

Clayoquot Sound Coastal Plan – Scoping Document

1.0 Rationale

The Central Region Board (CRB) of Clayoquot Sound has been assigned the responsibility of preparing a scoping exercise for a coastal planning study for Clayoquot Sound. During late 2000 and early 2001, the CRB invited several different people to meet with them to discuss various aspects of coastal planning. These meetings addressed:

- Review of similar processes,
- Review of LUCO experience with various coastal planning initiatives,
- Review of LUCO coastal inventory data,
- Workshop on coastal planning issues in Clayoquot Sound,
- Presentations on coastal zone management from the federal perspective,
- Presentation on Ecotrust Canada proposal to develop and monitor a conservation-based shellfish economy in Clayoquot Sound, and
- Joint meeting of CRB/Central Region Chiefs with BCAL.

As a result of these discussions, the CRB decided that it was interested in further pursuing the idea of developing a coastal plan for Clayoquot Sound. This document is the next step in that process. It outlines a proposed work plan and consultation process. It was developed based on significant input from the CRB, as well as contact with most of the primary government agencies.

The CRB acknowledges that the Nuu-chah-nulth Tribal Council (NTC) is engaged in treaty negotiations as part of the B.C. Treaty Process. It is the intention of the CRB that this scoping exercise and the activities and issues described in this document are, and are intended to be, without prejudice to the NTC position in these ongoing treaty negotiations and any claim the NTC or individual First Nation may make in respect of those negotiations. Neither this scoping exercise nor any activities carried out pursuant to this exercise will abrogate or derogate from the provisions of the Clayoquot Sound Interim Measures Extension Agreement.

The CRB further acknowledges that a coastal plan for Clayoquot Sound will respect existing jurisdiction over issues dealt with in the plan and will not alter or replace the existing statutory authority or responsibility of government agencies or the rights associated with legally established land and water uses.

2.0 Issues

Some of the more compelling issues that a plan is required to address include the following.

2.1 Overall

- The need for an integrated plan vs. separate plans for the various land and marine uses
- The need for greater certainty with respect to allocation of land and water uses, given the fact that there are various demands that potentially compete for resources, e.g., protection of environmental and cultural resources, recreation and tourism, various types of aquaculture, forestry, settlement, etc.
- Growth in tourism, public recreation, aquaculture (shellfish, finfish and marine plants), and seasonal residential development placing stress on resources and interactions
- The need to identify compatible and non-compatible uses to support multiple uses where appropriate
- Increasing difficulties providing effective management and administration of coastal Crown lands
- In the absence of a plan, resource use controversies develop, public and interest groups grow frustrated, and economic investments are reduced

2.2 Recreation and Tourism

- Need for balance in designations for recreation vs. tourism to accommodate existing and potential tourism operations **and** the importance of providing opportunities for public use
- Density of tourism and recreational use should not exceed environmental or social carrying capacity
- Need to minimize issues between recreation and other activities, and among different types of recreational activities
- Recognition of the economic value of scenic resources as they contribute to recreation and tourism

2.3 Environment

- Protection of water quality and fish habitat as prime considerations
- Protection of ecological integrity, including sensitive ecosystems for fish and wildlife
- Impacts of settlement and recreational use on the environment, including boating impacts, discharges from float homes, consideration of the tourist "footprint"
- Impacts of industrial operations (including aquaculture, forestry) on the environment, including site-specific and broader effects

2.4 Culture and Heritage

- Protection of rivers, Reserves, traditional village sites, traditional landmarks, traditional First Nations food sources, medicinal plants, cedar trees, spiritual sites, and other historical sites
- Need for opportunities to highlight First Nations culture in recreation and tourism
- Support for opportunities to involve First Nations people in tourism and other industries

2.5 Settlement

- Allocation of settlement uses only where there is a safe and sufficient fresh water supply
- Provision of adequate space for First Nations' housing with appropriate access
- Perceived overabundance of float homes and illegal float homes

2.6 Aquaculture

- Siting and number of finfish aquaculture operations, and need to relocate some based on Salmon Aquaculture Review siting guidelines
- Increasing number of shellfish and marine plant aquaculture operations, and need to site these to minimize conflicts with other uses
- Conflicts of aquaculture with traditional use by First Nations, including shellfish collection
- Conflicts of aquaculture with other activities, including recreation and tourism

2.7 Forestry and Other Industry

- Visual impact of forestry operations
- Location of log dumps and access points in relation to other uses and environmental impacts
- Need to integrate forest planning with planning of the marine environment

2.8 Process

- The referral process currently does not give adequate time for First Nations to provide meaningful input.
- Tenures are being granted for too long a time frame, from the perspective of First Nations.
- Many of the aquaculture licences are currently expired, and require due process to continue operations.

2.9 Summary

Many inventory and forestry studies have been carried out in Clayoquot Sound, but none have addressed the analysis and integration of different interests, particularly in the land/marine interface. An integrated plan that addresses the concerns of the First Nations, other government agencies and communities in Clayoquot Sound would greatly facilitate planning and resource allocation in the future.

Coastal land use planning should include the federal government in connection with issues involving federal jurisdiction and other issues, where appropriate. However, the coastal land use plan for Clayoquot Sound should not deal with issues related to the allocation of commercial fisheries as these issues are currently being dealt with by other bodies.

3.0 Purpose

The purpose of the coastal plan is to allocate land and water uses so that conflicts are reduced, impacts on the environment are minimized, and the approval process for proposed facilities or alterations is streamlined.

The plan will present a common statement of intent on the part of participating agencies (federal, provincial, First Nations, regional district, and local) on how the coastal lands and water will be managed and developed over the next ten years. The plan will incorporate significant input from interest groups and the public.

The plan will respect the distinct and overlapping jurisdictions. It will not alter the statutory authority or responsibility of government agencies or the rights associated with legally established land and water uses. Each agency will implement the plan according to its own regulatory authority, e.g., local government through Local Government Act, BCAL through Commercial Tenure on Crown Land Policy.

The plan will not interfere with or prejudice the Treaty process.

4.0 Proposed Study Area Boundary

The boundary is the area required to adequately address the interface between land and water resources and uses, considering geographic, ecological and social processes. The following are the proposed boundaries:

- upland boundary – extent of Scientific Panel proposed marine riparian reserve, i.e. 100 metres inland from the seaward edge of forest vegetation, or to the inland limit of shore-associated features (e.g., sand dunes, lagoons), whichever is greater. For lagoons, establish a reserve along the inland shore.

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- seaward boundary – combine (overlay) existing administrative boundaries, features and use areas (e.g. Pacific Rim National Park boundary, islet clusters, sport fishing areas) and draw the study area boundary to include all of these.
- Kennedy Lake – include Kennedy Lake since it is an extension of the sea and subject to the same issues and need for an integrated plan. Current process for Kennedy Lake relates primarily to fisheries management.
- north and south – extend north to Barkley Sound and south to Nootka Sound coastal study boundaries

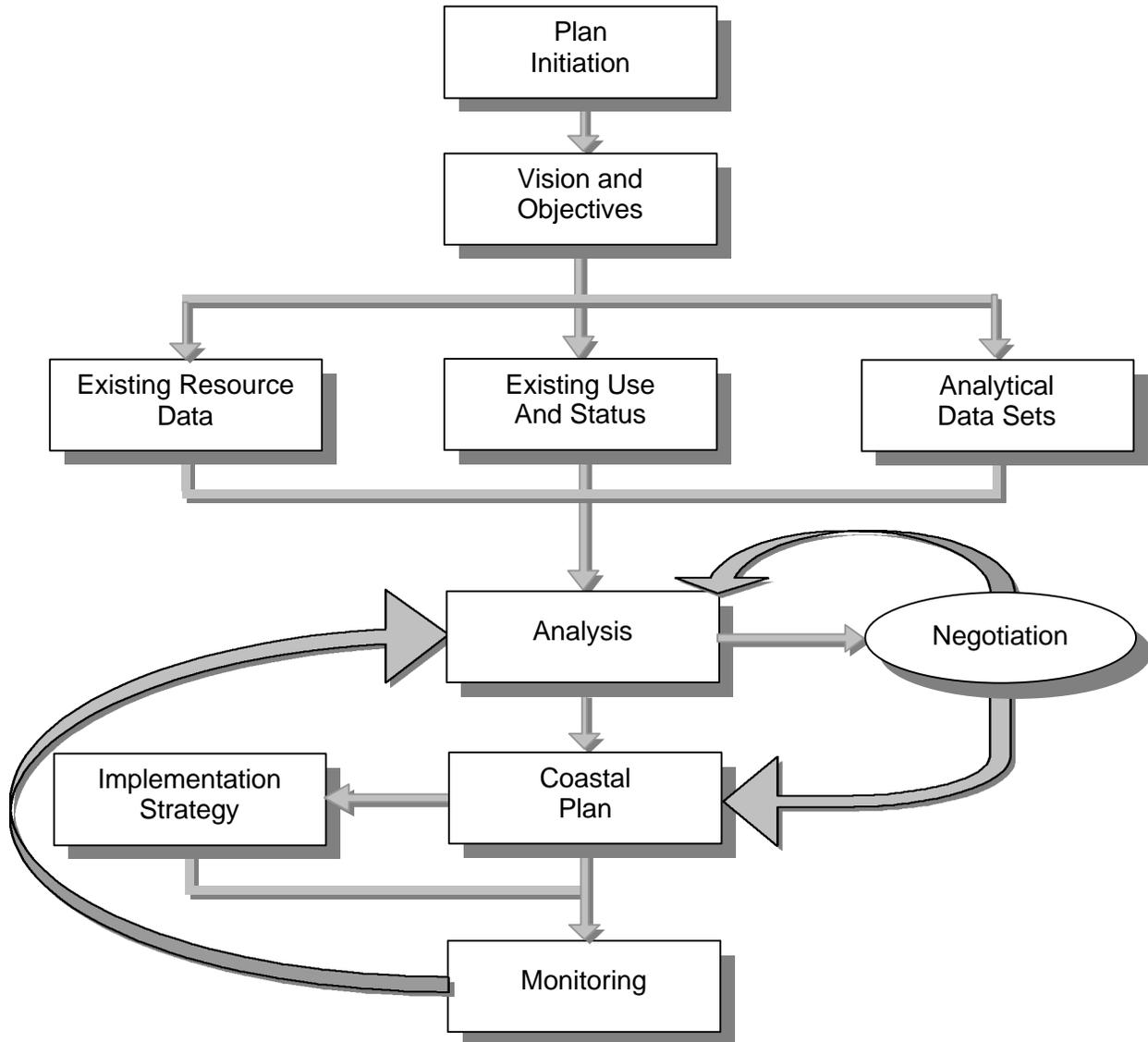
5.0 Work Plan Tasks

The anticipated tasks are described below and illustrated on the next page:

5.1 Plan Initiation

- Obtain approval of the Terms of Reference (essentially this document) from the CRB, Central Region Chiefs, and IAMC. Determine with these groups how decisions will be made. It is assumed that decisions will be made by the Parties together, i.e. Province and First Nations.
- Once approved, establish a schedule for the project. Based on the Nootka coastal planning process, a time frame of 18 months is likely realistic.
- Appoint a coordinating agency. The role of this agency will be to organize the participants and the process, but not to “lead” the process, since it will be a collaborative effort. The options for coordinating agency include: LUCO, Alberni-Clayoquot Regional District, the CRB, or DFO.
- Appoint a planning team, including a facilitator, report writer, and mapping technician. (More than one of these roles may be fulfilled by one person, e.g. facilitator and report writer.)
- Contact the primary agencies involved in managing use of the coastal environment. Confirm their interest in being guided by a coastal plan and their commitment to accept the Terms of Reference and participate in the project.
- Inform the public and all potential participants (see Section 6.0) of the project, and make the Terms of Reference available for their review and comment.

- Select the members of the Technical Committee (see Section 6.0). Establish working protocols, responsibilities and a detailed schedule for the work.



5.2 Vision and Objectives

- Develop a vision and objectives for the coastal environment of Clayoquot Sound, with broad input from all interests. This will serve as a guide for planning, and a basis for evaluation of alternatives. Strive for consensus on the vision and objectives.

5.3 Existing Resource Data

- Identify the biophysical and cultural resource information required for this planning effort.

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- Compile relevant geographic information on existing biophysical and cultural resources into a computer GIS on a 1:20,000 scale TRIM base. Collect relevant descriptive information that goes beyond what can be stored in the GIS. The following is a draft list of data (beyond what is included on TRIM maps):
 - **Marine biological information** – including salmon-bearing streams, estuaries, marine plant habitat (e.g., kelp beds, eel grass), special fish spawning, rearing areas and runs, marine mammal distribution (e.g., haulouts and rookeries), marine bird distribution (nesting areas and colonies), rare and endangered species locations, migration and rearing areas, sensitive marine habitat, clam beaches.
 - **Terrestrial information** – including old growth (forest cover Terrestrial Ecosystem mapping), environmentally sensitive areas (e.g., bird habitat, mammal habitat, wetlands, rare and endangered species), visually sensitive areas, mineral resources.
 - **Cultural and Heritage information** – including traditional use areas, archaeological sites, landmarks, former village and campsites, settler sites of historic interest. A First Nations group will be involved in determining what and how traditional use and archaeological information will be addressed in this plan. All sensitive information will be generalized as required to ensure confidentiality and protection of sensitive sites.

5.4 Existing Use and Status

- Identify the existing use and land status information required for this planning effort.
- Compile relevant geographic information on existing use and status into the computer GIS and adjust if required to a 1:20,000 scale TRIM base. Collect relevant descriptive information that goes beyond what can be stored in the GIS. The following is a draft list of data:
 - **Existing Use** – including First Nations use areas (for harvesting, camping, cultural use, spiritual use)¹, tourism facilities, features and use areas (including kayak routes, campsites, trails, marinas, resorts, dive sites, etc.), recreation resources, public recreation sites, designated safe anchorages, commercial and sport fishing areas, marine carrier anchorages and routes, shellfish harvest areas, industrial sites, log dump and storage areas, unauthorized use of Crown land.
 - **Status** – private land, protected areas, recreation reserves, tenures and applications for tenure (for shellfish, finfish, minerals, commercial recreation, etc.), shellfish closure areas, community plans.

5.5 Analytical Data Sets

- Identify the pre-existing analytical data sets required for this planning effort. These are analytical maps prepared by others for specific purposes.
- Compile relevant analytical data sets into the computer GIS and adjust if required to a 1:20,000 scale TRIM base. The following is a draft list of data sets:
 - Aquaculture capability,
 - Tourism capability,

¹ To be identified and addressed by First Nations group, as for cultural and heritage information.

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- Marine wildlife habitat capability,
- Mineral and oil and gas potential.

5.6 Analysis

- Work with the GIS data to develop a map showing the areas of highest and moderate importance to each primary topic. Some of these maps may already exist. The following is a draft list of these maps:
 - Environmental sensitivity,
 - Aquaculture (use and capability),
 - Tourism (use and capability),
 - Recreation (use and resources),
 - Forestry (existing and future use),
 - Other Industrial (commercial fishing, marine transportation, processing facilities, minerals),
 - Settlement (existing rural and community settlements and potential growth areas).
- Combine (overlay) above maps to determine the extent of overlap (or potential conflict) among interests.
- Identify designations to be used in the plan, along with permitted uses and potential policies or management strategies relevant to each category of designation.
- Prepare a matrix illustrating the level of compatibility between all types of land and marine uses.
- Develop criteria for determining the primary designation of map units, and when a secondary designation should apply. For example, it may be determined that wetlands are to be designated as Conservation areas, no matter what other interests there are in the area. It may be determined that any area mapped as being environmentally sensitive has conservation as a secondary, if not a primary designation.

5.7 Coastal Designation Plan

- Use the analytical maps to develop planning units. These will be areas with similar resource, use and status attributes. The overlay map of all interests will need to be generalized. This will be done with respect for attributes that are the most important in combination with those that are mapped with the greatest accuracy.
- Develop a first draft of the coastal designation plan, noting primary and secondary designations for each planning unit. Note optional designations where applicable.
- Compare draft plan with other approved plans (e.g., forestry plans) to ensure consistency. Revise as required.
- Prepare a draft report summarizing the coastal plan. The report will include:
 - Introduction - context and purpose of project
 - Vision and Objectives – as refined after the public process

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- Inventory - overview of biophysical, cultural and use information (based on maps and related information)
 - Analysis - analysis of resources, description of interest maps
 - Area Designation Plan – with a description of the designation categories and related policies or management strategies, summary of relevant information, policies and proposed management for each planning unit
 - Implementation Strategy - methods of implementing the plan, role of various agencies and interest groups, timing and methods of revising the plan, proposed monitoring program, proposed stewardship actions and education opportunities
 - Appendices - supporting information such as details on resources, results of public meetings.
- Circulate the report and make it available for review. Make revisions as required.

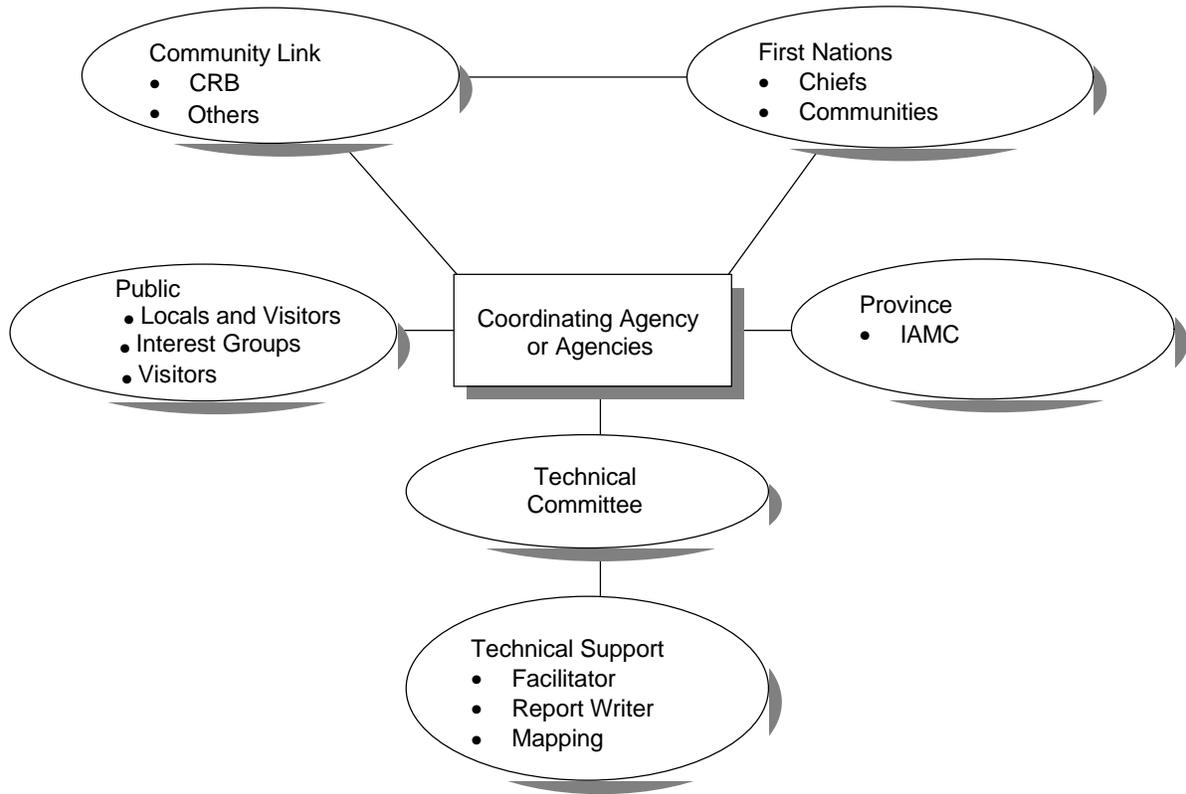
5.8 Monitoring

- Implement monitoring program. Ensure that results of the monitoring are delivered back to the organization responsible for overall monitoring of the plan.
- Identify needs for refinement of the coastal plan.
- Undertake appropriate revisions as required.

6.0 Consultation Process

The coastal planning process will require extensive consultation to ensure that it is an open process, supported by the primary interests. The following are the primary groups of interests. Their constituents and potential involvement are described in Table 6.1.

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Group	Participants	Role	Methods of Involvement
Technical Committee	Subset of IAMC, subset of CRB, Federal and RD reps. – technically oriented government, community and First Nations	To assist with the technical work, provide information, review drafts, commit to participation and implementation, work with special interest groups as required.	<ul style="list-style-type: none"> • Participate in working sessions • Review work after the completion of each task • Participate in negotiations • Work with sector interest groups • Minimum of 6 meetings anticipated
Community Link	Central Region Board or a separate group, possibly including RD reps	To oversee the consultation process, maintain communication with the community, and be a sounding board for community interests.	<ul style="list-style-type: none"> • Review work after the completion of each major task • Work submitted in advance of each meeting • Review of negotiations among interests • Minimum of 4 meetings anticipated
First Nations	Chiefs Communities	To provide information (particularly on how to address culture and heritage). To provide review from a First Nations perspective. To ensure that First Nations are comfortable with the plan.	<ul style="list-style-type: none"> • Special meetings with Chiefs when desired before or after CRB meetings • Meetings in First Nations communities (e.g., Ahousesat) at same time as public meetings?
Provincial Agencies	IAMC	To commit to participation and implementation, to provide review from a provincial government perspective.	<ul style="list-style-type: none"> • IAMC members on Technical Committee report to IAMC
Public	Public	To provide information. To review draft inventory, vision and objectives, analysis, and plan.	<ul style="list-style-type: none"> • Review and input at key stages of work – likely after task 4, to review first draft of plan, and to review almost final draft of plan – 3 meetings • Each meeting accompanied by ads in local press, community TV ads, poster, mailing to key interest groups, Web site, comment form

7.0 Related Initiatives

There are many initiatives that have taken place in Clayoquot Sound that relate to the development of a coastal plan. Those that are still in place or are ongoing are listed below:

Approved Plans, Policies and Guidelines

- Scientific Panel Reports
- Commercial Tenure on Crown Land Policy
- B.C. Parks Management Plans
- Pacific Rim National Park Reserve – Interim Management Guidelines
- Salmon Aquaculture Review – Siting Guidelines
- Scenic Resource Inventory [need to confirm if this is approved]
- Ucluelet Official Community Plan [to be confirmed]
- Tofino Official Community Plan – update scheduled for completion June 2001
- Alberni-Clayoquot Regional District Zoning

Ongoing Planning and Management Processes

- Tofino Mudflats Wildlife Management Area Plan – almost complete
- Watershed Plans
- UNESCO Clayoquot Biosphere Reserve - internationally recognised for promoting and demonstrating a balance between people and nature. All reserves have legally protected core areas (which give long-term protection to landscapes and ecosystems), buffer zones (where activities are organised so they help support the conservation objectives of the core areas), and zones of cooperation (where people work together to use the area's resources in a sustainable manner).
- Regional Aquatic Management Society (RAMS) – Formed in May 1997, RAMS is a First Nations /non-First Nations organization with the purpose of establishing regional management of aquatic resources in Nuuchahnulth territory/WCVI. There is a proposal to replace RAMS with the West Coast Vancouver Island Management Board, and some interest has been expressed in an integrated coastal zone management approach for the west coast of Vancouver Island that would link all the various plans together.
- Shellfish Development Initiative – lead agency BCAL
- BCAL – interest in opportunities for leases on Crown land or foreshore

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- Ecotrust Canada – proposal to undertake a comprehensive program to study, develop and monitor and conservation-based shellfish industry in Clayoquot Sound
- Alberni Clayoquot Economic Development Commission – regional economic development planning and support
- Kennedy Lake Water-based Fish Sustainability Planning – joint federal/provincial/local initiative
- Marine Protected Areas Program – federal initiative to establish MPAs