

## APPENDIX "A"

### CORTES OFFICIAL COMMUNITY PLAN BACKGROUND INFORMATION

#### A. Introduction

This appendix provides background to the Cortes Official Community Plan, giving details of activity on the island and trying to express something of the feeling residents have for their community. While it is not part of the regulatory aspect of the Cortes OCP, it will provide insight to the intent of Cortes residents in agreeing to support of the objectives and policies of their OCP.

The expectations of Cortes residents, as expressed in several public meetings, may be described as follows:

- To preserve the rural lifestyle of the island while protecting the natural state and ecological integrity of the area.
- To create a pattern of human use which will allow a maximum degree of self-sufficiency in a strong island economy.
- To ensure a pattern of human use which will not seriously deplete the natural resources of the island.
- To resist development densities which result in an unwanted change in the character of the area concerned.
- To preserve areas, particularly those with physical limitations and constraints, from inappropriate modification.
- To allow wilderness to flourish in those places where it still exists.
- To share the recreational pleasures of the island with people from other areas, but to defend recreation resources from overuse and abuse.

These expectations can be recognized in the goals and objectives proposed at the beginning of the OCP.

The term 'rural' occurs throughout the plan. Its meaning here, in a general sense, is the opposite of 'urban', which has a connotation of crowdedness. Cities should be at their best and most efficient when density is high, services are highly collectivized, limitations are strictly defined and policed and there is general satisfaction with the trade between convenience/accession (goods and services) and compression/restriction (space and privacy). 'Rural' comprises the availability of space for residents, in which they can enjoy quiet, solitude and sufficient privacy to allow them to follow the lifestyle and occupation they wish, without interfering with neighbours. Cortes is inhabited by people who choose space and privacy above the convenience of goods and services. This is basic to all the objectives of the plan.

The natural resources of the island are its watersheds, which support the life of the island; its forests, including precious old growth stands; its fishery and aquacultural potential, including all the living resources of the surrounding sea; its very beauty, which is the sum of its geology and biology, bluffs and hollows, birds and ferns, wildlife and plants following the seasons, with which we strive to live in some sort of balance.

The economic opportunities of Cortes Island are represented by the seafood industry, logging, mixed agriculture, service industries, and home occupations, most of which serve the community. There are increasing economic opportunities in tourism. All of these opportunities may be developed, always with the physical limitations of the island's resources, the expectations of residents and the total environment kept clearly in mind.

## **B. The Cortes Island Community**

The first inhabitants of Cortes Island were members of the Coast Salish Nation. The traditional territory of the Klahoose people, part of that Nation, includes the lands and waters of Toba Inlet, Ramsay Arm, Desolation Sound, Cortes Island and the Redonda Islands.

The main village of the Klahoose Band is now at Squirrel Cove, where IR #7 and IR #8 are located. The Sliammon Band of the Coast Salish Nation also has a reserve on Cortes, near Smelt Bay, on the west coast of the island. Forty to forty-five band members reside on Cortes Island.

The Klahoose Band works co-operatively with other Cortes residents, members taking part in community activities of all sorts, while on occasion other members of the community are invited to make use of Band Hall facilities. Members of the Klahoose Band have taken part in discussions leading to the revision of the Official Community Plan. Native and non-native residents recognize the common interests they have in the future of Cortes Island. The two groups share ideas and expectations, as well as the island.

Hydro power and telephone are transmitted to Cortes Island by cable and microwave, respectively. B.C. Ferries and various air services provide the main forms of access to and from the island. Access is otherwise provided by private boat or sea plane. The Island's general stores satisfy every day shopping needs. Local garden and farm produce is widely used. There is a widespread sense of self-sufficiency as well as environmental responsibility among the residents of Cortes.

As described in the following section, Cortes Island is characterized by the presence of many voluntary services and community organizations which exemplify the energy and spirit of the island. Community halls at Whaletown (Gorge Hall), Manson's Landing (Manson's Hall) and the Klahoose Band Hall at Squirrel Cove serve as meeting places.

### **Community Associations:**

The ***Friends of Cortes Island (FOCI)*** first established in the early '80's, then revitalized in 1991, is a registered charitable organization, dedicated to the protection of the island's environment through education, particularly by raising public awareness of the complexity of ecological systems and the effects of human activity on them.

The **Cortes Island Seniors Building Society** is a registered, non-profit, charitable society whose purpose is to provide residential housing for seniors and to carry on social activities incidental to that purpose. Informally known as the OAP (Old Age Pensioners' Organization), it is active in community affairs, with social events, food booths and other activities designed to raise money for the development of senior housing.

The **Cortes Island Firefighting Association (CIFA)** was organized in 1985 and incorporated in 1989. It provides voluntary firefighting service for south Cortes Island. With some financial assistance from the Regional District of Comox-Strathcona (RDSC) and the B.C. Lotteries Branch, a fire hall was completed with voluntary labour in the Manson's Landing area during the summer of 1992. It is supported through a tax levy on properties in the service area.

The **Cortes Island Forest Committee** is a volunteer group of island residents concerned with promoting sustainability of the island's forests. Formed in 1988, the Committee seeks to increase public understanding of Cortes Island's forests and to work towards a broad-based public consensus concerning the use of those forests.

The **Woman's Institute** has long been active on Cortes Island, organizing social and educational meetings and raising money for community needs. Schools and libraries have especially benefitted. The Whaletown Women's Institute was established in 1922, whereas the Manson's Landing chapter was organized in 1924. Back then, road transportation between the two settlements was difficult, hence the two separate chapters. The two chapters of the Woman's Institute on Cortes Island were united in 1984.

Recycling, as a community project on Cortes Island, started in 1982, with voluntary collection of glass containers at the old Whaletown school. A **Recycling Committee** was established in 1984 to consider all aspects of waste disposal on the island, particularly with respect to a rapidly filling landfill site. As provincial regulations become more stringent, the problems of waste management become sharper, so that the control of waste and the development of recycling has necessitated close co-operation between the residents of the island, represented by the Recycling Committee, and the Regional District (which has overall responsibility for solid waste disposal in the electoral area). Emphasis is being placed on local responsibility; residents are encouraged to refuse, reuse or recycle. The generation of waste is of such magnitude that there is constant pressure to increase the fees to support its disposal.

There has been a full-time medical doctor resident on Cortes Island only since early 1994. Local initiative attracted the doctor to the island. Prior to that time, a doctor from Campbell River operated a clinic on the island one day every two weeks. There is ancillary medical service available through individuals with special training. Emergency service (first aid and ambulance) is provided by the BC Emergency Health Service

(EHS), successor to the Cortes Emergency First Aid Service (CEFAS), which was a local voluntary organization. CEFAS provided assistance to Cortes Islanders for several years, responding to 50-100 calls each year.

The **Cortes Island Seafood Association (CISA)** was formed during the fall of 1990, in response to a perceived threat to production of seafood from contamination of surrounding waters by toxins in pulp mill effluents. The testing for dioxin and furan levels in shellfish (on Island beaches and foreshore) was initiated at the insistence of the CISA. Although nearby waters have been closed, waters around Cortes Island remain open for shellfish harvesting.

The activities of CISA, working with other provincial groups, have been effective in bringing public and government attention to the danger of producing chlorine-bleached paper, which has led to the introduction of the strongest pulp mill effluent discharge regulations in the world. CISA has co-operated with other island organizations on other environmental concerns: "Reach for the Unbleached", a FOCl initiative that has had a widespread response; petitioning against bulk water export; continued examination of the effect of pulp mill effluent on the seafood industry; waste-dumping from boats; etc.

Within the last decade, the seafood industry has become the single largest revenue and job producer on the island. Approximately 130 people on Cortes Island earn their primary source of income from fishing or aquaculture, which annually generates revenues of about \$4 million. With proper planning and regulation, CISA estimates that it should be possible to double those numbers by the year 2000.

Other voluntary services include local residents and Klahoose Band member monitoring salmon-bearing streams on Cortes Island and undertaking stock enhancement through stream improvement and the planting of salmon eggs.

### **Educational Opportunities:**

Schooling on the island is centred in the **Cortes Island Elementary Junior Secondary School** on Beasley Road. It provides Kindergarten to Grade 10 inclusive. To complete high school, students must leave the island. There is also a significant amount of home schooling, chiefly through the Ministry of Education's correspondence courses.

**North Island College**, with a branch on Cortes Island (operated out of Manson's Hall), offers opportunities for adult education upgrading, trade courses and special subjects, e.g., first aid, computer use, aquaculture. **Hollyhock Farm** is an educational resort, situated near the south end of the island, provides a broad range of short courses on special subjects during the summer.

**Linnaea Farm** operates an alternative school, from kindergarten to grade 6. During 1994, a new division, called Oracle School, was established to extend teaching to grades 7 and 8, as well as to provide educational enhancement to home-schooling students in grades 9 to 12. Linnaea Farm also offers programs in ecological gardening and permaculture (integrated agriculture) design. The farm became a land trust in 1978-79, administered by Turtle Island Land Stewards of Vancouver. It is incorporated as a distinct non-profit society (Linnaea Farm Society). Its land holding of 127 ha is under ecological covenant, which requires that it be managed according to organic principles. Twenty-four ha are in ecological reserve.

### C. Planning History

Detailed planning work on Cortes Island commenced as early as 1969 when fear of a population influx due to new ferry connections led to a request for a joint planning study to be prepared by Regional District staff and the then Provincial Department of Municipal Affairs. The planning study (with the assistance of Cortes residents) was completed in 1970 and included draft zoning and subdivision regulations. The more immediate effect of zoning and subdivision regulations led to an emphasis away from the overall plan to a direct concern with the proposed regulations.

The initial Cortes Zoning Bylaw was adopted by the Regional Board in October 1970, followed a month later by the Subdivision Bylaw. While the regulatory bylaws closely reflected the draft proposals in the planning study, they did not constitute a plan. Nonetheless, the local and regional interest in adopting a community plan waned with the finalization of the Zoning and Subdivision Bylaw, and planning emphasis shifted to other areas of the region in need of work.

In the mid-1970's, following sporadic interest on work to see a community plan prepared, the emphasis on completing a plan for Cortes Island became a priority of the local Regional Director and members of the Advisory Planning Commission (APC). This interest manifested itself in a locally prepared and tabulated survey, plus a series of island meetings where an attempt was made to reach a consensus on a variety of planning issues.

Due to priorities assigned by the Regional Board to complete other planning tasks, active planning staff involvement in the Cortes plan did not occur until the latter part of 1977. At that point local island residents by way of a committee had already prepared a series of drafts for a possible community plan. The provincial government during 1977 also enacted legislation amending the *Municipal Act* which provided more comprehensive requirements for local plans to be known in the future as Official Settlement Plans. Due to the more detailed requirements for Official Settlement Plans, Regional District planning staff provided advice wherever necessary to allow completion of this plan, however, the basic framework and philosophy is that expressed by the

islanders themselves working through the local planning committee. The Official Settlement Plan for Cortes (Electoral Area "I") was adopted by the Comox-Strathcona Regional Board on May 28, 1979. The name of the plan changed from Official Settlement Plan (OSP) to Official Community Plan (OCP) with a revision of the *Municipal Act* in 1985.

The 1970 zoning bylaws should have been amended soon after the adoption of the OSP (in 1979); however, no effective action was taken in that direction until a controversial bare land strata development on Cortes Island was proposed in 1982. The zoning bylaw did not specifically address the issue, but, at that time, land developments were required to comply with Official Settlement Plans. In the minds of many in the community, this development proposal did not comply with the intent of the plan. A B.C. Supreme Court judge agreed with local residents and in July 1983 disallowed the proposed development.

During the winter of 1983 and the spring of 1984, the APC and other community volunteers proceeded to assess the current community feelings concerning zoning regulations through an extensive questionnaire, including the tabulation and reporting of the results to the community, conducting seven question and answer evenings in homes throughout the island and offering a series of six consecutive public Sunday meetings. This led to a zoning bylaw draft revision being presented to the Regional Board for action.

Initially, the Regional Board would not act on the community's request for zoning bylaw revision on the grounds that the court decision was under appeal. The appeal was denied in June 1984, a major victory for the community, which had fought hard to have its OSP upheld. Unfortunately, the community energy available for the planning process was dashed by the announcement that, just prior to the appeal hearing, a Provincial Order-in-Council was passed which removed the requirement that developments must comply with the requirement of an OSP. That decision remains in effect today. The residents of Electoral Area 'I' feel strongly that the land developments proposals must be made to comply with the community's OSP/OCP. In keeping with this sentiment, the community is of the opinion that the zoning and subdivision bylaws must be amended to reflect the revised OCP, once it is adopted.

A later request that the Regional Board revise the 1970 zoning bylaws met with the response that, due to the passage of time, there must first be a review of the OSP, but this could not be undertaken as planning for other parts of the region had become a priority.

The explosion of finfish farming on the B.C. coast in the mid-80's so concerned the community that it was aroused to express its concern over the lack of regulations governing the location and management of finfish farming operations. In November, 1986, the APC expressed concern to the Regional Board regarding the lack of an aquaculture policy for Cortes Island. The extent of the problem was brought to the

attention of island residents by proposed large scale finfish farms in the near-shore areas of Manson's Landing, Plunger Pass and Bullock Bluff. Concerns focused not only on the scale of the proposed finfish farms, but also the impact that such operations would have on the existing oyster culture industry and the environment.

Islanders were growing frustrated with what appeared to be inconsistent handling of individual applications for foreshore leases for aquaculture purposes and a failure to reflect the interests and views of the local community and upland owners.

These developments prompted islanders to develop an aquaculture policy and related zoning. Representatives from the oyster growers, clam diggers, finfish industry, commercial fishermen, local marinas, upland owners, environmentalists, the local Indian band and loggers took part in formulating these policies. There was widespread involvement of island residents in public meetings.

By January, 1988, a draft of the Coastal Resource Policy and related zones had been completed. The wording continued to be improved until aquaculture zoning bylaws were passed in May, 1988.

During 1991 and 1992, the APC, supported by the Planning Department of the Regional District, began to review the 1979 OSP. A series of public meetings, extending from the spring of 1991, through the summer of 1992 explored the interests of Cortes residents. The 1979 OSP was examined in detail. By means of special working groups, each led by a convener, development policies for proposed land use designations were drafted for further discussion. Eventually, a draft OCP was presented to the Regional Board for its approval and the formal steps for passage of an Official Community Plan were undertaken.

The community of Area 'I' should be extremely proud of the participatory manner in which it has over the last number of years played an active role in formulating its own regulations. Area 'I' had the first, and for a long time the only active APC in the Regional District. The Electoral Area 'I' APC has been in operation since the inception of the Regional District and has acted as a conscientious and valuable interpreter between the community and the Regional Director. There has always been a full effort made to involve as many community members, and their opinions, as possible in the regulatory process. Most importantly, there has been and continues to be a very significant proportion of the community who are prepared to invest their time and energy in the planning for the betterment of its community.

This is not always easy. There are often disagreements with parts of the process or the conclusions, but the tensions these conflicts generate are valuable as they give cause for reflection and review of the issues, and most often lead to improvements in the attempt to express the will of the community.

## **D. Community Rationale for the OCP Objectives and Policies**

The purpose of this section is to provide some further amplifications and explanation as to the rationale that went into the objectives and policies in the OCP bylaw. The details provided in this section do not replace the content of the OCP. Instead, it is intended to assist with the plan's interpretation and implementation.

The OCP is viewed as providing some long-term security to both the Regional Board and area residents (present and future) as to the intended land use objectives for Electoral Area 'I'. Census information suggests a population growth rate of about 3% per annum for Cortes Island. That rate of population increase has been taken into account in defining the Plan's requirements.

Planning for the future is viewed as a hazardous task as both technological and environmental understanding changes and population growth exerts inexorable and often unpredictable pressures. For such reasons the plan looks ahead for a period of up to fifteen (15) years, particularly with respect to land use and development. During the planning period it is considered desirable to review the plan regularly, so that community intentions and the bylaws enforcing them are kept up to date.

### **i) Planning Objectives:**

In order to understand the objectives of the Plan for Cortes Island, it is necessary to consider what Cortes Island has meant, and does mean, to its residents, and to reflect on those changes which would alter the character of the island. A major factor which has attracted people to Cortes Island throughout this century has been the expectation of being able to exercise a greater degree of self-determination by selecting a lifestyle which has a degree of isolation from bureaucratic, economic, and social controls, as exemplified by the absence of building permits, building codes, building inspections, etc. It must be noted, however, that the absence of site and building permits places responsibility squarely on the person who builds on Cortes Island to understand the other land use bylaws and Provincial regulations that affect them (and their property) and to act within them.

In considering the future of Cortes Island as a desirable place to live, work, raise families and have the freedom to indulge in creative activities, neither interfering nor being interfered with by neighbours, it becomes clear that all residents have a responsibility to weigh their individual privileges against the rights of others. It is the intention of this community plan to make it possible for responsible, harmonious

occupation of a physically limited space. Much of the attraction of Cortes Island lies in its natural beauty. In order to maintain the attractiveness of Cortes Island there must be as little deterioration of its natural beauty as possible.

Wilderness provides an ideal of natural beauty; where we preserve wild places, we preserve an ideal. But we cannot live in wilderness without affecting it, because where people are present and artificial development takes place, natural beauty may suffer. However, the community plan is about people and for people. The regulations that will be based on the intentions of the plan must respect the needs of people while striving to maintain a desirable environment. Cortes Island will be neither wilderness nor an urban compound, but intimations of each shall be present.

The people of a community have many and diverse wishes and ambitions. It is never intended that all of them can be satisfied here. This community plan projects the expectation that, within the Cortes rural setting, most of the aspirations of persons not wishing to live in the environment of a city can be satisfied. The agreement of October 20, 1992, between the Islands Trust and the Ministry of Transportation and Highways to allow a rural standard of roads on islands of unique character is an example of how the regulations of Provincial ministries can be harmonized with the interests of rural residents.

We shall preserve whatever wilderness we can, as an ideal against which we can measure the changes we make. We shall create parks, within which a semblance of wilderness can be enjoyed. We shall foster the conscientious uses of our resources of land, shore and sea so that we and further generations can benefit from their presence and livings can be made from them, now and in the future. We shall demand a generous equivalence of space for each dwelling, but allow either solitude or a coming together of people as they choose. If we lose control of living space, we lose the rural condition we have chosen.

The concern that regulations have been too numerous and too restrictive has been strongly and widely expressed. We are such that we cannot live together without regulation. It is the intention of this plan to express the expectations of the community so that regulations can be made as clear and as few as possible. This will call for recognition by residents of their own responsibility for neighbourliness. It will also be important that common sense rank large in the application of regulations by those responsible for them.

The community takes heart from Section 8 of the *B.C. Interpretation Act*, Section 8: "Every enactment Act or Regulation or portion thereof shall be construed as being remedial, and be given such fair, large and liberal construction and interpretation as best insures the attainment of its objects." The objective of the Official Community Plan of Electoral Area 'I', Regional District of Comox-Strathcona, is to provide a fair, spacious, neighbourly and comfortable life to those choosing to live here.

It is recognized that an island has limitations because of its geography. With a small population, these become more apparent: employment is restricted; entertainment is limited; social services may be scarce; the school system may have fewer resources and, on Cortes, does not accommodate the full secondary range; there is some restriction on travel owing to dependence on ferries, and so on. On the other hand, self-sufficiency and the interdependence of residents in a community are promoted. A sense of "belonging" develops.

The residents of Cortes Island have long enjoyed, and perhaps taken for granted, their environment. This includes the natural beauty of land and water; the quiet and solitude that exist in many areas; the low population density; the natural resources such as timber, seafood, fish and wildlife; the arable areas; and the generally adequate water supplies. For most residents these resources have provided varying, and sometimes substantial proportions of their living requirements or income. It is essential that these resources be preserved. It is expected that this Plan, reflecting the wishes of the community, will be examined and taken into account by Provincial and Federal ministries and agencies when arriving at decisions in matters under their jurisdiction that directly affect Electoral Area 'I'.

The Cortes plan takes into account the fact that the Gulf and Discovery Islands represent a significant provincial recreational resource. Not only is Cortes Island and its many sheltered bays and coves a haven for boaters, but the ferry connection to Campbell River via Quadra Island has made the island accessible to many other tourists.

The introduction of ferry and hydro services to Cortes Island, coupled with the movement of population and the development of tourism along the coast of B.C. have resulted in pressures on some of these resources, on the population density, on the character of island living and on the stability of the communities. Without a Community Plan to channel these pressures there can be a loss of some of the features of Cortes Island life which differentiates it from other lifestyles. While the present bylaws do provide a means of control over development they do not address long term issues, such as the future overall population density for Cortes. This plan is designed to offer a means of review and update of these regulations.

## **Community Plan Policies:**

The information which follows is intended to expand upon and clarify the rationale for some of the plan policies in the OCP with respect to coastal areas and environmental considerations.

### ***i) Coastal Resources***

Coastal resource policies act as guidelines for foreshore and water-based zonings and lease/licence applications. These policies are included in the Community Plan to ensure that the balance is maintained between our economy, environment, and lifestyle, the multi-use nature of island activities is sustained and encouraged, and aquaculture and other foreshore related activities further the objectives outlined in the Community Plan.

### ***ii) Environmental Considerations***

A comprehensive section on Environmental Management is provided in the Plan Policies section of the Official Community Plan, because it encompasses the major concerns of residents and sheds light on the attractiveness of Cortes Island and the reasons for regulating its habitation as suggested by the Plan.

The environment of Cortes Island is the over-riding concern of most of the island's residents. For a majority of those concerned, it is a desire for the maintenance of minimally disturbed conditions in as many locations as possible. "Minimal disturbance" ranges from untouched wetlands, to trails to old growth, to modestly developed parks for the observation of nature and outdoor camping experience, to public access to beaches for recreation and shellfishing, to well-designed selective logging practices. Not everyone's interests are the same, but the diversity of Cortes Island, the common enjoyment of its amenities and the general neighbourliness of the islanders should allow rational development and sustenance of its resources and attributes to the common good.

It is the intent of this Plan to ensure that the quality of the environment of Electoral Area 'I' be maintained at such a level that its residents can continue to enjoy a reasonable supply of fresh water, not have our air, land or water contaminated by sewage or industrial waste, and sustain a quality of life that includes the maintenance of the good health of the animals and plants around us.

As the population of Area 'I' increases there is growing concern about the resulting increase in sewage disposal and the greater demand on our limited supply of fresh water. It is essential that our bylaws contain zoning regulations that stabilize population density and enforce proper disposal of sewage effluent and garbage.

There is still much privately owned land which can be further subdivided and developed under existing zoning regulations. In the interests of maintaining a healthy environment for all present and future residents of Area 'I', and in the light of the concerns expressed above, it is of critical importance that future applications for rezoning for small lot development be very carefully reviewed and discussed by the community.

Fresh water is a precious resource of importance to both people and other organisms. Three aspects of fresh water conservation concern many residents: possible local depletion, infiltration of wells by salt water (in some cases due to overuse), and contamination by sewage or industrial wastes.

Fresh water used for domestic purposes in Area 'I' comes mainly from dug or drilled wells, small streams or springs, and in some cases from lakes. Depletion of water in wells and drying of streams and springs in mid to late summer are not uncommon occurrences. As a life-sustaining resource, fresh water must be protected.

Lakes, streams, springs, marshes, and swamps help to maintain underground water tables and serve as important habitat for many organisms, and in some cases are important recreational areas. Collectively, such areas can be considered "wetlands". Wetlands are being eliminated through drainage or filling, or degraded by pollution, throughout much of the world. Such areas are relatively limited in Area 'I' and are to be protected from such actions.

One of the many constraints on our environment is the garbage produced by those of us who live on these small islands, in addition to that from visitors. Most residents of Area 'I' feel that the most logical and sensible way to deal with our garbage is to reuse and recycle so that very little "garbage" ultimately goes into the landfill, which changed from a garbage dump to a recycling centre in 1984. The Cortes Island landfill will be closed in 1995 and solid waste transported to Campbell River.

There is growing interest from residents in Area 'I' to set aside some environmentally sensitive areas on the islands, and to preserve the habitat there in as natural a state as possible. There have been requests made to protect marshes, beaches, small lakes and important watersheds. We look to the support of the Regional Board for local initiatives to identify such areas of concern and its favourable response to applications for protective designation.

Fresh water catchment systems for the collection of non-potable water should be encouraged. This would relieve pressures on ground and surface waters now being used for domestic purposes and help to ensure adequate potable water from those sources. Possible over-use of available water must be considered before approval of any new residential or commercial developments.

Sewage disposal/treatment is inextricably linked to safeguarding water supplies. This is a matter of growing concern in Area 'I' because of increasing population density,

increased boat traffic, and a bustling shellfish industry. Faulty disposal systems contaminate nearshore marine and recreational waters, and are a threat to domestic water supplies. Recent analyses by DFO suggest that problems are beginning to develop in areas of high boating traffic and high population density. The development of improved disposal systems must be aggressively pursued.

## APPENDIX "B"

### SUBDIVISION POTENTIAL OF LAND ZONED RESIDENTIAL (R-1) July 1993

In July 1993, an analysis was undertaken of land zoned R-1 (Residential) in Electoral Area 'I'. Presented below are the results of that analysis. Information is presented in terms of the number of existing parcels, the potential additional parcels which could be created if all existing parcels were subdivided to the maximum extent possible under the existing zoning and minimum parcel size provisions and based on the assumption that only sixty percent (60%) of the maximum additional parcels could be created.

Community Name	Existing Parcels	Potential Additional Parcels	Potential Parcels (@ 60 factor)
<b>Main Communities:</b>			
Whaletown	84	108	65
Gorge Harbour	59	67	40
Manson's Landing	68	43	26
Area:			
Smelt Bay	56	8	5
Cortes Bay	31	47	28
Squirrel Cove	19	23	14
<b>Total (Main Communities)</b>	<b>317</b>	<b>296</b>	<b>178</b>
<b>Other R-1 Areas:</b>			
Gunflint Lake	2	45	27
Seaford	5	0	0
Quartz Bay	10	28	17
Section 14E	1	64	38
No. Hollyhock	8	5	3
<b>Total (Other R-1 Areas)</b>	<b>26</b>	<b>142</b>	<b>85</b>

This analysis shows that there is the potential to create as many as 438 additional parcels in R-1 on Cortes Island. However, it is unrealistic to assume that all land zoned R-1 would be available for subdivision. Consideration of factors such as road dedication, potable water supply, septic field capability and terrain suggest that fewer than the maximum number of parcels could be created. If 60% of the potential number is taken as the maximum number of parcels available, there are still as many as 263 lots that could be created from land now zoned R-1.

An average density of 2.8 persons per parcel would allow a doubling of the population from the 1991 census figure of 736, using land currently zoned R-1, if only 60% of its subdivision potential were taken into account. A much larger increase could be accommodated, taking into account the subdivision potential of areas zoned other than R-1.

There is no way to guarantee that any or all of potential new parcels will be available for development in the near future. Nonetheless, it is important to have an idea of the possibilities that exist for residential growth.

This analysis of land availability is preliminary. However, it provides the starting point for the analysis referred to in the section on Residential Policies.

## APPENDIX "C"

### B.C. FERRIES TRAFFIC VOLUMES Heriot Bay to Whaletown

An analysis of ferry traffic indicates the popularity of Cortes Island as a destination, though it is not possible to distinguish between residents and visitors in the data provided. The B. C. Ferry Corporation provided the information in the following table.

CORTES ISLAND FERRY TRAFFIC				
Year	Vehicles As % of Quadra Traffic	Total Vehicles	% Change	Passengers*
1970-71	--	7,641		
1971-72	--	8,363	+9.4	
1972-73	--	11,783	+40.9	
1973-74	--	14,618	+24.1	
1974-75	--	17,256	+18.0	
1975-76	--	20,647	+19.6	
1976-77	--			
1977-78	10.3	22,118		28,211
1978-79	11.1	25,676	+16.0	29,353
1979-80	11.3	28,243	+9.9	30,771
1980-81	10.8	31,802	+12.6	41,452
1981-82	10.9	32,084	+ 0.8	42,857
1982-83	11.6	31,845	- 0.7	39,988
1983-84	11.9	32,435	+ 1.8	38,702
1984-85	12.2	33,072	+ 1.9	38,380
1985-86		33,933	+ 2.6	41,171
1986-87	10.9	37,333	+10.0	42,518
1987-88	10.8	37,269	- 0.1	37,519
1988-89	10.9	38,879	+ 4.3	41,091
1989-90	10.9	40,181	+ 3.3	42,702
1990-91	10.5	38,429	- 4.3	44,048

\* "Passengers" does not include drivers.

Initial increases in traffic, measured by total vehicles carried, were much larger than later gains. In the first five years (1970-71 to 1975-76) traffic grew by 170%. During the next five years (1975-76 to 1980-81), the increase was 54%. From 1980-81 to 1985-86, the increase measured 7%. In the period 1985-86 to 1990-91, the number of vehicles carried increased by 13%. It seems reasonable to project an annual increase in traffic to Cortes Island averages about 3%. Over the entire period in which the ferry has operated the proportion of traffic to Cortes Island from Campbell River has remained at about 10 - 11% of all traffic carried on the Quadra ferry.

Based on the more gradual level of increased ferry usage in recent years, it seems reasonable to project a continuing increase in ferry traffic to Cortes Island at an average annual rate of increase of about 3%. This projection is of course conditional on the level of service provided to the Island (frequency of trips), size of ferry used, level of population growth and development on the island and other factors such as weather conditions and the state of the economy. There is considerable variation in ferry usage between summer and winter (which are not reflected in these statistics). During the summer months sailing waits are not uncommon (especially for over-height vehicles).

## APPENDIX "D"

### AGRICULTURAL LAND RESERVE

British Columbia's **Agricultural Land Commission Act** provides for the establishment and operation of an independent Agricultural Land Commission.

The goal of the Agricultural Land Commission is:

1. To preserve British Columbia's agricultural lands for present and future land use; and
2. To encourage the establishment and maintenance of B.C.'s farms and farming community.

The cornerstone of the agricultural land preservation program is the Agricultural Land Reserve (ALR), which covers about 5% of the land mass of the Province. The Reserve can be thought of as a provincial land use zone in favour of agriculture in which non-agricultural uses are regulated and farm activities are encouraged. This includes private and public lands presently being farmed as well as land with agricultural potential.

The Commission relies heavily on municipal councils and regional boards who, together with their staff, support the Reserve through local land use planning programs. Individuals and governments at the local level are important players in the preservation of agricultural land in B.C.

The Commission is also active in the area of sustaining the quality of agricultural soils under the **Soil Conservation Act.**"

*Information excerpted from "Preserving Our Foodlands" - B.C. ALC Publication*

The attached map shows the location of ALR lands on the Island. Please contact the ALC and/or Regional District offices for complete details pertaining to land use regulations for ALR lands.

## APPENDIX "E"

### THE FOREST LAND COMMISSION AND THE FOREST LAND RESERVE - A BRIEF OVERVIEW

#### History:

On June 23, 1994 the *Forest Land Reserve Act* was introduced to the legislature. The Act, which became law on July 8, 1994, established the Forest Land Commission which was charged with the responsibility of the administration of the newly created Forest Land Reserve. The Reserve consists of designated Crown Lands and private managed forest lands. Province wide, there are currently 920,000 ha of private land and 15,000 ha of public land designated as FLR. The majority of the private lands (70%) are located on Vancouver Island and in the Kootenays (25%). Crown lands include the provincial forests of Vancouver Island, the Kootenays and the Cariboo.

The intent of the Act, as detailed in Section 4, and elaborated by the Minister of Forests, is to protect the commercial forest land base of British Columbia, and to minimize the impact of urban development and rural area settlement on that land base.

The Commission consists of not less than 3 members (there are currently four) appointed by Cabinet, and selected for their expertise in forestry, land use planning or local government.

Land within the Forest Land Reserve can be used in the following manner:

- timber production
- forage production and livestock grazing
- forest or wilderness oriented recreation, scenery and wilderness purposes
- water, fisheries, wildlife, biological diversity, and cultural heritage resource purposes
- approved mineral exploration and mining
- other uses allowed by regulation or permitted by the Commission

All other land uses, subdivisions and withdrawal of land from the Reserve must be approved by the Commission.

The FLC deals with four types of application: Designation, or addition of land to the Reserve, Subdivision of land within the Reserve, Specific use of land within the Reserve and requests for Removal of land from the Reserve. The Commission also reviews and comments on local government plans and bylaws where those may affect FLR lands either directly or indirectly.

The Commission has been enjoined by the Act to work with local governments in the administration of the Act. The role of the local government is particularly detailed in the case of a removal application, where provision is made for publication of an application notice and a public hearing to be called at the discretion of the local government. Criteria for determining whether to support an application is left to the local government but must be communicated to the Commission with the recommendations and comments.

Where land is removed from the Reserve there is a recapture of tax benefit to be paid to the government which is based on a formula found in the Act. The charge is based on the difference of the property value before and after removal, multiplied by a rate determined by the Commission in the Regulations. The charge is intended to recapture the benefit received by the owner over the previous six years, due to the lower rate of taxation on forest lands.

Applications are made directly to the Commission on forms available through the Commission office. Once received, the Commission refers the application to the local government and other relevant agencies for comment and recommendations. A hearing between the applicant and the Commission is arranged where the applicant is invited to present the application in person and the Commission is able to ask for clarification of facts directly.

Decisions of the Commission are made in-camera and communicated to the applicants in writing.

*(NOTE: Mapping of Forest Land Reserve areas is available through the Regional District and/or Forest Land Commission.)*

