENT CANCELLATION CONTINUATION

WHEREAS: The undersigned has been charged with the administration of Section 16 of

the Land Act; and

WHEREAS: The undersigned considers it advisable in the public interest to

(establish/amend/cancel/continue) a Map Reserve over the area identified

on the attached map; then

(IN THE CASE OF ESTABLISHMENT)

THEREFORE: The Crown land area outlined on the attached map is hereby temporarily

established as a Map Reserve on behalf of the (ministry or agency) due to its importance for (specific value or interest), for a period of (number not to

exceed 5) years, effective (date).

(OR, IN THE CASE OF CANCELLATION)

THEREFORE: The existing Map Reserve, established (date) on File (number) and shown

on the attached map is hereby cancelled, effective (date).

(OR, IN THE CASE OF AMENDMENT)

THEREFORE: The existing Map Reserve, established (date) on file (number) and shown

on the attached map is hereby amended by the (addition/deletion) of Crown land outlined in red. The (addition/deletion) is to remain in effect for a period

of (number not to exceed 5) years, effective (date).

(OR, IN THE CASE OF CONTINUATION)

THEREFORE: The Crown land area outlined on the attached map is hereby temporarily

continued as a Map Reserve on behalf of the (ministry or agency) due to its importance for (specific value or interest), for a period of (number not to

exceed 5 years), effective (date).

Authorized Signatory Date Signed

cc: i.e. Proponent ministry or agency.

Surveyor General Division, Land Title and Survey Authority

Ministry of Forests and Range

Ministry of Environment, Parks Branch.

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Appendix 3. Section 17 Land Act Designation Sample Notice of Establishment, Amendment, Cancellation or Continuation

NOTICE OF **ESTABLISHMENT** OF SECTION 17 LAND ACT AMENDMENT DESIGNATION CANCELLATION CONTINUATION WHEREAS: The undersigned has been charged with the administration of Section 17 of the Land Act; and WHEREAS: The undersigned considers it advisable in the public interest to (establish/amend/cancel/continue) a Land Act designation over the area identified on the attached map; then (IN THE CASE OF ESTABLISHMENT) THEREFORE: The Crown land area outlined on the attached map is hereby temporarily established as a Section 17 Land Act designation for (primary use or purposes) Use/Purposes for a period of (number not to exceed 5) years. The area is hereby withdrawn from disposition under the Land Act for any purpose or use other than the above and others deemed compatible with or ancillary to the above by the undersigned, effective (date). (OR, IN THE CASE OF CANCELLATION) THEREFORE: Crown land under the existing Land Act designation, established (date) on file (number) and shown on the attached map is hereby cancelled, effective (date), and is available for disposition under the Land Act. (OR, IN THE CASE OF AMENDMENT) THEREFORE: The existing Land Act designation, established (date) on file (number) and shown on the attached map is hereby amended by the (addition/deletion) of Crown land outlined in red. Lands remaining within the amended Land Act designation are withdrawn from disposition under the Land Act for a period of (number not to exceed 5) years for any purpose or use other than (primary use or purpose), and others deemed compatible with or ancillary to the above by the undersigned, effective (date). (OR, IN THE CASE OF CONTINUATION) THEREFORE: The Crown land area outlined on the attached map is hereby temporarily continued as a Section 17 Land Act designation for (primary use or purposes) Use/ Purposes for a period of (number not to exceed 5) years. The area hereby continues to be withdrawn from disposition under the Land Act for any purpose or use other than the above and others deemed compatible with or ancillary to the above by the undersigned, effective (date).

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Date Signed

Authorized Signatory

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cc:

i.e. Proponent ministry or agency. Surveyor General Division, Land Title and Survey Authority

Ministry of Forests and Range Ministry of Environment, Parks Branch.

Appendix 4. Notations of Interest: Sample Notice of Establishment, Amendment, or Cancellation

NOTICE OF ESTABLISHMENT NOTATION OF INTEREST

AMENDMENT CANCELLATION

WHEREAS: The undersigned has been charged with the administration of the Land Act;

and,

WHEREAS: The undersigned considers it advisable to (establish/amend/cancel) a

Notation of Interest (Short Term/Extended Term)over the area identified on

the attached map; then

(IN THE CASE OF ESTABLISHMENT)

THEREFORE: A Notation of Interest (Short Term or Extended Term) is established over

Crown land shown on the attached map to record the interest of (ministry or agency) in the area due to its importance for (specific value or interest) for a period not to exceed (number not to exceed 2 years for short term, and 5 years for extended term) years. Applications for Crown land in the above

area are to be referred to (ministry or agency) for comment and consideration in the adjudication of such applications, effective (date).

(OR, IN THE CASE OF CANCELLATION)

THEREFORE: The existing Notation of Interest (Short Term or Extended Term) established

(date) on file (number) and shown on the attached map is hereby cancelled,

effective (date).

(OR, IN THE CASE OF AMENDMENT)

THEREFORE: The existing Notation of Interest (Short Term or Extended Term),

established (date) on file (number) and shown on tile attached map is hereby amended by the (addition/deletion) of Crown land outlined in red. The (addition/deletion) is to remain in effect for a period of (number riot to exceed 2 years for short term and 5 years for extended term) years, during which applications within the amended Notation of Interest area are to be referred to (ministry or agency) for comment and consideration in the

adjudication of such applications, effective (date).

Authorized Signatory Date Signed

cc: i.e. Proponent ministry or agency.

Surveyor General Division, Land Title and Survey Authority

Ministry of Forests and Range

Ministry of Environment, Parks Branch.