

Message from the Premier

The United Nations has declared 1998 as the International Year of the Ocean. In recognition of the importance of the coastal zone to our province, I am pleased to present you with British Columbia's Coastal Zone Position Paper. This document reflects our interests, responsibilities and steps to ensure broad sustainability of our coastal resources and communities. It will also serve as British Columbia's contribution to Canada's Ocean Strategy, currently being developed by the federal government.

The province's extensive coastline plays a significant role in our economy and culture, and is of major environmental significance. Threats to the sustainability of coastal communities and resources require that we take a more holistic and coordinated management approach to this important area. Given our substantial stake in maintaining a healthy marine environment, and our significant role and jurisdiction in coastal lands and resources, we intend to partner with all governments to develop a more coordinated and integrated management approach to the coastal zone.

British Columbia has been demonstrating leadership in many areas of the coastal management. Over the years there has been considerable dialogue on coastal management issues among orders of government, coastal communities, industry and other stakeholders. Examples include consultation and collaboration in developing the Protected Areas Strategy, BC Fisheries Strategy, pending Tidal and Anadromous Sport Fishery Strategy, Salmon Aquaculture Review, and the Central Coast Land and Resource Management Plan. We intend to continue this open and transparent public consultative approach, in accordance with the principles identified in this document. It is therefore timely to report what BC has been doing to sustain coastal resources and communities, and also to lay out a broad vision and goals to give stronger direction to our many coastal programs.

Sincerely,

Glen Clark

Premier

This paper was prepared by the Inter-agency Coastal Working Group:

Corporate Information Services (Chair)

Ministry of Environment, Lands and Parks

Ministry of Fisheries

Ministry of Small Business, Tourism and Culture

Ministry of Energy and Mines

Ministry of Forests

Ministry of Aboriginal Affairs

Information, Science and Technology Agency

Ministry of Municipal Affairs

Front Cover Photo: West Coast Vancouver Island

Courtesy Don Howes, Corporate Information Services

PROVINCE OF BRITISH COLUMBIA

COASTAL ZONE POSITION PAPER

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INTRODUCTION

British Columbia's 27,000 kilometres of coastline contain features and resources that are well recognized within Canada and renowned throughout the world.

Our past, present and future are strongly associated with our strategic Pacific Rim location, coastal resources and environment, unique coastal culture and communities, and our coastal economic opportunities.

While we have made significant progress on major environmental, social and economic issues related to the land, it is now time to turn our attention to the coastal zone(1), in acknowledgment of our jurisdiction, renewed support, and our responsibility for leadership.

The province has already begun to deal with a number of critical coastal resource and community sustainability issues. However, we need a broader strategy for our coastal zone to guide further initiatives and ensure they are properly coordinated.

This paper presents the province's longer-term vision, interests, and objectives for its coastal zone and resources. It identifies key action underway, and action for the future.

As our basic approach to coastal issues, this paper is the basis of British Columbia's discussions with the Federal government to develop a National Oceans Strategy

NEED FOR A PROVINCIAL POSITION

Threats to Resource Sustainability

Despite the relatively good health of BC's coastal resources, awareness and concerns have increased about their sustainability. The reduction of salmon spawning habitat, the declining catch of several commercial fish species, and the closure of prime shellfish production areas are some of the sustainability challenges that we face on the Pacific Coast. Affected coastal communities and governments have been seeking ways to reduce these threats and restore threatened coastal resources to sustainable levels.

Economic Stability and Coastal Community Diversification

The social and economic fabric of many coastal communities in British Columbia is tied to salmon fishing and forest resources. Reductions in coastal timber harvesting and changes in the fishing industry have placed stress on these communities, and point to the need for economic diversification and stability through better use of available forest resources and aquatic species, as well as development of new industries.

There is an expanding interest in the development and sustainability of all resources in the coastal zone, to maximize the benefits of development while protecting and enhancing living resources and environments. In particular, tourism is one of the fastest growing coastal economic activities and is recognized as a major contributor to sustainable economic development.

Coastal Land and Resource Conflicts

Conflict and competition over coastal land and resource allocations have been steadily increasing, and have included such activities as salmon aquaculture, log handling, and habitat conservation in major estuaries, sports fishing lodges, and industrial ports.

Shortcomings are evident in the agency driven "referral" systems used to determine whether or not to permit individual applications for coastal uses. Special studies, reviews, or agency-driven plans for highly contentious coastal use conflicts do not always reflect the "big picture" effect on other resources or coastal community objectives.

Jurisdictional Complexity and Overlap

The current jurisdictional complexity in the coastal zone has made it difficult to coordinate programs and responsibilities between and within agencies, and complicated the management of coastal resources. Provincial jurisdiction over coastal inland waters is extensive, and includes the foreshore, seabed and subsoil of the Juan de Fuca, Georgia, Johnstone, and Queen Charlotte straits. Our ownership includes the "inland" areas between headlands along the outer coast, such as inlets, bays, and harbours (Figure 1).

The seabed and waters of Dixon Entrance, Hecate Strait and Queen Charlotte Sound are claimed by both the province and Canada.

Canada's responsibilities for offshore waters, associated minerals and other natural resources of the sea bed to the outer limit of Canada's territorial sea have resulted in past conflicts with BC programs, especially given the province's role in fish habitat management and licensing of water uses. Local governments also influence management and development activity.

In the Georgia Basin and other southern coastal areas, much of the land adjacent to the water is privately owned, and is influenced by land owner decisions and local government plans, zoning by-laws and development requirements.

Fisheries as a Part of Coastal Management

BC has developed a Fisheries Strategy, aimed at Pacific salmon, and is also working towards a tidal and anadromous sports fish strategy, for a balanced approach to fish management. The sustainability of fish stocks, and their fishing-dependent communities, is a primary impetus for this work. It requires the coordinated management of a wide range of activities, marine resources and agency programs. We recognize that the successful implementation of our fishery strategies, and their resulting socio-economic and environmental benefits, can be most readily achieved if they are part of a comprehensive and integrated position on the provincial coastal zone.

First Nations

First Nations and aboriginal people are an integral component of our cultural fabric and identity, and their social and economic well-being is critical to the long-term health and vitality of our province. We recognize that coastal zone resources are central to the culture and economy of many First Nations, and must be a major factor in a long-term coastal strategy. In particular, the fishery resource has traditionally been, and continues as an economic mainstay for many First Nations.

Threats to coastal resource sustainability can affect the economic and cultural/social well-being of First Nations communities to a greater degree than other communities. Continuing opportunities for traditional resource uses, such as commercial and sustenance fishing, are reflected in a number of United Nations resolutions, and are of particular concern to the Provincial government.

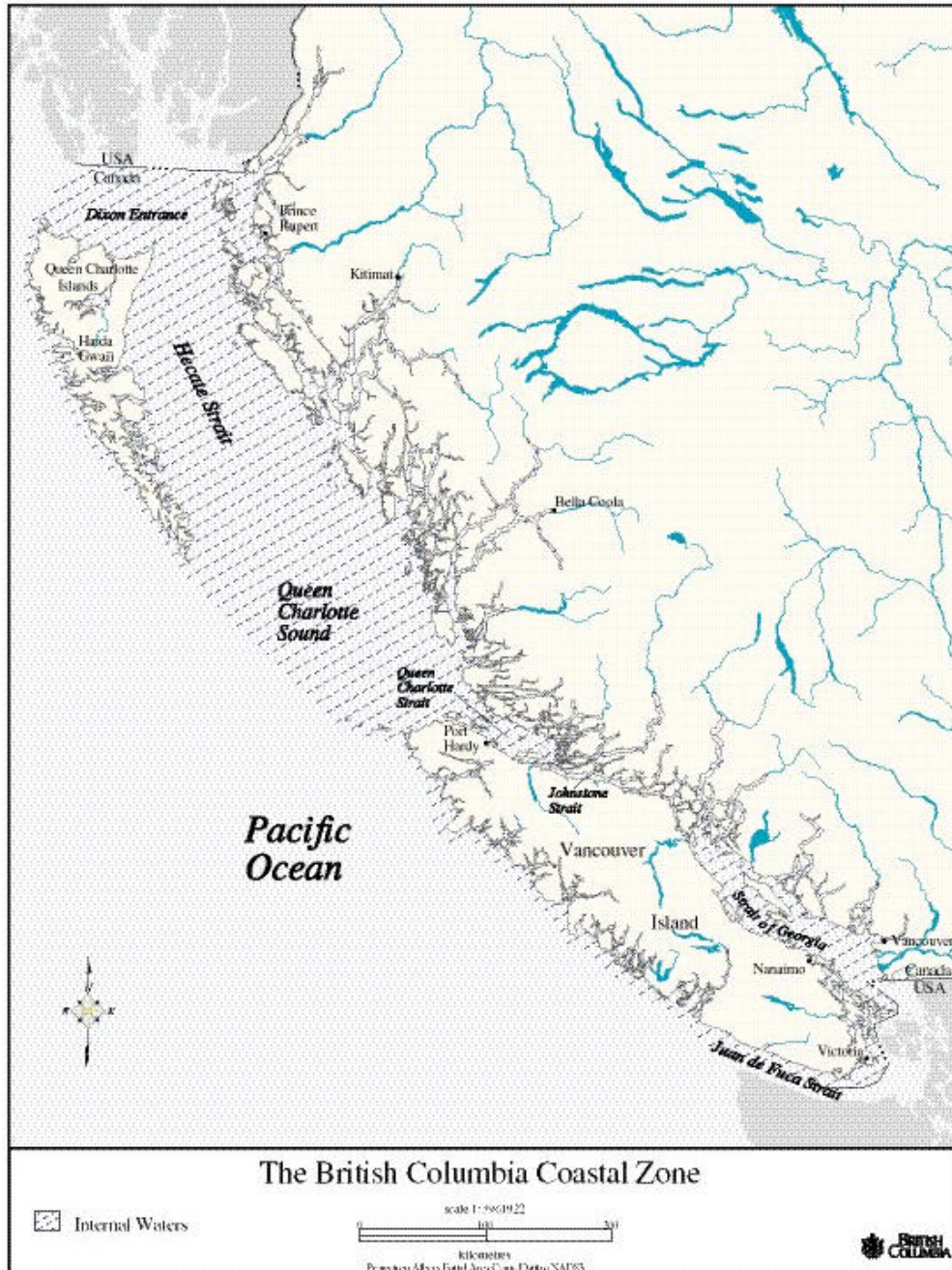
First Nations in BC influence coastal use through the exercise of aboriginal rights and Douglas Treaty rights. Many First Nations have not signed treaties and assert ownership and management rights over coastal land and resources within their traditional territories. The province realizes that coastal resource use and management will be important treaty negotiation topics with coastal First Nations.

Federal and Provincial Collaboration

Impetus for a BC coastal position has come from a growing, worldwide focus on ocean management issues. Global action, spearheaded by the United Nations, has led to a number of initiatives in Canada which require increasing collaboration between British Columbia and the Federal Government. Examples are the National Programme of Action for the protection of the marine environment from land-based activities, commenced in 1996, and the passage of the 1996 Canada Oceans Act (1996). This Act has led to release of a federal Discussion Paper on development of a Canada Oceans Strategy for the year 2000. In addition, federal-provincial agency discussions are underway for an integrated, multi-agency, ecosystem approach to sustainability issues in the Lower Fraser and Georgia Basin areas.

Such initiatives necessitate that we not only increase our collaborative efforts with federal agencies, other governments, coastal communities and stakeholders, but that we ensure the province has a consistent and coordinated approach to its collaboration and participation.

Figure 1 - The British Columbia Coastal Zone



VISION STATEMENT

British Columbia recognizes the ecological, economic, cultural and social value of its coastal zone, and its vital role in shaping the province's environment, economy and settlement. We understand the important role that it plays in maintaining a healthy marine environment in the Pacific North West Region of North America. We aspire to manage our coastal zone and its resources for sustainability, to provide continued benefits and opportunities for all generations.

Our vision reinforces the past, present and future value of British Columbia's coastal zone. It acknowledges the contribution of the coastal zone to our identity, lifestyle, and our biological, economic, and cultural diversity. We view British Columbia's coastal zone as an area of increasing national and global importance.

Our vision is consistent with, and based on Agenda 21 of the 1992 United Nations Conference on Environment and Development (UNCED), which was endorsed by Canada on behalf of its provinces as a blueprint for future coastal zone management. Our vision statement also reflects the provincial government priorities for protecting and creating jobs, and for environmental stewardship.

UNDERLYING PRINCIPLES

Sustainability: To achieve and maintain a sustainable coastal and marine environment that will continue to support viable coastal communities and economic development.

This includes improving coastal environmental health, maintaining viable fish stocks, conserving and restoring habitat, promoting biodiversity, protecting areas to represent diverse marine ecosystems, and improving our knowledge of marine resources and processes. This principle reflects a commitment in the Provincial Land Use Charter (1994) to maintaining environmental, economic and social sustainability. Economic development is sustainable if it minimizes its impacts on ecosystem diversity and health, while allowing opportunities for a variety of economic activities and creation of new wealth.

Leadership: To assert a leadership role in coastal zone resource management, planning, and sustainable development.

This includes leadership in education, planning, resource inventory and information systems, environmental protection and enforcement, emergency preparedness, protected areas establishment, and urban growth impact management. It reflects our intent in the BC Fisheries Strategy to ensure that the future "is based on vision, not division."

Integration: To integrate and harmonize federal, provincial, local and First Nations government policy and programs on coastal resource management.

This includes a commitment to minimize duplication of provincial and federal agency coastal programs, to work with aboriginal fisheries organizations, to better integrate existing provincial programs, and to use coastal land and resource planning projects to prioritize program objectives. It reflects one of the province's 1994 Land Use Goals for coastal and marine areas, to "make the planning and management of land and water uses in coastal and marine areas integrated and consistent, across jurisdictions."

Partnerships: To promote partnerships with other governments, the private sector, land owners and the public to coordinate efforts in coastal zone research, inventory, technology development, and resource planning, management and development.

This includes a shared vision, a clear understanding of responsibilities and promotion of joint research, inventory and information to improve coastal zone management. It includes a commitment to partner with the federal government, coastal communities and First Nations to establish clear roles and responsibilities in coastal zone management. It is consistent with various UN "adjacency" resolutions, that promote local involvement in decision-making and special consideration of the needs and interests of aboriginal peoples and local communities that rely on marine resources.

Certainty: To increase the certainty associated with future use and availability of coastal resources for coastal and fish-dependent communities, users and stakeholders.

This principle includes development of a planning framework, a commitment to science and technology, programs for sustainable economic development, and restoration or improvement of ecosystem integrity.

Transparency: To use open and transparent public processes to address sustainability issues, resource management and planning, and development of provincial programs, policies and strategies for the coastal zone.

This includes involvement of First Nations, local government, stakeholders, and coastal communities in provincial initiatives and programs. It reflects the UN "adjacency" concept as well as a BC Fisheries Strategy guiding principle of effective resource management requiring "open, cooperative participation by communities, industry, First Nations, federal and provincial governments, and other stakeholders."

(1) The coastal zone in this paper generally refers to inland waters and other areas below the high tide line under provincial jurisdiction, and acknowledges the importance of adjacent land areas to the marine environment.

GOALS

SUSTAINABLE ECONOMIC DEVELOPMENT

Our coastal zone currently supports a variety of economic activities that benefit both provincial and local economies. Figure 2 demonstrates that in 1990, coastal resource industries generated almost \$3.8 billion in direct contributions to the British Columbia economy, almost 5% of BC's Gross Domestic Product. Secondary industries and services associated with all these primary activities generate additional employment and revenue.

Figure 2: Coastal Economic Activity (1990)

Ports and Transportation	\$1.45 billion
Commercial Fishing and Aquaculture	\$1.05 billion
Tourism and Recreation	\$0.782 billion
Marine Technology, Engineering and Services	\$0.476 billion
TOTAL	\$3.76 billion

Source: SPARK Oceans Committee, Science Council of British Columbia (April, 1993).

Transportation and related services involving the movement of people and products are particularly important, with the highest economic contribution in 1990. Examples include BC Ferry fleet activities, wood, fish and aggregate product transportation, and barging of refined petroleum products. Major centres of this activity include the four national ports as well as numerous smaller harbours. Opportunities currently exist for the province and coastal communities to improve the economic return from these important facilities, particularly if integrated with land, air and water transportation systems.

Most communities north of the highly populated Georgia Basin have economies based on the forest industry, with fishing and ocean-based activities as a strong supplement. The sustainability of these communities is under threat from reduced forest and fish harvest allocations and fishing fleet rationalization (Mifflin Plan). Such vulnerability demonstrates the danger of reliance on a single resource economy. The BC Fisheries Strategy intends to develop viable opportunities to diversify and strengthen the fishery component of the coastal economy.

The growth potential of the oceans and marine activities is very high, compared to other sectors of our economy, and offers to become a significant source of wealth in the next century. Coastal resource industries have potential to equal the present size of the entire goods-producing component of the economy (about \$20 billion per year), particularly if mineral and oil and gas activities are included.

Coastal communities have suggested a number of economic development opportunities that could assist in strengthening and diversifying their economies. Some of these are reflected in the BC Fisheries Strategy and include development of fisheries for under-utilized species, community-based fishing quotas and licences, aquaculture, fish processing and value-added processing, ecotourism and aboriginal tourism, and stream/habitat enhancement projects.

Various provincial programs are available to encourage and promote future coastal economic activities. Fisheries Renewal BC is well positioned to support community-based habitat restoration projects, value-added seafood initiatives, and other fishery-related job creation activities. A program already exists for funding of joint industry/community/business partnerships for aquaculture industry management and development. A number of programs promoting science and technology development also provide direct and indirect stimulation for economic activity (see Applied Science and Technology Development).

Improvements in coastal transportation services and infrastructure, such as the BC Ferry route to the Central Coast, are vital in creating opportunities for economic development, especially in less accessible communities and environments. The BC Fisheries Strategy commits the province to work with local governments to assist in developing the infrastructure for future fishery activities, such as harbour facilities, tourism services, transportation, sewage and water systems to encourage private investment and development.

Coastal land use tenuring and planning also provide opportunities for encouraging economic development. Integrated coastal zone planning can help integrate the socioeconomic and environmental objectives of local government, provincial and federal agencies, and First Nations, and result in an allocation of coastal resources that will create or enhance a variety of economic opportunities.

The province recognizes the need to integrate and coordinate individual programs into a broad strategy for sustainable economic development of the coastal zone.

Provincial Goals for Sustainable Economic Development:

1. Encourage coastal communities to develop a sustainable coastal economic development strategy.

We will work with coastal communities, including First Nations communities, to determine methods to assist them in creation of specific economic development strategies to take advantage of their locational and resource attributes. Such methods could include reviews by joint working groups or advisory committees, involving coastal community economic development offices, provincial agencies, Crown corporations, and other interests. These reviews could involve inventories and assessments to identify economic opportunities and potential for coastal communities.

2. Utilize integrated coastal land and resource planning processes and the land tenuring system to promote coastal sustainable economic development.

We will undertake or and participate in coastal planning processes, initiated by the province or by other governments, to ensure that sustainable economic opportunities are made available through the allocation and management of coastal resources. Provincial processes are based on the concept of shared-decision making. Priority will be given in

the provincial land tenuring system to proposals which will benefit communities, support coastal community economic strategies, and assist them in achieving sustainable economic growth and development.

3. Encourage continued federal involvement with local government and coastal community residents when advancing its coastal zone initiatives.

Federal government decisions can have significant economic implications for communities in the coastal zone. Examples include decisions regarding the coastal fishery, close lighthouses and offload small craft harbours. It is essential that the Federal government involve local governments and affected coastal communities in decision-making processes on important coastal zone issues.

COASTAL RESOURCE MANAGEMENT

Coastal resources are those occupying and underlying the seabed, water column and inter-tidal zone of coastal areas in British Columbia. They support a wide range of activities and values, including economic development. Recreation, tourism, and appreciation of scenic landscapes are all enhanced by a healthy marine ecosystem. Values that have contributed to the establishment of coastal communities and remain vital to their integrity include visual quality, tranquillity, and pace of life. All of these values need to be considered in coastal resource management.

Coastal resources are currently managed on a sector-basis by a variety of provincial and federal agencies. Provincial management is primarily carried out through provincial tenures, major project review processes, and agency permits and licenses. Such tools help minimize negative effects of development on coastal resources. However, they involve many agencies due to jurisdictional responsibilities, and do not provide a sufficiently broad context for sound resource use decisions.

The province has been addressing a number of key resource management issues in the coastal zone. Declining fish stocks and related federal programs have heightened our interest in fisheries management, particularly given the important role we play in stream habitat management. In 1997 we issued the BC Fisheries Strategy, aimed at protecting salmon stocks, creating sustainable fisheries jobs and communities, and enhancing the role of the province. The subsequent April, 1996 British Columbia Agreement on the Management of Pacific Salmon Issues was endorsed by Canada and BC, establishing a new role and improved working relationships for the province in Pacific salmon management. It establishes a council of Fisheries Ministers, and includes a continued commitment to coastal and fish-dependent communities by including a number of industry and community development provisions. In keeping with the Agreement, we also anticipate working with the Federal government to establish a comprehensive tidal and anadromous sports fishery strategy, based on extensive consultations and work carried out by the Province and the sports fishing sector.

Management of the salmon aquaculture industry has been a particular concern to some stakeholder groups and First Nations. Several government reviews have been undertaken in the last dozen years to address environmental, social and economic aspects of salmon farms. We are acting upon the recommendations of the recent Salmon Aquaculture Review, which includes a clear statement of policy on this industry in BC waters.

Coastal and marine wildlife resources have diminished in recent years. One factor is the decline in availability and quality of marine habitat, reflecting the location of much of the important coastal habitat in areas with high levels of human use and development. The BC Fisheries Strategy has an objective of reducing habitat degradation caused by pollution and urban/industrial development, and will utilize the new Fisheries Renewal agency to fund wild salmon habitat restoration, enhancement and rehabilitation. Other mechanisms, particularly community-based and collaborative remediation programs, will be required to deal with habitat of non-salmonid species. This includes over 80,000 hectares of foreshore now closed to shellfish harvesting due to pollution.

BC's coast is among the top international destinations for activities such as cruising, kayaking and wildlife viewing. Significant growth in coastal recreation and tourism therefore needs to be addressed as part of coastal resource management.

Another key issue in coastal resource management is the future of oil and gas exploration and development. These activities have the potential to increase economic benefits to the province and coastal communities, but are restricted by a 1981 moratorium imposed by the province. Mineral resource exploration and development also has potential to provide significant economic benefits to coastal communities. We need to evaluate the role that can be played by the oil and gas industry in coastal BC, as well as its potential environmental risks.

An overarching issue is the inconsistent or competing provincial and federal government objectives for resources within the coastal zone, especially those for economic development and environmental protection. We recognize that an important way of addressing this issue is to work towards development of common strategies and objectives for coastal resource management, including Pacific salmon stocks and sports fish, habitat protection, restoration and enhancement.

Provincial Goals for Coastal Resource Management:

1. Apply the concept of integrated coastal resource management through the establishment of common goals and objectives among federal, local and First Nations governments.

This includes encouraging the development of resource management partnerships with all levels of government to develop and implement common coastal resource management objectives and to ensure better coordination of management programs. Intended in this statement is cooperation with the Federal government, communities and stakeholders to establish and implement a tidal and anadromous sports fishing strategy for BC.

2. Establish a finfish aquaculture policy.

Existing policy is agency-specific and does not reflect an integrated approach to salmon aquaculture development. A policy would reflect government's response to the recommendations from the BC Salmon Aquaculture Review. A revised policy provides certainty, would establish an appropriate level of support, and would outline regulations and requirements for the continued operation of salmon aquaculture.

3. Develop a strategy for the conservation, protection, monitoring, and remediation of important coastal fisheries habitat, including shellfish areas currently under closure.

The strategy requires agreements and partnerships to coordinate objectives among federal, provincial and local government jurisdictions, as well as stakeholder groups. Public processes should be used wherever possible to assist government in identifying the most appropriate remedial and conservation measures, using as an example the recent Baynes Sound Round Table. The strategy for shellfish habitat should be based on a shellfish aquaculture development review being done to assess opportunities and constraints.

4. Incorporate the needs of the growing tourism and outdoor recreational sectors in coastal resource management.

Due to BC's accessible, sheltered waters and highly scenic setting, coastal recreation and tourism is enjoying continued growth. To accommodate residents and visitors and to derive economic benefits from this growth, both private and public facilities and services for travelers need to keep pace with demand. A recent example is BC Ferry Corporation's new and innovative service to small and remote Central Coast communities.

MARINE ENVIRONMENTAL PROTECTION

Protection of the marine environment is critical to the ecological systems that are the basis of coastal community social and economic sustainability. Protection involves maintaining high standards of marine water quality, reducing toxic substances and other pollutants, and associated environmental monitoring. Protection also entails the establishment of protected areas to manage human activity or ensure continued functioning of unique or representative marine ecological systems.

Environmental protection of the coastal zone is a major responsibility of the province. We administer environmental protection statutes and regulations aimed at preventing water pollution, marine spill and environmental emergency planning and management, reducing the impact of major development projects, and creation of marine parks, ecological reserves, and protected areas.

The focus of our pollution prevention policy has been to control point source discharges such as industrial outflows. In contrast, the flow of contaminants from non-point sources,

such as urban and agricultural runoff, is largely unregulated. The province is developing a plan of action for tackling British Columbia's non-point water pollution. The actions will be implemented as priorities by the province in partnership with other agencies, stakeholder groups and the public.

Through multi-stakeholder consultation, we are developing a municipal sewage regulation, to provide new standards for treatment and disposal of municipal sewage. The regulation will affirm our policy requiring secondary treatment as the minimum level for coastal waters, and will provide for consistent provincial requirements for ground disposal systems. Through participation in specific working groups, we will continue to develop appropriate tools for those local governments that wish to act locally to protect their environment.

The province also plays an important role in protecting the environment from harmful chemical spills, floods and natural disasters, and responding to environmental emergencies. For emergencies such as marine oil spills, that have implications beyond provincial borders, many initiatives are undertaken in partnership with the Canadian and US Coast Guards, and other agencies. Jurisdictional issues, however, remain an obstacle to effective environmental response.

In some key areas of the coastal zone, human use and activity are threatening the survival of biologically significant features, and need to be restricted or carefully controlled. Many existing terrestrial parks and ecological reserves have a foreshore or marine component, but do not adequately represent the desired spectrum of marine features and areas. In BC, a Marine Protected Areas Strategy is being developed jointly with federal agencies to achieve a number of related conservation objectives.

In addition to direct regulatory responsibilities, we are involved in a number of pollution prevention and coastal resource management activities related to the marine environment. They include implementing agreements with Washington State, Canada and others to improve protection of habitat, marine life and water quality of the Georgia Basin and Puget Sound areas.

We are involved in developing with Canada a National Programme of Action (NPA), with the goals of protecting human health, reducing degradation of the marine environment, remediating damaged areas, ensuring sustainable use of marine resources, and maintaining biodiversity.

Provincial Goals for Marine Environmental Protection:

1. Pursue elimination of persistent toxic wastes, reduction of other wastes, and treating, disposing and remedying damage from waste generation in an environmentally sound manner.

To implement this goal, we will need to identify key toxic substances, and develop strategies to achieve their reduction and elimination using the most appropriate tools: the

setting of water quality objectives, implementation of pollution prevention plans, economic instruments, and control of non-point water pollution.

2. Promote coordinated monitoring and reporting on marine environmental quality between agencies and jurisdictions, particularly in the Georgia Basin.

The Federal government's marine monitoring network is very extensive compared to that of the province. Integration of the two systems is key to the success of coastal management activities and related initiatives, such as the development of environmental quality benchmarks and indicators. The Georgia Strait ecosystem is of particular interest due to its high level of use and urbanization.

3. Work in partnership with local government and other stakeholders to manage sewage discharges and to address non-point sources of pollution that impact coastal and marine resources.

This will require the development of specific strategies, which may include: consideration of legislation and regulations; planning, coordination and local action; prevention at the site; economic instruments; monitoring, evaluation and reporting; and communication, education and training. For sewage, it will require us to develop a comprehensive municipal sewage strategy that could also include harmonized requirements between the Ministry of Environment, Lands and Parks and the Ministry of Health, to empower local governments to increase their control over sewage discharges within their geographical boundaries, and to address current and future on-site sewage treatment problems.

4. Pursue completion of a federal-provincial agreement on marine oil spills and other environmental emergencies.

A multi-agency agreement initiated by the province on emergency response has been under federal agency review for over a year. Additional efforts to finalize this agreement need to be undertaken to establish a framework for cooperation and define roles and responsibilities before another marine oil spill affects our coastline.

5. Cooperate with the Federal government, First Nations, coastal communities and stakeholders to develop a coast wide system of marine protected areas.

The province should have a common approach with the Federal government on objectives and policies for marine protected area identification, designation and management. We will base our approach on our successful terrestrial Protected Areas Strategy. Public, First Nations, local government and stakeholder involvement is an underlying component of this approach. Coastal communities will be actively involved in review and approval of specific marine protected area proposals affecting them. Provincial land use planning processes at various scales will be used wherever possible as the primary vehicles for identifying and reaching agreement on these marine protected areas.

6. Continue to participate in federal environmental quality initiatives in the coastal zone, particularly in the Georgia Basin.

The Federal government is already working on the development of a Pacific Region Chapter of the National Programme of Action (NPA), aimed at minimizing the impact of land-based pollution of the coastal zone. In addition, Environment Canada intends to focus on a joint plan for environmental quality in the Georgia Basin region in 1998. We need to continue our cooperation with the Federal government to meet both national and provincial objectives, and intend to be active partners in initiatives such as the NPA and the Georgia Basin.

COASTAL ZONE PLANNING

Integrated planning is a recognized mechanism for resolving activity conflicts and competition, through the designation of land and resources for specific uses and management provisions. Since the early 1990's, the province has been using a land use planning framework to resolve land and resource use issues on forested lands, and to assist in implementing the Protected Areas Strategy and Forest Practices Code. A primary emphasis has been on strategic level plans for regions and sub-regions, which then provide direction to more detailed, localized management or development planning.

Planning is one of a number of available tool for achieving social, economic and environmental sustainability in the coastal zone. Designation is particularly important in shaping the future pattern of coastal use through its influence over human activity. There is a broad consensus on the need to strengthen and improve long-range and strategic planning in the coastal zone. Most recently, the 1997 BC Salmon Aquaculture Review recommended that integrated, consensus-based coastal management plans be developed.

Such public participation, consensus-based processes for Crown land (called Land and Resource Management Plans) are adaptable to coastal zone designation and management issues, as well as providing a forum for other government initiatives, such as Fisheries Renewal BC and the Marine Protected Areas Strategy. The opportunity exists to provide coastal management direction by including the coastal zone in any new provincial strategic planning initiatives along coastal BC, such as in the central coast, Queen Charlotte Islands/Haida Gwaii, and north coast areas. In the more urbanized coastal zone where private ownership is high, the opportunity also exists for regional districts to address coastal issues through a regional growth strategy.

In areas where more immediate or detailed concerns exist, additional planning will be required. The nature of this planning, including products and information requirements, and relationships to local government plans, needs to be determined.

The success of our land use planning program has been due to its highly participatory approach, designed to generate consensus-based recommendations. Stakeholder groups, the public, and local and First Nations governments all expect to contribute to strategic

plans that will create an integrated coastal resource management framework and provide guidance to more detailed plans.

Provincial Goals for Coastal Zone Planning:

1. Utilize planning, where feasible, as a major tool for reducing land and resource use conflict and competition in the coastal zone.

Wherever staff and funding can be made available, integrated coastal planning will be initiated to minimize the need for specific sectoral studies, provide direction and efficiency for agency referral systems, apply and implement provincial coastal policy, and contribute to coastal zone sustainability and integrated coastal resource management objectives. This approach builds on public and government direction established in existing strategic plans and those plans currently underway.

2. Apply coastal zone plans at the strategic and local level to provide a context for consideration of other government initiatives, policies, goals and strategies.

This approach promotes integration of upland and marine ecosystems and places single initiatives, such as the Marine Protected Areas Strategy, within a comprehensive and consensus-based planning process to ensure that they better reflect local choice and consideration of all values. The Central Coast Land and Resource Management Plan process will serve as a model for such integration.

3. Develop a coastal zone planning guide that draws upon the process and principles of the existing provincial planning framework for Crown-owned upland.

The guide will provide a framework to address planning process, functions and products needed at different scales of analysis. It would address review and approval mechanisms, establish coastal planning priority areas, and link them where appropriate with anticipated or proposed upland, forest-based processes. The framework would review and identify funding sources and mechanisms to meet coastal planning requirements, including partnerships with local and federal agencies, industry, and First Nations.

4. Seek agreements with the Federal government on roles and responsibilities for planning in the coastal and marine environment.

Overlapping jurisdiction and mutual interest of both federal and provincial agencies dictates a need to coordinate planning programs for the coastal zone. An agreement on roles and responsibilities for Provincial and Federal governments would reduce costs and increase the efficiency of coastal resource management.

GROWTH MANAGEMENT IN THE COASTAL ZONE

British Columbia's climate, economy and natural environment attract large numbers of new residents every year. Lands within the Georgia Basin have experienced a population

growth from 1.2 million to 2.7 million in the last 25 years, and by 2020, as many as 4 million people could be living there.

The population in this area is also changing in its preferences for land uses, resulting in greater land use conflicts. Population growth has brought rapid urbanization and development, with inevitable changes to lands near the southern coastal zone. Nearshore habitats have been lost, modified and fragmented. Growth management seeks to minimize these impacts by directing where growth should occur and the type of development that should take place.

No single level of government has complete jurisdiction for managing growth in the coastal zone or on adjacent lands. Local governments have primary influence over growth management, through their responsibility for settlement planning under the Municipal Act. The Federal government influences growth indirectly through decisions on resource management and coastal infrastructure, such as small craft harbours and lighthouses. The Provincial government influences development patterns in a more substantial way, through regulation, policy and major projects.

To address the growing number of growth management issues, especially in three high-growth areas (the east coast of Vancouver Island, the Lower Mainland and the Okanagan), we introduced the Growth Strategies Act. This Act enables regional districts to prepare regional growth strategies that plan how and where population growth will be accommodated over a 20 year period, and ensure that communities remain livable, prosperous and environmentally healthy. The regional growth strategies must address the protection of environmentally sensitive areas, protection of ground water quality and quantity, maintenance of a productive resource base and promotion of economic development in keeping with the character of communities.

The Georgia Basin is a focal point of the initial regional growth strategies, with regional growth strategies having been completed for Greater Vancouver and Nanaimo. Other regional districts are preparing growth strategies, with recognition of the need to conserve important marine areas and promote coordinated management of coastal areas. The experience gained by south coast local governments in growth management may well benefit the central and north coast areas in the future.

Provincial government leadership on growth management and the protection of special environments is also reflected in the Islands Trust in Georgia Strait, established under the Islands Trust Act to preserve and protect the Trust area.

At the local level, Official Community Plans (OCPs), prepared by municipalities, and by regional districts for unincorporated areas, provide more detailed land use plans to guide settlement and manage growth. These OCPs set the framework for controlling many aspects of development on private land, and the private use of Crown land, including land in the coastal zone. Provincial review and approval of OCPs for unincorporated areas provides an opportunity to address provincial interests in the coastal zone portion of an OCP.

In recognition of the multi-jurisdictional nature of planning and growth management, the Provincial government and the Union of BC Municipalities (UBCM) signed a Protocol of Recognition in September of 1996. A “Policy for Local Government Involvement in Land and Resource Management Planning” (November 1996) also recognizes local government as another order of government to be consulted in Crown land planning processes, to ensure their effective participation. LRMPs and regional growth strategies can complement each other where they exist to provide strategic guidance in coastal zone management.

Provincial Goals for Coastal Zone Growth Management:

1. Work with all orders of government to achieve an integrated and cooperative approach to growth management in the coastal zone.

We recognize local government as an independent and accountable order of government with responsibilities in the coastal zone. Coordinated efforts with local government are essential to achieve common goals for settlement planning and growth management. Cooperation with the Federal government and with First Nations would also clarify jurisdictional responsibilities and promote a coordinated approach to growth management in coastal areas. Federal agencies are encouraged to work with local governments and coastal residents where their decisions affect communities and settlement plans.

2. Support local government settlement planning in the coastal zone and identify specific provincial interests for consideration in regional growth strategies, official community plans and bylaws.

Regional growth strategies and municipal OCPs are not subject to provincial approval. The province should participate in these processes and provide appropriate information and technical support to ensure provincial coastal management interests are addressed. Provincial interests will be met through participation in Interagency Advisory Committees and through Implementation Agreements. We will continue to participate in the preparation of OCPs in municipalities, and in the review and approval of OCPs in unincorporated areas. Identification and communication of provincial agency interests in the coastal zone should be communicated by provincial participants in these local government processes.

3. Link provincial planning initiatives with those of local government to ensure they are mutually reinforcing.

Provincial plans such as LRMPs focus on Crown land, while local government planning focuses on private land. It is important that the processes of each level of government be linked when they are being undertaken simultaneously or where one is being undertaken and another is already in place. The province should continue to uphold and enter into agreements with specific local governments to achieve provincial interests in the application of local authority.

COASTAL LAND AND RESOURCE INFORMATION

Information is fundamental to all components of a coastal zone strategy. The coastal information base in British Columbia, however, is not well developed. Coastal resource inventory, monitoring and research programs have generally been carried out on an “ad hoc” basis and not consistently supported. Past attempts to coordinate or integrate coastal inventory, or to develop an overall strategy for inventory within or between governments have had limited success.

Provincial marine environmental quality programs alone cannot be relied upon to assess the true state of coastal environmental quality. The Federal government plays a major role in environmental monitoring, and the province needs to combine its efforts with Federal agencies to ensure a coordinated approach.

To develop a comprehensive coastal strategy, existing coastal information must be current, accurate, accessible and in a form suitable for analysis with available technology. New information will be required on physical and biological resources, habitat, and ocean and coastal conditions using common standards for inventory. Faster, simpler and less-expensive inventory and monitoring methodologies will need to be developed. A shared, accessible and corporate coastal information system is also critical. Decision support models and other analytical tools also need to be developed, so that common methods can be used to examine various management scenarios and the consequences of decisions. There is a need to integrate biological and physical resource information with socio-economic information into these decision-support models.

Finally, the sharing of information, in general, among coastal communities, governments and stakeholders is an important way of increasing coordination and integration. This involves not only resource information, but the exchange of ideas, opinions, economic and conservation strategies, using internet connections and other modern communications technology.

As part of our provincial land use agenda in the 1990's, we have been playing a leadership role in acquiring coastal information required for planning, using a variety of small but consistent funding sources within government, and through cost-sharing partnership agreements in the private sector. We have begun to develop mapping and data standards for coastal data collection through the provincial Resource Inventory Standards Committee (RISC); and have developed a corporate information system for the management and integration of coastal information. This system is being increasingly applied to a variety of coastal resource planning, decision-making, and assessment projects within government.

Partnerships among the province, federal agencies, industry, and First Nations can improve coordination, minimize duplication of effort, reduce costs and minimize jurisdictional complexity. Although some cooperative arrangements have been established between governments and industry, they have failed to produce the

comprehensive, integrated information strategy needed for coastal planning, for treaty discussions, and for improved coastal resource management. Due to the trans-boundary nature of many coastal resource issues, international partnerships may also be appropriate, such as the agreement between the US west coast states and the province on oil spill cooperation.

Provincial Goals for Coastal Land and Resource Information:

1. Maintain a leadership role in development of a comprehensive corporate coastal information management strategy.

The strategy will be developed in cooperation with potential partners, using the model developed by the provincial Corporate Information Services. Key components of this strategy are a comprehensive inventory program, a coastal information system for managing and accessing information, and the design of models and applications which integrate resource and socio-economic information for conservation, planning and resource management purposes.

2. Continue support of an information system for the management and access of coastal land and resource information.

The system currently being developed can ensure easy access and exchange of information between government, and can serve as a communications and information exchange tool between communities, governments and stakeholders. The expanded and enhanced system would be made accessible to other governments and First Nations for information exchange, planning and management purposes, and to non-government organizations for specific needs. Access of federal agencies to provincial information would be confirmed through agreements for reciprocal information and services. Agreements would include identification of inventory roles and responsibilities, development of a five-year inventory plan, a commitment of funds from both governments, and use of common data collection and inventory standards.

3. Maintain and actively seek new partnerships with non-government organizations and industry to share inventory and data management costs and develop value-added information products.

These partnerships would include developing decision-support models that integrate resource and socio-economic information to assist in planning and resource management, design and use of new technology for resource inventories, development of integrated coastal management systems, and the marketing of these products for sale outside of British Columbia.

4. Pursue development of a joint marine environmental quality program with the Federal government.

Cooperation with the Federal government would help to resolve issues of identification of baseline indicators, monitoring and surveying programs, roles and responsibilities of the various governments, data collection and standards, and funding sources.

APPLIED SCIENCE AND TECHNOLOGY DEVELOPMENT

Knowledge of coastal ecosystems is an essential component of coastal zone planning. This knowledge is a primary product of science and technology. In addition, technology and its continued development is crucial to effective use of the information base being developed for resource management and decision making processes by the province.

The province does have internal capacity within its ocean science and technology sector to acquire the knowledge needed for coastal planning and development. Its ocean industry community, consisting of about 65 firms and 1,600 people, includes specialties in instrumentation technologies, navigation, imaging and communication technologies, information systems, and robotics and sub-sea vehicles. The industry's main markets are tourism/recreation, environment, oil and gas, transportation, emergency response, defence, ocean science, fisheries, and biotechnology. Markets are both domestic and international. Related capacity resides in the universities and Federal government laboratories.

Science and technology creates jobs and economic opportunities through the application of new knowledge for development of goods and services. Indirect employment is also created in the industrial service sectors such as transportation and finance. Current and potential applications include biological research and inventory, improved resource monitoring and inventory methods, and new computer software for impact simulation and decision-support. Jobs and economic opportunities also exist through application of new science and technology for improved management of harvestable resources, fish processing technologies, value-added and new fishery products, oil spill prevention and response, engineering studies on coastal erosion and natural hazards, and bioremediation. One of the challenges, however, is to encourage the development of science and technology, or migration of existing activities, in a greater number of coastal communities.

A number of provincial and federal sources of financial assistance for coastal knowledge exist. However, we are now placing greater emphasis on partnership investments with other governments, universities and the private sector. Partnerships have a number of benefits, including the opportunity to help achieve growth in the industry, improve access to academic talent and skills, and increase support to maintain industry competitiveness in local and global marketplaces.

An integrated coastal management and planning framework can create a new certainty in BC's coastal future that will increase private sector confidence and investment partnerships.

Provincial Goals for Applied Science and Technology Development:

1. Promote applied science and technology to support coastal planning knowledge needs.

The continued application of leading-edge information technologies to our coastal resources inventory system will be essential for effective coastal planning and management. Investments in science and technology will assist in developing international markets for coastal science applications, resources inventory management systems, and coastal zone planning services.

2. Use science and technology applications to support environmental conservation and to increase coastal economic development and employment opportunities .

The diverse science capabilities and resources within BC provide ample opportunity to develop new and value-added products and services from coastal natural resources while providing the knowledge needs for environmental conservation and protection of coastal resources. Science and technology applications to the coastal zone will continue to generate jobs and economic activities that support coastal communities, and will be encouraged in a greater number of communities.

3. Foster a supportive climate for implementation of coastal science programs through public-private investments.

Public-private investments in areas of interest to government, universities, and the private sector will continue to be a primary vehicle for applying limited government funds to science and technology development and new product marketing. Existing programs will continue to be used to stimulate science and technology-based industry growth and coastal economic development.

TOWARDS A COASTAL ZONE STRATEGY

This document presents our basic position on key issues and opportunities facing British Columbia's coastal zone. It will serve as the umbrella for our discussions with the Federal government on a Canada Oceans Strategy for the year 2000, and for our future coastal zone strategies, programs and initiatives.

In this way, the Canada Oceans Strategy, when developed, will address the unique characteristics and requirements of the BC coastal zone and coastal communities for environmental, social and economic sustainability.

A provincial position on the BC coastal zone will assist us get a head start now on how to go about integrating the many programs and initiatives currently being conducted by the Provincial government, and others, in the coastal zone.

In the meantime, we will continue the development of planning, partnership arrangements, agreements and programs in accordance with the statements in this document. These statements reflect the province's existing and intended relationships

with its coastal communities, partners, stakeholder groups, local governments and First Nations.