



REGULAR MEETING OF COUNCIL
Tuesday, February 25, 2020 @ 3:30 PM
George Fraser Room, Ucluelet Community Centre,
500 Matterson Drive, Ucluelet

AGENDA

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1. CALL TO ORDER	
2. ACKNOWLEDGEMENT OF FIRST NATIONS TERRITORY	
<p>Council would like to acknowledge the Yuułu?if?ath First Nation, on whose traditional territories the District of Ucluelet operates.</p>	
3. NOTICE OF VIDEO RECORDING	
<p>Audience members and delegates are advised that this proceeding is being video recorded and broadcast on YouTube.</p>	
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12.2	Councillor Lara Kemps <i>Deputy Mayor April - June 2020</i>	
12.3	Councillor Jennifer Hoar <i>Deputy Mayor July - September 2020</i>	
12.4	Councillor Rachelle Cole <i>Deputy Mayor October - December 2020</i>	
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16.	QUESTION PERIOD	
17.	ADJOURNMENT	

DISTRICT OF UCLUELET
MINUTES OF THE REGULAR COUNCIL MEETING
HELD IN THE GEORGE FRASER ROOM, 500 MATTERSON DRIVE
Tuesday, February 11, 2020 at 3:30 PM

Present: **Chair:** Acting Mayor McEwen
 Council: Councillors Cole, Hoar, and Kemp
 Staff: Mark Boysen, Chief Administrative Officer
 Donna Monteith, Chief Financial Officer
 Bruce Greig, Manager of Community Planning
 John Towgood, Planner 1
 Abby Fortune, Manager of Parks and Recreation
 Nicole Morin, Corporate / Planning Clerk
 Joey Rotenberg, Manager of Corporate Services

Regrets: Mayor Noël

1. CALL TO ORDER

1.1 Acting Mayor McEwen called the meeting to order at 3:30 PM.

2. ACKNOWLEDGEMENT OF FIRST NATIONS TERRITORY

Council acknowledged the Yuułu?iŋ?ath First Nation, on whose traditional territories the District of Ucluelet operates.

3. NOTICE OF VIDEO RECORDING

Audience members and delegates were advised that this proceeding is being video recorded and broadcast on YouTube.

4. ADDITIONS TO AGENDA

4.1 There were no additions to the agenda.

5. APPROVAL OF AGENDA

5.1 February 11, 2020 Regular Council Meeting Agenda

2020.15.REGULAR **It was moved by Councillor Cole and seconded by Councillor Hoar**
 THAT Council approve the February 11, 2020 Agenda as presented.

CARRIED.

6. ADOPTION OF MINUTES

6.1 January 28, 2020 Regular Minutes

2020.16.REGULAR **It was moved by Councillor Hoar and seconded by Councillor Kemps**
 THAT Council adopt the January 28, 2020 Regular Council Meeting Minutes as presented.

CARRIED.

7. UNFINISHED BUSINESS

7.1 There was no unfinished business.

8. MAYOR'S ANNOUNCEMENTS

8.1 There were no Mayor's announcements.

9. PUBLIC INPUT, DELEGATIONS & PETITIONS

9.1 Public Input

There was no public input.

9.2 Delegations

**Lilly Woodbury, Surfrider Pacific Rim
Re: Cut the Cutlery and Forget the Foam Campaign**

Lilly Woodbury, Surfrider Pacific Rim Chapter Manager, presented the delegation. She outlined the elements of phase two of Surfrider's Rise Above Plastic Campaign known as Cut the Cutlery and Forget the Foam. The campaign lobbies for the elimination of take away plastic cutlery and takeaway styrofoam containers. Ms. Woodbury went on to request that Council consider regulating the use of these items through the Plastic Bag Bylaw or similar bylaw.

Council comments and questions:

- Is the wetsuit initiative ongoing? Ms. Woodbury responded yes.
- Are soy takeaway containers an alternative to styrofoam? Ms. Woodbury responded yes but explained that they are not the best option for the environment due to a number of factors.

10. CORRESPONDENCE

**10.1 Invitation to West Coast Land Stewardship Corridor initiative led by West Coast First Nations and Partners
*Bob Hansen, Member of the Iisaak Sin Hay Tiic? Network, Director of the Co-existing with Carnivores Alliance***

Councillors Cole, Hoar and McEwen indicated that they will attend this event.

10.2 MOTI Oceans Protection Plan Places of Refuge Initiative
Captain David Kyle, Place of Refuge Initiative Lead, Oceans Protection Plan

2020.17.REGULAR **It was moved by Councillor Cole and seconded by Councillor Hoar**
THAT the MOTI Oceans Protection Plan Places of Refuge Initiative correspondence be deferred to the February 18, 2020 Harbour Authority Meeting.

CARRIED.

10.3 Clayoquot Biosphere Trust (CBT) Request for Budget Support for NEST Initiative
Rebecca Hurwitz, Executive Director, CBT

2020.18.REGULAR **It was moved by Councillor Kemps and seconded by Councillor Hoar**
THAT the Clayoquot Biosphere Trust (CBT) Request for Budget Support for NEST Initiative correspondence be deferred to the February 20, 2020 Special Budget Meeting.

CARRIED.

11. INFORMATION ITEMS

11.1 Highway 4 Kennedy Hill Safety Improvements Traffic Interruptions Update
Erin Pomeroy, EAC Project Coordinator

12. COUNCIL COMMITTEE REPORTS

12.1 Acting Mayor Marilyn McEwen
Deputy Mayor January 2020 - March 2020

- **February 5-7: Attended the LGLA Leadership Forum**

12.2 Councillor Lara Kemps
Deputy Mayor April - June 2020

- **January 29: Attended the Ucluelet Secondary School PAC meeting**
- **February 10: Attended the Ucluelet Culinary Club Meeting**

12.3 Councillor Jennifer Hoar
Deputy Mayor July - September 2020

- **February 5-7: Attended the LGLA Leadership Forum**
- **February 2: Attended the Pacific Rim Arts Society Children's productio**

12.4 Councillor Rachelle Cole

Deputy Mayor October - December 2020

- **January 29: Attended the West Coast Committee meeting**
- **January 30: Attended the Joint EOC exercise**
- **January 30: Attended the Old Growth Strategy Workshop**
- **February 4: Attended the Seniors Working Group where the West Coast Older Workers initiative was discussed**
- **February 5-7: Attended the LGLA Leadership Forum**

13. REPORTS

13.1 Ucluelet Economic Development Strategy Progress Report

Mark Boysen, Chief Administrative Officer

Mark Boysen, Chief Administrative Officer, presented this report. He outlined the high priority economic development objectives in the Ucluelet Economic Development Plan that have been implemented.

Council questions and comments:

- Council noted that the District has provided support for the employee housing now available at the former lodge.
- Council noted the success of the UBERE program.

2020.19.REGULAR **It was moved by Councillor Cole and seconded by Councillor Kemps**
THAT Council approve recommendation 1 of report item, "Ucluelet Economic Development Strategy Progress Report" which states:

1. *THAT Council receive this progress update on the Ucluelet Economic Development Strategy.*

CARRIED.

13.2 Ucluelet Health Centre Update Verbal Report

Consultant's Report

Tony Yip, Principal at Chernoff Thompson Architects, presented the majority of this report. Mr. Yip used a series of slides to review three potential designs and two potential locations for the proposed health centre. Two storey and one storey versions were reviewed. The proposed locations are off Matterson Drive near the Ucluelet Community Centre and basketball court.

Council questions and comments:

- Asked if accommodations for visiting professionals is included in

the design? Mr. Yip noted that it is not included in the presented designs but can be included in modifications to the designs.

- Is the two storey proposal more appropriate for including an accommodation? Mr. Yip responded that accommodations can be included in the one storey and two storey designs.
- Noted that the two storey version of the health centre may dwarf the Ucluelet Community Centre. Recommended addressing this issue by locating the health centre further from the Community Centre.
- Noted that the hallways take up a significant portion of the proposed building.
- Asked if there will be another visioning session before the report is completed? Mr. Boysen responded that there will not be another visioning session but costing for construction will be included in the final report.

13.3 Cheque Listing - January 2020

Nicole Morin, Corporate / Planning Clerk

13.4 Resolution Tracking - January 2020

Nicole Morin, Corporate / Planning Clerk

Council asked about progress on the Official Community Plan? Bruce Greig, Manager of Community Planning, noted that there has been some progress and the OCP will be discussed at the next budget meeting.

13.5 West Coast Multi-Use Path Extension

Bruce Greig, Manager of Community Planning

Bruce Greig, Manager of Community Planning, presented this report.

Council questions and comments:

- Council asked whether a minimum standard for maintenance and design will be implemented for the entire length of the trail? Mr. Greig responded that an agreement about levels of maintenance on the unreconstructed portion of the trail will be discussed in the future and the agreement about maintenance of the current trail will be revisited.
- Council noted that the letter of support for the ACRD's application to ICET is due by February 20.

2020.20.REGULAR **It was moved by Councillor Kemps and seconded by Councillor Hoar**

THAT Council approve recommendations 1, 2 and 3 of report item, "West Coast Multi-Use Path Extension" which state:

1. *THAT the District of Ucluelet make application to the Ministry of Forests, Lands, Natural Resource Operations and Rural Development to expand Licence of Occupation File 1407317, to allow for the extension of the West Coast Multi Use Path and other associated utility uses, between the existing Multi Use Path and Pacific Rim National Park Reserve;*
2. *THAT the District of Ucluelet Council supports the Alberni Clayoquot Regional District in making application to the BC Active Transportation grant for the West Coast Multi Use Path; and,*
3. *THAT the District of Ucluelet Council indicates support for the District to provide maintenance on the proposed new section of West Coast Multi Use Path on behalf of the Alberni Clayoquot Regional District, subject to future agreement on the level of service and fee.*

CARRIED.

14. LEGISLATION

14.1 Bylaw No. 1266, 2020 Single-Use Item Regulation *Nicole Morin, Corporate / Planning Clerk*

2020.21.REGULAR **It was moved by Councillor Kemps and seconded by Councillor Hoar**

THAT Council approve recommendations 1, 2 and 3 of legislative item, "Bylaw No. 1266, 2020 Single-Use Item Regulation" which state:

1. *THAT "District of Ucluelet Single-Use Item Regulation Bylaw No. 1266, 2020" be introduced and given first, second and third reading.*
2. *THAT a copy of the Bylaw be sent to the Minister of Environment and Climate Change Strategy for approval.*
3. *THAT an opportunity for representations from the public be provided before adoption*

CARRIED.

15. OTHER BUSINESS

15.1 **There was no other business.**

16. QUESTION PERIOD

16.1 **There were no questions.**

17. ADJOURNMENT

17.1 **The Regular Council Meeting was adjourned at 4:52 PM.**

CERTIFIED CORRECT: Minutes of the Regular Council Meeting held on Tuesday, February 11, 2020 at 3:30 pm in the George Fraser Room, Ucluelet Community Centre, 500 Matterson Road, Ucluelet, BC.

Mayco Noël
Mayor

Mark Boysen
CAO



DISTRICT OF
UCLUELET

DISTRICT OF UCLUELET

Request to Appear as a Delegation

All delegations requesting permission to appear before Council are required to submit a written request or complete this form and submit all information or documentation by 11:00 a.m. the Wednesday preceding the subsequent Council meeting. Applicants should include the topic of discussion and outline the action they wish Council to undertake.

All correspondence submitted to the District of Ucluelet in response to this notice will form part of the public record and will be published in a meeting agenda. Delegations shall limit their presentation to ten minutes, except by prior arrangement or resolution of Council.

Please arrive 10 minutes early and be prepared for the Council meeting. The Mayor (or Acting Mayor) is the chairperson and all comments are to be directed to the chairperson. It is important to address the chairperson as Your Worship or Mayor Noël.

The District Office will advise you of which Council meeting you will be scheduled for if you cannot be accommodated on your requested date. For more information contact the District Office at 250-726-7744 or email info@ucluelet.ca.

Requested Council Meeting Date: February 25th, 2020

Organization Name: Ucluelet Chamber of Commerce

Name of person(s) to make presentation: Laurie Gehrkie

Topic: Request for Budget Support & Presentation

Purpose of Presentation:

Information only

Requesting a letter of support

Other (provide details below)

Please describe:

Ucluelet Chamber of Commerce is presenting on the ongoing work and also requesting Budget support for the next three years.

Contact person (if different from above): Laurie Gehrkie

Telephone Number and Email: 250-726-4641/chamberoffice@uclueletinfo.com

Will you be providing supporting documentation? Yes No

If yes, what are you providing?

Handout(s)

PowerPoint Presentation

Note: Any presentations requiring a computer and projector/screen must be provided prior to your appearance date. The District cannot accommodate personal laptops.



HOUSE OF COMMONS
CHAMBRE DES COMMUNES
CANADA

WEST COAST FISHERIES: SHARING RISKS AND BENEFITS

Report of the Standing Committee on Fisheries and Oceans

Ken McDonald, Chair

MAY 2019

42nd PARLIAMENT, 1st SESSION

West Coast Fisheries: Sharing Risks and Benefits Ken McDonald, House of ...

Published under the authority of the Speaker of the House of Commons

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WEST COAST FISHERIES: SHARING RISKS AND BENEFITS

Report of the Standing Committee on Fisheries and Oceans

**Ken McDonald
Chair**

MAY 2019

42nd PARLIAMENT, 1st SESSION

NOTICE TO READER

Reports from committee presented to the House of Commons

Presenting a report to the House is the way a committee makes public its findings and recommendations on a particular topic. Substantive reports on a subject-matter study usually contain a synopsis of the testimony heard, the recommendations made by the committee, as well as the reasons for those recommendations.

STANDING COMMITTEE ON FISHERIES AND OCEANS

CHAIR

Ken McDonald

VICE-CHAIRS

Todd Doherty

Gord Johns

MEMBERS

Mel Arnold

Blaine Calkins

Sean Casey (Parliamentary Secretary — Non-Voting Member)

Pat Finnigan

Colin Fraser

Ken Hardie

Robert J. Morrissey

Churence Rogers

OTHER MEMBERS OF PARLIAMENT WHO PARTICIPATED

Dean Allison

Chandra Arya

Colin Carrie

Bill Casey

Gérard Deltell

Fin Donnelly

Pamela Goldsmith-Jones

Hon. Kent Hehr

Stéphane Lauzon

Larry Miller

Robert Sopuck

CLERK OF THE COMMITTEE

Nancy Vohl

LIBRARY OF PARLIAMENT

Parliamentary Information and Research Service

Michael Chalupovitsch, Analyst

Thai Nguyen, Analyst

THE STANDING COMMITTEE ON FISHERIES AND OCEANS

has the honour to present its

TWENTY-FIRST REPORT

Pursuant to its mandate under Standing Order 108(2), the Committee has studied the regulation of the West coast fisheries and has agreed to report the following:

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LIST OF RECOMMENDATIONS

As a result of their deliberations committees may make recommendations which they include in their reports for the consideration of the House of Commons or the Government. Recommendations related to this study are listed below.

Recommendation 1

That Fisheries and Oceans Canada maintain the limited transferability for non-directed catch, which is a widely supported system for ensuring that non-targeted groundfish that is caught can be sold and tracked for conservation purposes. 22

Recommendation 2

That based on the principle that fish in Canadian waters are a resource for Canadians (i.e. common property), no future sales of fishing quota and/or licences be to non-Canadian beneficial owners based on the consideration of issues of legal authority, and international agreement/trade impacts. 24

Recommendation 3

That Fisheries and Oceans Canada permit the separation of stacked (or “married”) licences for sale by the licence owner to divest some or all of their licences in the sole intent of facilitating existing harvesters and new entrants to become owner-operators. 27

Recommendation 4

That, to increase the transparency of quota licence ownership and transactions, Fisheries and Oceans Canada determine and publish, in an easily accessible and readable format, a public online database that includes the following:

- **The beneficial holder of all fishing quota and licences in British Columbia, including penalties for failing to accurately disclose the holder of fishing quota and/or licences, and that Fisheries and Oceans Canada work with Finance Canada to achieve this goal.**

- All sales or leasing of quota and licence holdings be reported and made public by Fisheries and Oceans Canada, including buyer, seller and sale/leasing price. 32

Recommendation 5

That Fisheries and Oceans Canada prioritize the collection of socio-economic data for past and future regulatory changes and make this information publicly available. 33

Recommendation 6

That Fisheries and Oceans Canada develop a comparative analysis of the East Coast and West Coast fisheries in regard to regulations with a view to devising policy that would level the playing field for independent British Columbian fishers. 33

Recommendation 7

That Fisheries and Oceans Canada undertake discussions with the Province of British Columbia to explore the establishment of a model for a loan board to support harvesters' intent on purchasing licences and/or quota, to maintain or modernize existing vessels or to purchase new ones..... 36

Recommendation 8

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, provide financial incentives to independent ownership of licences and quota vs. corporate, overseas or absentee ownership. This could include: tax incentives; a shared risks and benefits program; and/or the creation of community licence and quota banks..... 37

Recommendation 9

That Fisheries and Oceans Canada create a loan and mentorship program to help independent harvesters enter the industry. 37

Recommendation 10

That Fisheries and Oceans Canada work with the Government of British Columbia to develop strategies to expand value-added fish processing in British Columbia and the recapture of benefits from processing in adjacent communities. 37

Recommendation 11

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, establish an open public auction process to allow fishers to lease licence and quota. 40

Recommendation 12

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, establish a licence exchange board to allow the trading of licences between owners. 40

Recommendation 13

That Fisheries and Oceans Canada reconstitute the membership of advisory boards to ensure equitable representation by fishers, processors and quota owners. 41

Recommendation 14

That Fisheries and Oceans Canada develop a new policy framework through a process of authentic and transparent engagement with all key stakeholders:

- **Active fish harvesters (or where they exist, organizations that represent them) in all fisheries and fleets including owner-operators, non-owner-operators, and crew;**
- **First Nations commercial fish harvesters (or where they exist, organizations that represent them);**
- **Organizations representing licence and quota holders that are not active fish harvesters, including fish processing companies;**

- **Organizations representing First Nations that hold licences and quotas for commercial fisheries;**
- **The Minister responsible for fisheries in the British Columbia government;**
- **Fisheries policy experts from academic institutions and non-governmental organizations; and**
- **Representatives of municipal governments and socio-economic development, health and cultural agencies in coastal communities. 41**

Recommendation 15

That, with regard to West Coast commercial fisheries, the Minister of Fisheries and Oceans establish an independent commission to:

- **Develop a concept for a ‘fair-share’ system to equitably allocate the proceeds from the fishery of individual species between the quota/licence holder, the processor and the harvester, based on the average wholesale price earned by the processor over a three-month period.**
- **Work with Fisheries and Oceans Canada to explore the feasibility of set limits on the amount of quota or number of licences for an individual species that can be owned by an individual or entity and ensure that comprehensive consultations are undertaken.**
- **Devise a policy of current market buy back from fishers looking to exit the industry and to prioritize that quota and licence sale to emerging young or independent fishers through a student/mentorship/apprenticeship program as has been done successfully in other regions for the country and other jurisdictions (Maine, Alaska, Norway) who have testified before this committee.**
- **Prepare a concept through comprehensive consultations that could transition the West Coast fishery to a “made-in-BC” owner-operator model. 43**

Recommendation 16

That the development of Fisheries and Oceans Canada’s new policy framework should be undertaken by a working group chaired by a senior National Headquarters official and comprised of appropriate officials from National Headquarters and Pacific Region. 44

Recommendation 17

That the Minister of Fisheries and Oceans direct the Department to develop an implementation framework for transition with time limits and phased approaches similar to the *Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries (PIIFCAF)*, but appropriate to particular fleets and/or fisheries. 44

Recommendation 18

That transition strategies should take account of the recommendations, needs, rights and capacities of First Nations and the framework for reconciliation. 44

Recommendation 19

That the Minister of Fisheries and Oceans initiate immediate steps to regulate quota licence leasing costs to allow for a fair return for vessel owners and adequate incomes for fish harvesters during the transition to owner-operator. Such measures should continue after transition to guarantee crews fair wages under the new regime. 45

Recommendation 20

That Fisheries and Oceans Canada develop a plan to achieve its five-objective fisheries management regime, which includes conservation outcomes: compliance with legal obligations; promoting the stability and economic viability of fishing operations; encouraging the equitable distribution of benefits; and facilitating data collection for administration, enforcement and planning purposes. 45



HOUSE OF COMMONS
CHAMBRE DES COMMUNES
CANADA

WEST COAST FISHERIES: SHARING RISKS AND BENEFITS

INTRODUCTION

On 20 June 2018, Bill C-68, An Act to amend the Fisheries Act and other Acts in consequence was adopted by the House of Commons at Third Reading.¹ The bill sets out new factors that may be considered by the Minister of Fisheries and Oceans when making fisheries-related decisions. These factors include, among others, social, economic and cultural considerations.²

During its consideration of Bill C-68, the House of Commons Standing Committee on Fisheries and Oceans (the committee) heard contrasting testimony on the impacts of Fisheries and Oceans Canada's (DFO) quota licencing policy on the West Coast's commercial fisheries.³ In light of that testimony, on 5 June 2018, the committee adopted a motion to undertake a study to:

examine the regulation of the West Coast fisheries, specifically in relation to fishing licences, quotas, and owner operator and fleet separation policies, in order to evaluate the impact of the current regime on fisheries management outcomes, the distribution of economic benefits generated by the industry and the aspirations of fishers and their communities, and to provide the government with options and recommendations to improve those outcomes.⁴

The committee held five public hearings between 30 January and 20 February 2019, during which it heard testimony from 40 witnesses. Witnesses included fish harvesters, commercial and recreational fishing organizations, fish processing companies, social

1 [*C-68, An Act to amend the Fisheries Act and other Acts in consequence*](#), 1st Session, 42nd Parliament.

2 Daniele Lafrance and Thai Nguyen, [*Legislative Summary of Bill C-68: An Act to amend the Fisheries Act and other Acts in consequence*](#), Library of Parliament, 19 June 2018.

3 House of Commons, Standing Committee on Fisheries and Oceans, [*Bill C-68, An Act to amend the Fisheries Act and other Acts in consequence*](#), 1st Session, 42nd Parliament.

4 House of Commons, Standing Committee on Fisheries and Oceans, [*Minutes*](#), 5 June 2018.



HOUSE OF COMMONS
CHAMBRE DES COMMUNES
CANADA

scientists, non-governmental organizations, the Vancouver Island Health Authority, and DFO officials.⁵

The members of the committee would like to extend their sincere thanks to all the witnesses who participated in this study. The committee is pleased to present the results of its study in this report, along with recommendations based on the evidence it heard.

5 House of Commons, Standing Committee on Fisheries and Oceans, [*Regulation of the West Coast Fisheries*](#), 1st Session, 42nd Parliament.

BACKGROUND

A. FEDERAL AUTHORITY IN FISHERIES MANAGEMENT

Pursuant to sections 7(1) and 43(1) of the *Fisheries Act*, the federal government may issue licences for fisheries and make regulations respecting the terms and conditions under which a fishing licence may be issued, and the setting of quota.⁶ Accordingly, commercial fisheries on the West Coast are managed under the federal *Pacific Fishery Regulations, 1993*.⁷

In 2007, DFO adopted the *Policy for Preserving the Independence of the Inshore Fleet in Canada's Atlantic Fisheries* (PIIFCAF) to “ensure that [commercial] inshore fish harvesters remain independent, and that the benefits of fishing licences flow to the fisher and to Atlantic coastal communities.” PIIFCAF also serves to strengthen DFO's existing Fleet Separation and Owner-Operator policies. The Fleet Separation Policy keeps the ownership of the fish harvesting sector separate from the processing sector by preventing processing companies from acquiring the fishing licences of inshore vessels (i.e., those measuring less than 19.8 m or 65 ft.). The Owner-Operator Policy requires the holders of licences for inshore vessels to be present on the boat during fishing operations. Similar policies have not been established for West Coast fisheries.

On 8 February 2019, the Federal Court of Appeal upheld the federal government's right to enact and enforce policies related to the protection of the economy of coastal communities who depend on fishing resources. According to that decision, the substance of PIIFCAF falls “within Parliament's broad powers to manage the fisheries.”⁸

6 [Fisheries Act](#), R.S.C., 1985, c. F-14.

7 [Pacific Fishery Regulations, 1993](#), SOR/93-54.

8 [Elson v. Canada \(Attorney General\)](#), 2019 FCA 27.



B. ECONOMIC PERFORMANCE OF COMMERCIAL FISHERIES IN BRITISH COLUMBIA

1. Employment and Incomes

In 2016, the fishing industry provided full and part-time employment for 9,416 people on vessels, at fish farms and in processing plants in British Columbia.⁹ The harvesting sector alone employed 5,208 people. According to the Canadian Council of Professional Fish Harvesters' 2018 labour market information study, British Columbia's commercial fishing industry had lower fish harvester incomes and a more challenging demographic outlook, compared to the East Coast's commercial fishing industry.¹⁰

In addition, from 2000 to 2015, while the average Canadian fishing employment income rose 39%, it decreased by 6% in British Columbia. In 2015, the average income of a self-employed British Columbia fish harvesters was only equal to 56% of the Canadian average.¹¹ According to a 2013 report on labour supply challenges in British Columbia, "turnover in crew is significant for some sectors and again this is tied to the poor economics of their fleets and the low crew wages that the crew earn."¹²

2. Landed Values

DFO estimated that British Columbia's commercial fisheries landed 183,000 tonnes of fish in 2017, worth a gross value of \$398 million (Table 1). The commercial fleet on the West Coast is mainly composed of vessels shorter than 45 feet in overall length.¹³ By comparison, the annual economic impact of the West Coast recreational fishery is estimated to be about \$700 million. This number includes "spinoff benefits from not just the harvest of the fish but also the guiding operations and the other operations that accompany it."¹⁴

9 DFO, "[Fishing-Related Employment by Industry and Province, 2014-2016](#)," *Fisheries and the Canadian Economy*.

10 Canadian Council of Professional Fish Harvesters, [Fisheries Seasonality and the Allocation of Labour and Skills: Labour Market Information Study](#), 2018.

11 Canadian Council of Professional Fish Harvesters, [Fisheries Seasonality and the Allocation of Labour and Skills: Labour Market Information Study](#), 2018.

12 G.S. Gislason & Associates Ltd., *The BC Fishing Industry—Labour market Information*, Prepared for the BC Seafood Alliance, January 2013.

13 DFO, "[Number of Vessels by Overall Length 1985-2017 for the Pacific Fleet](#)," *Vessel Information*.

14 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

Table 1—Landed Values (\$millions) of British Columbia Main Fishery Products, 2017

Groundfish	Landed Values (\$millions)
Halibut	62
Redfish	24
Hake	33
Pelagic and Other Finfish	Landed Values (\$millions)
Salmon	46
Herring	17
Tuna	16
Shellfish	Landed Values (\$millions)
Crab	51
Clams	52
Shrimp	24
Sea urchin	7

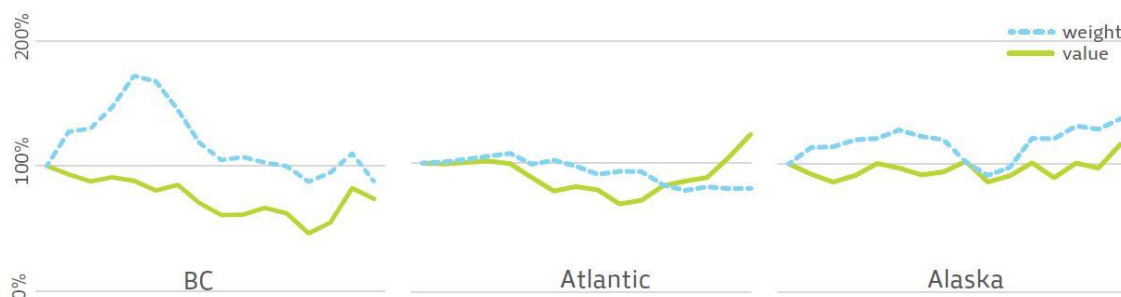
Source: DFO, "[2017 Value of Atlantic and Pacific Coasts Commercial Landings, by Province](#)," *Seafisheries*.

From 2000 to 2015, economic performance data suggested no growth in British Columbia's fishery while both Atlantic Canadian and Alaskan fisheries saw significant growth in their landed values (Figure 1). According to the Canadian Council of Professional Fish Harvesters, the comparison with Alaska is "particularly relevant because of the similarities with BC in terms of the mix of species harvested."¹⁵

15 Canadian Council of Professional Fish Harvesters, Fisheries Labour Market Information Study—BC Consultations, *Brief*, February 2019.



Figure 1—Landed Volumes and Values from 2000 to 2015 Relative to 2000



Source: Ecotrust Canada and T. Buck Suzuki Environmental Foundation, *Just Transactions, Just Transitions: Towards Truly Sustainable Fisheries in British Columbia*, 21 December 2018, p. 25.

C. COMMERCIAL FISHERIES MANAGEMENT IN BRITISH COLUMBIA

1. Fishing Effort and Catch Management

Historically, competition has characterized commercial fisheries in British Columbia. Fishers were engaged into a cycle of acquiring bigger boats and better technology to outperform each other for a share of the resource. Because fishery resources are finite, diverse management strategies were gradually introduced by DFO to control the harvest.¹⁶ Fishing effort and catch management for groundfish, for example, were controlled by: a limited entry licencing regime; a total allowable catch (TAC); gear restrictions; size limits; and time and area closures.¹⁷

2. Individual Transferable Quotas

DFO also adopted individual transferable quotas (ITQs), also known as quota licences, to manage several commercial fisheries in British Columbia, including the Pacific halibut fishery in 1992 and the groundfish trawl fishery in 1997.¹⁸ ITQs give their owners exclusive and transferable rights to catch a given portion of the TAC of a given fish

16 J.R. Beddington, D.J. Agnew, and C.W. Clark, "[Current Problems in the Management of Marine Fisheries](#)," *Science*, Vol. 316, No. 5832, 22 June 2007.

17 DFO, [Groundfish, Pacific Region 2017 Integrated Fisheries Management Plan summary](#).

18 E. Pinkerton et al., "[Atlantic and Pacific halibut co-management initiatives by Canadian fishermen's organizations](#)," *Fish and Fisheries*, Vol. 19, No. 6, 15 August 2018.

stock.¹⁹ ITQs can be owned by individual active and non-active fishers, non-fisher investors, vessels or enterprises, and are transferable through selling, buying and leasing in an open market.

Over time, some owners of ITQs found they can make more money leasing out their quotas than fishing it themselves. With higher revenues and better tax deductions, leasing quota is being treated like a pension, with some owners choosing to will the quotas to their family members to be used as an investment.²⁰

ITQs were seen by DFO as a solution to overfishing. Thus, ITQs would enhance the economic viability of the fisheries.²¹ Transferable quotas are said to be effective in discouraging overcapitalization in the harvesting sector, at no cost to government from licence retirements or buy-backs. This is accomplished by the accumulation or stacking of quotas as, over time, marginal fishers or enterprises choose to sell their quotas to others.

According to a 2009 study commissioned by DFO, with ITQs as clearly identified shares of the TAC, “fishers can better plan their season, to minimize wastage, service the market, and fish in a cost-effective and efficient manner. If the weather conditions are poor, fishers remain in port, or travel to different fishing grounds with more favourable conditions.”²² In addition, the “market value of the ITQs reflects the market’s perception of the net present value of the future stream of net economic returns from the fishery.” Therefore, “if the resource is not managed to be sustainable, future TACs will decline as will the value of the ITQ.”²³

19 R. Sumaila, [“How to Make Individual Transferable Quotas Work Economically, Socially, and Environmentally,”](#) *Oxford Research Encyclopedia of Environmental Science*, November 2018.

20 E. Pinkerton and D.N. Edwards, [“The elephant in the room: The hidden costs of leasing individual transferrable fishing quotas,”](#) *Marine Policy*, Vol. 33, No. 4, 2009.

21 G.R. Munro et al., [“Impacts of harvesting rights in Canadian Pacific fisheries,”](#) Statistical and Economic Series—Economic Analysis, No. 1-3, DFO, 2009.

22 G.R. Munro et al., [“Impacts of harvesting rights in Canadian Pacific fisheries,”](#) Statistical and Economic Series—Economic Analysis, No. 1-3, DFO, 2009.

23 G.R. Munro et al., [“Impacts of harvesting rights in Canadian Pacific fisheries,”](#) Statistical and Economic Series—Economic Analysis, No. 1-3, DFO, 2009.



2.1. Economic Viability for Quota Licence Holders

Many studies of ITQ systems in operation around the world show evidence that they increase profits and improve economic efficiency for quota licence holders.²⁴ Transferability of quotas also provides a market mechanism for addressing allocation issues between the recreational and commercial sectors.²⁵ In addition, ITQs would facilitate new entrants as young fishers “do not necessarily have access to sufficient capital outlays for purchasing quota. Alternatively, they can lease quota and still participate in the fishery and possibly build up some savings to purchase quota” at a later time.

2.2. Distribution of Economic Benefits

According to a 2008 study commissioned by DFO, ITQ fisheries management has “allowed better quality products to be produced over a much longer season which has enabled higher returns to both fishermen and processors.”²⁶ That study also found that “all fisheries show an increase in industry product value under ITQs (in fact, processed value essentially doubles under ITQs for all sectors combined), and most fisheries show an increase in wages and person-year employment under ITQs.” However, that same 2008 study also recognized that “ITQs shift the balance of power between the licence/vessel owner and the vessel crew and the processor-buyer. The licence/vessel owner appropriates a greater share of the increase in ‘industry value’ than does the processor or crew.”²⁷

By contrast to the above findings, the Canadian Council of Professional Fish Harvesters’ 2018 labour market information study indicated that the “weak or negative trends in employment, harvester incomes and value of landings and exports suggest that [the] British Columbia fishery is not seeing the market-driven growth that is evident in other fishing regions.”²⁸

24 R. Sumaila, “[How to Make Individual Transferable Quotas Work Economically, Socially, and Environmentally](#),” *Oxford Research Encyclopedia of Environmental Science*, November 2018.

25 B. Turris, “[A rejoinder to E. Prinkerton et al., the elephant in the room: The hidden costs of leasing individual transferable fishing quotas](#),” *Marine Policy*, Vol. 34, No. 3, May 2010.

26 G.S. Gislason & Associates Ltd., “[Employment Impacts of ITQ Fisheries in Pacific Canada](#),” Prepared for DFO, March 2008.

27 G.S. Gislason & Associates Ltd., “[Employment Impacts of ITQ Fisheries in Pacific Canada](#),” Prepared for DFO, March 2008.

28 Canadian Council of Professional Fish Harvesters, [Fisheries Seasonality and the Allocation of Labour and Skills: Labour Market Information Study](#), 2018.

A 2004 study noted that ITQs created “wildly inflationary markets for licences and quota.”²⁹ As a result, they are becoming “increasingly concentrated in fewer and fewer hands. Their extremely high market value is well outside the reach of many rural working families, First Nations and younger fishermen.” That study also stressed that “one of the effects of the shift in licence ownership is that many rural communities and First Nations see few benefits accruing from adjacent fisheries resources.”

3. Socio-Economic Considerations in Fisheries Management

The Federal Sustainable Development Strategy, along with the *Fisheries Act* and the *Oceans Act*, is the basis for oceans and fisheries management in Canada. The strategy recognizes that “sustainable development encompasses and requires thorough consideration of economic, social and environmental factors.”³⁰ The December 2011 Report of the Commissioner of the Environment and Sustainable Development stressed that, in addition to governance, the key properties of a sustainable fishery include the environmental, economic, and social aspects of sustainable development.³¹ DFO’s Sustainable Fisheries Framework—which informs integrated fisheries management planning—also mentions social and economic factors in general terms.³²

According to several academic studies and past committee reports,³³ however, DFO’s fisheries assessment and management have “focused on biological productivity with insufficient consideration of social (including cultural), economic, and institutional (governance) aspects.”³⁴

29 Ecotrust Canada, “[Catch-22: conservation, communities and the privatization of BC fisheries, an economic, social and ecological impact study](#),” 2004.

30 Government of Canada, [Achieving a Sustainable Future: A Federal Sustainable Development Strategy for Canada 2016-2019](#), 2016.

31 Office of the Auditor General of Canada, “[A Study of Managing Fisheries for Sustainability](#),” Chapter 4 in *2011 December Report of the Commissioner of the Environment and Sustainable Development*, December 2011.

32 DFO, [Application of the Sustainable Fisheries Framework Through the Integrated Fisheries Management Planning Process](#).

33 House of Commons, “[Healthy Oceans, Vibrant Coastal Communities: Strengthening the Oceans Act’s Marine Protected Areas Establishment Process](#),” Report 14 of the Standing Committee on Fisheries and Oceans, 1st Session, 42nd Parliament, 11 June 2018.

34 Robert L. Stephenson et al., “[Integrating diverse objectives for sustainable fisheries in Canada](#),” *Canadian Journal of Fisheries and Aquatic Sciences*, 30 May 2018.



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D. PAST PARLIAMENTARY REPORTS

1. 1998 House of Commons Standing Committee on Fisheries and Oceans Report

In October 1998, the committee published a report considering, among other topics, the issues of the viability of commercial fisheries, quota management, licence fees, and owner-operators in British Columbia.³⁵ However, the committee did not make recommendations directly related to those issues.

2. 1998 and 2005 Senate Standing Committee on Fisheries and Oceans Reports

In December 1998, the Senate Standing Committee on Fisheries and Oceans released a report reviewing the privatization and quota licencing in Canada's fisheries. That report recommended DFO:

more thoroughly consider the long-term social and economic effects of individual quota licences, especially those that are transferable, on Canada's coastal communities, Aboriginal and other, and not extend the individual quota regime until the needs of coastal communities, Aboriginal and other, have been fully assessed.³⁶

The Senate committee also recommended that DFO "more equitably distribute the resource to allow small-scale fishers a better opportunity of participating in the fisheries."

In May 2005, the Senate committee released a report examining the urbanization of the fishery resource in British Columbia. That report recommended that DFO "take into consideration the socio-economic impacts of its major decisions." It also asked DFO to "commission an independent study on the feasibility of instituting an owner-operator policy in the Pacific commercial fishing industry."³⁷

35 House of Commons, Standing Committee on Fisheries and Oceans, *The West Coast Report*, 1st Session, 36th Parliament, October 1998.

36 Senate, Standing Committee on Fisheries and Oceans, *Privatization and Quota Licensing in Canada's Fisheries*, 1st Session, 36th Parliament, December 1998.

37 Senate, Standing Committee on Fisheries and Oceans, *Canada's New and Evolving Policy Framework for Managing Fisheries and Oceans*, 1st Session, 38th Parliament, May 2005.

FISHERIES AND OCEANS CANADA'S MANAGEMENT OBJECTIVES

Rebecca Reid, DFO, indicated that commercial fisheries in British Columbia consist of about “7,600 eligible licences, 2,400 vessels and 5,000 individuals with fisher registration cards.”³⁸ Although licencing rules and management approaches differ between fisheries to reflect the “unique biological characteristics of the targeted stocks” and the fishing capacity within each fishery, DFO’s fisheries management framework is designed to achieve five objectives:

- 1) Conservation outcomes;
- 2) Compliance with legal obligations, such as First Nations rights;
- 3) Promoting the stability and economic viability of fishing operations;
- 4) Encouraging the equitable distribution of benefits; and
- 5) Facilitating the necessary data collection for administration, enforcement and planning purposes.³⁹

DFO has also established five sets of rules for licencing and management and these are common to most of the West Coast commercial fisheries. These rules help reduce the risk of overcapacity or fishing power and comprise the following governing features:

- 1) Limited entry licencing;
- 2) Combination of vessel-based and party-based licences;
- 3) Vessel length restrictions;
- 4) Transfer of licences; and
- 5) Stacking and splitting of licences.⁴⁰

38 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

39 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

40 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.



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According to DFO, ITQs have been established to “manage or reduce fishing capacity to conserve and protect fish populations,” and to ensure “more effective controlled fisheries within catch limit, an orderly and well-managed fishery, and improved financial performance of fisheries.”⁴¹

According to a brief submitted by Richard Williams, the ITQ system is part of two interdependent strategies that have affected both West Coast and East Coast fisheries:

- Rationalization of fishing fleets to reduce the numbers of fishing enterprises while enhancing the financial viability of those remaining; and,
- Transferring expanding costs for fisheries science, data collection, dock-side monitoring, observer programs, etc. onto fishing fleets.⁴²

These strategies assume that “smaller fleets with more profitable enterprises will be better able to absorb down-loaded costs, while the burden of these costs should further encourage owners of more marginal enterprises to either scale up or exit the industry.”⁴³

41 Rebecca Reid, Regional Director General, Pacific Region, DFO, *Evidence*, 30 January 2019.

42 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, *Brief*, 20 February 2019.

43 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, *Brief*, 20 February 2019.

EVALUATION OF THE FISHERIES MANAGEMENT FRAMEWORK

A. CONSERVATION OUTCOMES

The committee heard from Rebecca Reid that the conservation and protection of fisheries resources is DFO's "paramount goal."⁴⁴ In the view of Christina Burrige, DFO's management of the West Coast commercial fisheries has been "enormously successful on the conservation front," and management measures—such as ITQs—represent useful means to "rationalize excess capacity, provide economic benefits and improve safety for the remaining operators while meeting conservation goals."⁴⁵

Certain fish harvesters agreed that DFO has been successful in achieving its fish stock conservation objectives. Dan Edwards, for example, mentioned that the Dungeness crab fleet is "very well managed from a conservation perspective."⁴⁶ However, the committee also heard doubts expressed by Duncan Cameron:

From a conservation standpoint, when people are at razor-thin margins and are most worried about making it from one year to the next, conservation priorities are very low compared to people who can plan the rest of their life.

The point of the study should be to look at what has actually happened from a conservation standpoint, not the theory or the hypothesis that the decision originated from. As far as safety goes, I think the current regime continues to pose serious harm to harvesters, as well as increasing environmental impacts. Harvesters have very limited capital budgets and little of that can be spent on safety equipment or newer, cleaner technology.⁴⁷

B. FIRST NATIONS ACCESS

The Pacific Integrated Commercial Fisheries Initiative (PICFI) was launched by DFO in 2007 to develop "economically viable commercial fisheries with First Nations involvement."⁴⁸ This was achieved initially through DFO acquiring voluntarily

44 Rebecca Reid, Regional Director General, Pacific Region, DFO, *Evidence*, 30 January 2019.

45 Christina Burrige, Executive Director, BC Seafood Alliance, *Evidence*, 4 February 2019.

46 Dan Edwards, Fisher, *Evidence*, 5 February 2019.

47 Duncan Cameron, Fisher, *Evidence*, 5 February 2019.

48 DFO, *Evaluation Report of the Pacific Integrated Commercial Fisheries Initiative (PICFI)*, March 2016.



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relinquished fishing licences or quota and then distributing them to fishing enterprises established by First Nations communities as Aboriginal Commercial Communal Licences/Quota. In 2015, DFO stopped purchasing access for distribution to First Nation communities and rather started supporting First Nations' direct buying of access. According to Rebecca Reid, approximately \$140 million worth of commercial fishing access has been purchased by DFO and distributed to date.⁴⁹

Chief Christopher Cook Jr. of the Nimpkish Tribe, Kwakwaka'wakw Nation, indicated, however, that First Nations input in PICFI's decision-making is lacking.⁵⁰ James Lawson, a fisher from the Heiltsuk, Tsimshian, Nisga'a, Haisla, and Gitksan nations, told the committee that many licences purchased by First Nations enterprises "go back to the open market to the highest bidder, creating revenue for a program or First Nations band without having any band members fish it."⁵¹ He added that the influx of government money in the market through PICFI contributed to prohibitive prices of licences and quotas which led to high quota lease rates for struggling harvesters.

In the view of Arthur Black Sr. from the Namgis First Nation:

The licences that were intended to be owned and operated and financially beneficial to their native owner-operators are now being wrongfully held. They're being held by control contracts, leaving the beneficiaries of those entitled licences to people who don't belong with them. A safeguard policy needs to be put in place to protect native fishermen and non-native fishermen regarding the licencing.⁵²

While recognizing the potential contribution of PICFI to advancing reconciliation between First Nations and the Government of Canada, Fraser MacDonald recommended the establishment of a process where First Nations fishing enterprises can pool unused licences or quotas and any First Nations fisher, regardless of band or nation, could apply to fish a communal licence.⁵³ In his view, such a mechanism would "create opportunity, well-paying jobs and a connection to the ocean for coastal Indigenous fish harvesters."

49 Rebecca Reid, Regional Director General, Pacific Region, DFO, *Evidence*, 30 January 2019.

50 Chief Christopher Cook Jr., Fisher, Nimpkish Tribe, Kwakwaka'wakw Nation, *Evidence*, 4 February 2019.

51 James Lawson, Fisher, *Evidence*, 6 February 2019.

52 Arthur Black Sr., Owner, Marlson Industries Ltd., *Evidence*, 6 February 2019.

53 Fraser MacDonald, Fisher, *Brief*, 28 February 2019.

C. ECONOMIC VIABILITY OF FISHING OPERATIONS AND EQUITABLE DISTRIBUTION OF BENEFITS

In the view of Evelyn Pinkerton, the free market system has been failing the West Coast's commercial fisheries. She mentioned that the "free market system was intended to work under certain conditions, but [that] these conditions do not exist in most Pacific fisheries today."⁵⁴ Evelyn Pinkerton explained:

The free market system can work well when there is, number one, equal access to capital; number two, equal access to information; number three, a transparent auction-like situation. Instead, we have conditions in the ITQ system in which young fishermen cannot afford to buy either a licence or a quota because they don't have access to enough capital for either. We have lack of equal access to information, because ITQs do not go up for bid in an auction-like system, but instead are leased privately and increasingly through processors, with lessor or lessee not knowing what lease price is being charged.⁵⁵

1. Quota Licence Ownership

Individual quotas were introduced by DFO in many West Coast commercial fisheries in the mid-1970s.⁵⁶ Active fishers who were able to acquire ITQs from then until the 1990s have benefitted from increasing quota prices and quota leasing rates since then. Jennifer Silver provided examples of 2016 quota licence prices:

Estimates produced for DFO suggest as of 2016 that licences sell for tens of thousands of dollars—for example, the AG licence for salmon is over \$64,000—to hundreds of thousands of dollars—for example, the W licence for prawn is over \$770,000. One type, the G licence for geoduck, is estimated to exchange at \$6.1 million.⁵⁷

In the view of Fraser MacDonald, this high return on investment ensures economic viability for quota licence holders and explains the current ownership of quota licences:

Currently, the price of ITQ quota and many licences are so high that there are two main types of buyers who can afford to purchase them. The first is retiring fishermen who have done well in the industry over the past 30-40 years and are looking to invest their

54 Evelyn Pinkerton, Professor, School of Resource & Environmental Management, Simon Fraser University, [Evidence](#), 20 February 2019.

55 Evelyn Pinkerton, Professor, School of Resource & Environmental Management, Simon Fraser University, [Evidence](#), 20 February 2019.

56 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

57 Jennifer Silver, Associate Professor, University of Guelph, As an Individual, [Evidence](#), 5 February 2019.



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retained capital in leasable fishing assets as retirement income. The second are non-fisherman investors or large corporations.⁵⁸

Fraser MacDonald added:

Quotas and licences should never have been opened to free market, but they were. Now the licence and quota markets more closely resemble a speculative stock market than a fisheries management tool.

The implementation of this system created winners and losers then and today. Some lost out and left the industry or were priced out when ITQs were introduced. Others were initially granted ITQ allotments and limited-entry licences that have valued to a point where they are worth millions of dollars. BC's access to harvest fish was privatized and profited from.⁵⁹

In the opinion of Dan Edwards, the ownership of quotas is the root cause of the low economic viability issues for active fish harvesters rather than the transferability of quotas. Transferability of quotas is required for bycatch in groundfish fisheries and ensures that non-target species that are caught can be sold and tracked for conservation purposes. He explained:

I think it's the ownership that's the problem. If you had an owner-operator, and only fishermen were the ones who held the quotas, it would be a much different story. We could still transfer to make sure that our business was viable. We need that in the groundfish fishery, but we need to get rid of the absentee owner system.⁶⁰

Recommendation 1

That Fisheries and Oceans Canada maintain the limited transferability for non-directed catch, which is a widely supported system for ensuring that non-targeted groundfish that is caught can be sold and tracked for conservation purposes.

1.1. Concentration of Quota Licence Ownership

The level of concentration of quota licence ownership was the subject of animated debate during the study. Quota licence holders can hold numerous licences and either actively participate in the fisheries or earn revenue by leasing out some or all their quota licences. Jennifer Silver provided statistics on quota licence ownership:

58 Fraser MacDonald, Fisher, *Brief*, 26 February 2019.

59 Fraser MacDonald, Fisher, *Evidence*, 5 February 2019.

60 Dan Edwards, Fisher, *Evidence*, 5 February 2019.

We have found that there were 6,563 Canadian Pacific commercial fishing licences and 2,377 unique licence-holders.... Our research shows that there were 38 licence-holders who registered 20 or more commercial licences. Of these 38, there were six that registered more than 50 licences. Conversely, there were 1,357 licence-holders that registered only one licence and 499 that registered two.⁶¹

Through an information request to DFO for 2017 data, Tasha Sutcliffe determined that:

of the 345 licence and quota holders in the groundfish trawl, halibut and sablefish fisheries, the top 26, or 7.4%, hold 50% of the quota value, and the top four, or 1.2%, hold 50% of all the quota pounds. We can also see that the majority of groundfish quota pounds are not fished by owner-operators. They are held by processors, overseas companies and even fishing family companies that for the most part no longer fish most of their quota.⁶²

However, according to Andrew Thomson from DFO, the quota licence concentration is not significant. He indicated that DFO tracks legal ownerships of quota licences and the data show:

even the largest licence-holder, the Canadian Fishing Company, holds around 234 of the 4,000 licences available in British Columbia. Yes, they are a large licence-holder, but they hold a fairly small number of licences in comparison. There are very few corporations that own more than 10 licences.⁶³

In the view of Tasha Sutcliffe, it is difficult to determine the full level of quota licence concentration given that:

back-end trust agreements and other mechanisms that hide the true beneficial ownership. There are multiple subsidiaries of listed companies that are nearly impossible to link up, and there are fishermen attached to licences and quota who have no real ownership and certainly are not getting the value of those assets.⁶⁴

1.2. Foreign Ownership of Quota Licences

Some witnesses also expressed concerns regarding foreign beneficial ownerships of quota licences. Jim Mclsaac indicated that, in 2018, “for the known purchases of

61 Jennifer Silver, Associate Professor, University of Guelph, As an Individual, *Evidence*, 5 February 2019.

62 Tasha Sutcliffe, Vice-President, Programs, Ecotrust Canada, *Evidence*, 20 February 2019.

63 Andrew Thomson, Regional Director, Fisheries Management, DFO, *Evidence*, 30 January 2019.

64 Tasha Sutcliffe, Vice-President, Programs, Ecotrust Canada, *Evidence*, 20 February 2019.



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licences, there was \$60 million through the boat brokers here, and half of that was from foreign ownership or from foreign purchasers.”⁶⁵ Tasha Sutcliffe added:

As for overseas investment, besides a few large companies, this is very hard to trace, but there are examples. For instance, you may have heard of the recent scandal with money laundering through gambling and real estate in B.C. We traced one company that has been investing in groundfish and now owns 5.9 million pounds of quota. The director of this company is the same overseas investor named in newspaper articles on money laundering through casinos and real estate in Vancouver.⁶⁶

According to Jennifer Silver, however, without proper monitoring of quota licence legal and beneficial ownerships, it is difficult to estimate the level of foreign investment. She indicated:

Being confined to publicly available information makes it very challenging to discern the extent to which this may be occurring in Canadian Pacific fisheries, and indeed, to predict what may happen in the future. Given that Canada's fish stocks are a public resource, I would argue that monitoring foreign and speculative investment is crucial to transparency and falls within the purview of fisheries management.⁶⁷

The committee notes that not all participants to this study are opposed to foreign investment in the industry. David Boyes mentioned that “Canada does not bar foreign capital from investing in many areas of the Canadian economy—oil and gas, tech, agriculture, manufacturing—why would fishing be the exception?”⁶⁸ Fraser MacDonald indicated his opposition to foreign beneficial ownership of quota licences but welcomed foreign capital in other areas of the industry:

I believe that foreign interest in buying our seafood products is great and presents great opportunities for almost every fishery on our coast. However, it is my opinion, as I mentioned in my recommendations that these foreign interests should be limited to buying and exporting products and should not be authorized to own access to our fisheries.⁶⁹

Recommendation 2

That based on the principle that fish in Canadian waters are a resource for Canadians (i.e. common property), no future sales of fishing quota and/or licences be to

65 Jim McIsaac, Fisher, *Evidence*, 20 February 2019.

66 Tasha Sutcliffe, Vice-President, Programs, Ecotrust Canada, *Evidence*, 20 February 2019.

67 Jennifer Silver, Associate Professor, University of Guelph, As an Individual, *Evidence*, 5 February 2019.

68 David Boyes, Fisher, *Brief*, 15 February 2019.

69 Fraser MacDonald, Fisher, *Brief*, 28 February 2019.

non-Canadian beneficial owners based on the consideration of issues of legal authority, and international agreement/trade impacts.

2. Role of Seafood Processing Companies

The pivotal role of seafood processing companies in the commercial fishery supply chain was underscored by many witnesses. Given the absence of owner-operator and fleet separation policies in British Columbia, processors can acquire and lease quota licences and vessels. This vertical integration would create economies of scale, reduce production costs and improve coordination throughout the supply chain. John Nishidate emphasized that, part of the reason a processing company would hold licences is to “secure supply and provide orderly processing and marketing to supply our customers’ demands and achieve the highest product quality.”⁷⁰

Given the lack of readily available information quota licences, fish harvesters who do not hold quotas but are in search of quotas to lease must rely on processors for leasing opportunities, often through “word of mouth” as mentioned by John Nishidate.⁷¹ Fraser MacDonald indicated:

Halibut ITQ owners get paid up front each season for their quota before the season opens, usually by processors who must secure quota to ensure their market share of the catch. As processors work on margins, their business is one of scale. The more quota they can secure in their pool, the more they can market and, theoretically, the more money they can make. This has turned most fish buyers on our coast into quota and licence brokers, which adds a huge financial and administrative burden to companies whose main objective is to buy fish, market it and process it. The current structure completely insulates quota owners from price fluctuations during the season and leaves 100% of the risks on fishermen and fish buyers.⁷²

The committee learned that processing companies do not only lease quotas to fishers but can also provide the necessary access to capital inaccessible from traditional financial institutions as highlighted by John Nishidate:

We fund in advance to help our fishermen get started, to gear up for the season. We prepay the validation and catch monitoring fees. All our loans to our fishermen are

70 John Nishidate, General Manager, Grand Hale Marine Products Co., Ltd., [Evidence](#), 4 February 2019.

71 John Nishidate, General Manager, Grand Hale Marine Products Co., Ltd., [Evidence](#), 4 February 2019.

72 Fraser MacDonald, Fisher, [Evidence](#), 5 February 2019.



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interest-free. We have also financed fishermen to get their own licences when the banks would not.⁷³

As providers of quotas to fish harvesters, vertically-integrated processing companies are in a position to determine landed prices and secure the supply of resources from those fishers. However, in the opinion to Tasha Sutcliffe, processors can also be negatively affected by the current quota licencing policies. She indicated that, to access supply, “many processors have to purchase or lease quota at high prices and make it available to the vessels that fish for them. They are forced, too, to compete to maintain their supply, which can increase their costs and contribute to lease price inflation.”⁷⁴

3. Married Licences Issue

Regarding DFO’s stacking and splitting rules, Rebecca Reid stated:

When licences for different fisheries are placed on one vessel, specific rules will stipulate that licences may not be separated and placed on different vessels—we call these “marriage rules”—again, with the objective of preventing increases to the number of vessels in the fleet.⁷⁵

Married licences were the object of criticism from many fish harvesters. In the view of David MacKay:

When we separate licences, we allow an individual licence to be purchased by a young harvester. What's happening right now is that my father and lots of other guys are getting ready to retire from the industry, and they have two, three or more licences and they can't sell that as a package to anyone. So, it ends up going through PICFI or they just hold on to it, and they're in their old age. Being able to unmarry them would help them divest in the industry; it would help somebody young get into the industry. It's a simple solution, and it's being done through PICFI. Once the licences go through PICFI, they are being broken up, so what is the problem?⁷⁶

As the committee heard from Joy Thorkelson, the issue of married licences is also tied to the concentration of quota licence ownership. She indicated:

The major salmon processor owns 37 licences that are attached to 20 non-fishing vessels—vessels that don't really exist, in many cases. They are called “stick boats”

73 John Nishidate, General Manager, Grand Hale Marine Products Co., Ltd., *Evidence*, 4 February 2019.

74 Tasha Sutcliffe, Vice-President, Programs, Ecotrust Canada, *Evidence*, 20 February 2019.

75 Rebecca Reid, Regional Director General, Pacific Region, DFO, *Evidence*, 30 January 2019.

76 David MacKay, Fisher, *Evidence*, 5 February 2019.

because they could be floating sticks. The company can and does lease these licences off their vessels to salmon vessels that need a licence to fish in an additional area.

In a salmon ITQ fishery, this company can transfer the quota attached to these non-fishing licences to another vessel that is fishing, thereby stacking quota onto this boat. It can catch its own fish and the quota from the stick boat. This binds fishermen to the company. If they want future increased quota opportunities, thereby increasing their income, they will have to continue to fish for this processor. This not only happens on salmon, but it is worse on roe herring, with DFO rules requiring stacking of a minimum number of gillnet licences to fish.⁷⁷

Recommendation 3

That Fisheries and Oceans Canada permit the separation of stacked (or “married”) licences for sale by the licence owner to divest some or all of their licences in the sole intent of facilitating existing harvesters and new entrants to become owner-operators.

4. Socio-Economic Impacts of Current Quota Licencing Policies

In the view of most fish harvesters who appeared before the committee, the current quota licencing policies have had detrimental impacts on the economic viability of their operations. Fishers felt that there is an inequitable distribution of benefits; an imbalance in the sharing of risks and benefits in the industry with active fishers carrying most of the burden of risks while enjoying much lower returns on investment, as compared to quota owners. In their opinion, DFO’s policies privatizing access to fish have also impacted the sustainability of many coastal communities in British Columbia.

Ross Antilla described the effects of quota leasing on the economic viability of fishing operations:

Leasing started out as a way for people to cover their own catches that they had gone over on and borrow from someone else who still had remaining quota to catch, and it was cheap and affordable. Leasing nowadays exploits a fish harvester’s primary source of income to benefit the licence-holder’s investment portfolio.

Using the halibut fishery as an example, licence-holders make 80% of the profits of fishing while the fish harvester must use 20% to pay all expenses, including licence fees, camera fees and crew, and somehow after all that, make a living.

Most of the time the company holds the quota, which means you are forced to sell to them at their prices, deliver to their specific ports and fish the areas they want you to

77 Joy Thorkelson, President, United Fishermen and Allied Workers' Union—Unifor, *Evidence*, 5 February 2019.



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fish, which is effectively taking away your freedom as a fisher. If you don't fish their quota, you might not get to fish at all next year.⁷⁸

Similarly, Fraser MacDonald stated:

This privatization of access has created insurmountable entry costs and what I will call a lost generation of fishers. I have watched this take place within my own group of friends. Ten years ago, in 2008, there were 15 to 20 men and women from my close network of friends where I grew up who actively commercial fished. In 2018, there were three of us left from this group. My friends chose to leave the commercial fishing industry, often reluctantly, for other careers because they could not see a stable and profitable future for themselves. Buying a boat and licence package was financially unrealistic due to the high cost and lack of access to capital for young people. This exodus has caused a serious labour shortage for crew and is foreshadowing a successional crisis that we will soon face as the current generation of fishermen ages out and needs to retire.⁷⁹

He further illustrated the imbalance of risks and benefits in the industry:

I had an experience in 2017 fishing leased halibut quota that illustrates how the current system is out of balance. In April 2017, I leased 32,000 pounds of halibut quota from a buyer for \$7.50 a pound. This was the going lease rate at the time, and the landed value for halibut had been between \$9 and \$10 for the past two seasons, so we estimated that we would be able to get \$2 of gross profit to the boat after paying our lease. By August, the landed price had fallen to \$7.50, so we were waiting until the end of the season, hoping the price would come up a little bit so we could make a small profit to pay for the expenses. However, the price did come up a little bit, and there was a small margin, but because I had to wait so late in the season for the price to come up, we had only a few days of fishable time due to weather, and I wasn't able to land all my quota that I'd leased. Luckily, I was able to carry over the additional 16,000 pounds of quota that I didn't land until the 2018 season.

When the season opened in March, a few months later, I went back out to the grounds to catch this last 16,000 pounds of quota, but the market price had fallen to \$7.50. We had to go fishing because the buyer had leased this fish 12 months before and had already paid \$124,000 to that quota owner, so I couldn't not go. I had to go so they could recoup their costs. We went out and we landed the fish for a net gain of nothing to me, and I actually borrowed \$30,000 from the buyer who leased the fish for me, so I could pay the trip expenses and pay my crew fair wages, because they did the work and they deserved to get paid.

The two quota owners I leased from in 2017 both got cheques for \$120,000 for their quota. My crew and I spent a month on the water and landed over a quarter million

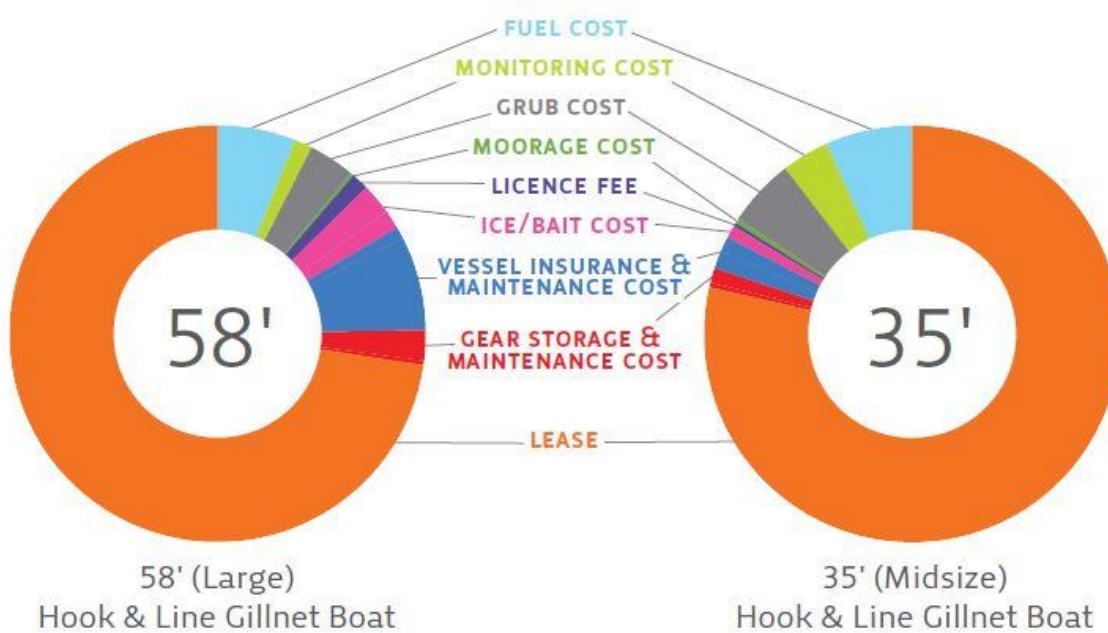
78 Ross Antilla, Fisher, *Evidence*, 5 February 2019.

79 Fraser MacDonald, Fisher, *Evidence*, 5 February 2019.

dollars' worth of fish, and I finished \$30,000 further behind where I started, not including the \$50,000 in capital expenditure to rig my boat up to long-line that fall.⁸⁰

A 2018 report submitted to the committee by Modestus Nobels illustrates quota licence lease and operating costs for two types of vessels. In both cases, lease costs amount to most of overall expenses.

Figure 2—Quota Licence Lease and Operating Costs for Two Types of Vessels



Source: Ecotrust Canada and T. Buck Suzuki Environmental Foundation, *Just Transactions, Just Transitions: Towards Truly Sustainable Fisheries in British Columbia*, 21 December 2018, p. 23.

Melanie Sonnenberg warned that the low economic viability of the West Coast fishing operations and the inequitable distribution of risks and benefits have a “direct consequence” on the sustainability of coastal communities, labour supply, and the aging of the fishing workforce in British Columbia. She indicated:

It is no wonder that the fishing workforce in British Columbia is the oldest in the country, with falling rates of youth recruitment. An industry offering these career

80 Fraser MacDonald, Fisher, *Evidence*, 5 February 2019.



prospects will have great difficulty replacing the 40% of the labour force that is projected to retire out of the industry by 2025.⁸¹

4.1. Comparison with Canada's East Coast Commercial Fisheries

Joy Thorkelson compared the socio-economic effects of fisheries management policies in British Columbia to Canada's East Coast:

Our fishermen's earnings are trending down while the FFAW [Fish, Food and Allied Workers Union of Newfoundland and Labrador] fishermen's incomes are increasing. Part of that difference is the added costs our fishermen bear. Some 80% of the landed value in ITQ fisheries is taken out of B.C. fishermen's pockets; that income remains in the pockets of our brother and sister fish harvesters on the East Coast. A community difference is also evident: B.C. rural coastal communities' processing capacity is diminishing, while in Atlantic Canada, significant processing capacity resides in rural areas.⁸²

In the view of Carl Allen, a fisher from the East Coast, the inequitable distribution of wealth on the West Coast has a “huge effect on the land-based economy that the spinoff from fisheries typically creates.”⁸³ He contrasted the socio-economic situation of coastal communities between the East Coast—where owner-operator and fleet separation policies have largely kept control over the rights to harvest adjacent fish stocks in the hands of independent fish harvesters—and the West Coast as follows:

Right now, on the East Coast we're in a boatbuilding boom, with many boatbuilders having at least a two-year wait if you want a new boat, while shipwrights struggle to keep up with the demand for repairs and refits on existing vessels.

Compare that to the West Coast. There, as a result of the lack of sound policies to keep the net benefit of the resource in the hands of the people who actually harvest it, the boatbuilding industry has diminished to the point where, I've been told, fishermen are sourcing new boats from the U.S. and elsewhere. Again, this is the complete opposite of the East Coast, where we are selling vessels into the U.S. at a constant rate....

I recently had a member of my community approach me. He shook my hand and congratulated me on a good season. This is what he had to say to me: “When fishermen are doing well, the community does well. We all benefit from the riches of the oceans.”

81 Melanie Sonnenberg, President, Canadian Independent Fish Harvester's Federation, *Evidence*, 6 February 2019.

82 Joy Thorkelson, President, United Fishermen and Allied Workers' Union–Unifor, *Evidence*, 5 February 2019.

83 Carl Allen, Fisher, *Evidence*, 6 February 2019.

When I compare that to what a young fisherman told me on a recent trip to British Columbia I was saddened and disgusted at the results of the DFO's B.C. region policies over the last 25 plus years. He said this to me: "We lost the ability to take care of our communities like we used to, and therefore our communities don't see the need to take care of us."⁸⁴

4.2. Impact on Food Security of Coastal Communities

Fisheries policies that do not benefit regional economic development can also impact the food security of coastal communities. Reflecting on the consolidation of fish processing plants in the Lower Mainland, far away from coastal communities where adjacent fish resources are harvested, Analisa Blake told the committee that "current fisheries policy on the West Coast has inadvertently created a situation in which access to nutrient dense seafood is highly restricted, and which is eroding the skills, traditional knowledge and infrastructure which supports fishing among both Indigenous and settler populations."⁸⁵ She recommended that community health and wellness be factored into the design of any policy decisions.

D. DATA COLLECTION

1. Public Registry of Quota Licences

To provide transparency and improve access to capital for fish harvesters, all witnesses—including quota licence owners and fish processors—recommended that DFO establish a licence and quota registry capable of tracking licences, quota entitlements and transfers. In the BC Seafood Alliance's view, DFO should "engage with the province of BC and industry on what information to track and how to do it."⁸⁶

Although such a registry may provide information on declared official quota licence ownerships, *de facto* control of fisheries can be difficult to assess. As Tasha Sutcliffe indicated, there can be private trust agreements that are often kept confidential between parties hiding the true beneficial ownerships.⁸⁷

84 Carl Allen, Fisher, *Evidence*, 6 February 2019.

85 Analisa Blake, Project Manager, Public Health, Vancouver Island Health Authority, *Brief*, 20 February 2019.

86 BC Seafood Alliance, *Brief*, 4 February 2019.

87 Tasha Sutcliffe, Vice-President, Programs, Ecotrust Canada, *Evidence*, 20 February 2019.



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Recommendation 4

That, to increase the transparency of quota licence ownership and transactions, Fisheries and Oceans Canada determine and publish, in an easily accessible and readable format, a public online database that includes the following:

- **The beneficial holder of all fishing quota and licences in British Columbia, including penalties for failing to accurately disclose the holder of fishing quota and/or licences, and that Fisheries and Oceans Canada work with Finance Canada to achieve this goal.**
- **All sales or leasing of quota and licence holdings be reported and made public by Fisheries and Oceans Canada, including buyer, seller and sale/leasing price.**

2. Collection of Socio-Economic Data

Given economic benefit distribution concerns described in the previous sections and the need to consider a comprehensive approach to sustainable fisheries that would include regional economic benefits to coastal communities, witnesses emphasized the need for DFO to collect and analyse socio-economic data. The BC Seafood Alliance noted that

DFO has virtually no ability to develop a baseline profile of commercial fishing activity because it simply does not have information on the current socio-economic status of the fishery—its revenue base, costs, employment, community/regional footprint, etc. The most recent fleet profiles are more than a decade out of date and so do not reflect the many changes since then. Without baseline data, DFO cannot assess the impact of policies or activities whether these be MPAs [marine protected areas], SARA [species at risk] listings, or licencing policy.⁸⁸

Andrew Thomson mentioned that DFO is currently drafting a report examining economic viability and social impact of the various groundfish fisheries in British Columbia.⁸⁹ However, Christina Burridge expressed doubts regarding DFO's capacity to carry out that study as "fisher registration cards no longer require you to provide your place of residence" and there has been little collaboration between DFO and the industry regarding socio-economic data collection.

88 BC Seafood Alliance, *Brief*, 4 February 2019.

89 Andrew Thomson, Regional Director, Fisheries Management, DFO, *Evidence*, 30 January 2019.

Recommendation 5

That Fisheries and Oceans Canada prioritize the collection of socio-economic data for past and future regulatory changes and make this information publicly available.

Recommendation 6

That Fisheries and Oceans Canada develop a comparative analysis of the East Coast and West Coast fisheries in regard to regulations with a view to devising policy that would level the playing field for independent British Columbian fishers.



THE WAY FORWARD: SHARING RISKS AND BENEFITS

The committee heard from Cailyn Siider that the problems experienced by active fish harvesters “do not exist in isolation from one another.”⁹⁰ In her view:

Prohibitive lease prices, the issue of married licences, vessel length restrictions, problematic advisory processes, lack of a framework for succession plans, decreased community access to fish, socio-economic and cultural losses due to this access—all these are intended, or unintended, symptoms of larger systemic problems at play. A system built upon privatization that has the principle of privatization institutionalized within its structure is not designed to benefit most of independent fish harvesters or their communities.⁹¹

Recalling its study of Atlantic Canada’s marine commercial vessel length and licensing policies,⁹² the committee is again unconvinced about the need for vessel length restrictions imposed on both West Coast and East Coast fish harvesters given the variety of catch management tools already in effect. As Rebecca Reid noted, in British Columbia, “for a vessel-based licence, you can only put a licence on that fits the vessel length requirements.”⁹³ The committee also notes that Rebecca Reid acknowledged DFO’s failure in fostering economic viability for West Coast fish harvesters. She indicated:

[..] the intent behind attempts over the years to control effort and to manage this overcapitalization or this fishing power that we have through reduced numbers of licences was to generate wealth, to create more money for the remaining fisherman. In fact, we haven't found that to be the case.⁹⁴

Active fishers shared with the committee their vision for a future fisheries management framework that would ensure economic viability for their operations and equitable distribution of benefits for all participants. In the words of Duncan Cameron:

90 Cailyn Siider, Fisher, [Evidence](#), 20 February 2019.

91 Cailyn Siider, Fisher, [Evidence](#), 20 February 2019.

92 House of Commons, Standing Committee on Fisheries and Oceans, “[Atlantic Canada’s Marine Commercial Vessel Length and Licensing Policies—Working Towards Equitable Policies for Fishers in All of Atlantic Canada](#),” Report 16, 1st Session, 42nd Parliament, June 2018.

93 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

94 Rebecca Reid, Regional Director General, Pacific Region, DFO, [Evidence](#), 30 January 2019.

That future is crystal clear for me: fishing licences in the hands of fish harvesters; benefits flowing from fishing enterprises into communities, creating jobs for boatbuilders, welders, shipwrights, grocery stores, fishmongers, carpenters; putting crew through university; and creating benefits for restaurants and many other businesses. Outside of those economic gains that would come from this, I want to be a part of the community again where fishermen are volunteering for school programs and trips, coaching sports and having cook-offs for charity. When we take care of our communities, they will take care of us.⁹⁵

A. EXPLICIT SOCIO-ECONOMIC OBJECTIVES IN POLICIES

Chris Sporer pointed out that DFO's relative success in achieving conservation outcomes is due to "explicit conservation objectives."⁹⁶ On socio-economic aspects, however, "[w]e haven't had those explicit economic and social objectives to meet, so they've been passed over." Dan Edwards also emphasized the need to embed socio-economic principles into fisheries management policies and Integrated Fisheries Management Plans (IFMPs):

On the track we are on, if we don't make a change, we won't have another generation of skilled fishermen to pass the torch to. Who would enter a fishery where they work so hard, and often in very difficult conditions, but make a pauper's wages with no hope for better? It's not because the fishery is not lucrative; it's because so much of the wealth is captured by somebody onshore holding a piece of paper. This management failure is a result of ignoring the socio-economic side of the policy equation over decades.⁹⁷

B. ACCESS TO CAPITAL

1. Fisheries Loan Boards

Various innovative business models with the potential to improve both the economic viability of fishing operations and the sustainability of fisheries were proposed by witnesses. Christina Burrige pointed out that British Columbia is the "only province in Canada without a provincial loan board." She added:

95 Duncan Cameron, Fisher, *Evidence*, 5 February 2019.

96 Chris Sporer, Executive Manager, Pacific Halibut Management Association, *Evidence*, 4 February 2019.

97 Dan Edwards, Fisher, *Evidence*, 5 February 2019.



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Alaska has two, in fact. Nova Scotia has programs specifically targeted at young fishers. If you want to buy a lobster licence at—I'm guessing—\$1 million in Nova Scotia, if you can raise the 5% down payment, you can borrow most of the rest of that money.⁹⁸

Richard Williams noted that the “Canadian Farm Loan Board provides generous grants, affordable credit, and business management training for young people to acquire farms and equipment.”⁹⁹ Duncan Cameron pointed out, however, that although the high cost of licences is a barrier for new entrants, the biggest issue is the low return on investment:

No matter how big or small debt load harvesters take on, they must be able to service that debt. We are not able to do this in most cases because we are competing against processors, large quota holders or foreign countries with a much lower threshold for return on investment than harvesters whose only revenue stream is fishing.¹⁰⁰

Therefore, a loan board facilitating the purchase of licences may only compound financial problems for fish harvesters if returns on investment do not improve. Duncan Cameron acknowledged that, if returns on investment improve for fishers, a loan board would then be a “great tool.”

Recommendation 7

That Fisheries and Oceans Canada undertake discussions with the Province of British Columbia to explore the establishment of a model for a loan board to support harvesters' intent on purchasing licences and/or quota, to maintain or modernize existing vessels or to purchase new ones.

2. Quota and Licence Banks

The concept of a licence bank was also proposed by some witnesses. According to James Lawson, such a bank would enhance access for First Nations to commercial fisheries.¹⁰¹ Richard Williams noted that non-profit licence banks, controlled by harvesters and/or community boards, can purchase access rights in the open market and

98 Christina Burrige, Executive Director, BC Seafood Alliance, *Evidence*, 4 February 2019.

99 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, *Evidence*, 20 February 2019.

100 Duncan Cameron, Fisher, *Evidence*, 5 February 2019.

101 James Lawson, Fisher, *Evidence*, 6 February 2019.

make them available at affordable lease rates to active harvesters and new entrants.¹⁰² Evelyn Pinkerton also provided the example of the Cape Cod Fisheries Trust in Massachusetts, which leases quota to small-scale fisheries for 50% of the market lease fee.¹⁰³

Recommendation 8

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, provide financial incentives to independent ownership of licences and quota vs. corporate, overseas or absentee ownership. This could include: tax incentives; a shared risks and benefits program; and/or the creation of community licence and quota banks.

Recommendation 9

That Fisheries and Oceans Canada create a loan and mentorship program to help independent harvesters enter the industry.

3. Co-operatives

Co-operatives were also mentioned by Dave Moore as a possible solution to increase access to capital for fish harvesters and enhance their operations' economic viability while lessening their dependency on processing companies. He provided the example of the River Select Co-op:

We still work with the fish companies, but it's transcended the relationship. Now these co-operatives work with the fish processors to add value to their catch, and all these local fish producers can brand their fish right back to the fishery where they came from. Traceability becomes more about local conservation, the story of the fishery, and stewardship of the fishery as well as looking after the fishermen.¹⁰⁴

Recommendation 10

That Fisheries and Oceans Canada work with the Government of British Columbia to develop strategies to expand value-added fish processing in British Columbia and the recapture of benefits from processing in adjacent communities.

102 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, *Evidence*, 20 February 2019.

103 Evelyn Pinkerton, Professor, School of Resource & Environmental Management, Simon Fraser University, *Evidence*, 20 February 2019.

104 Dave Moore, Fisher, *Evidence*, 6 February 2019.



C. INTERNATIONAL MODELS

In the view of Jim Mclsaac, most sustainable fisheries frameworks crafted prior to 2012 focus almost exclusively on ecological sustainability and lack the human dimension of sustainability.¹⁰⁵ To foster a better integration of diverse objectives for sustainable fisheries, the Canadian Fisheries Research Network (CFRN) compared major fisheries sustainability frameworks around the world in 2018 and proposed the Comprehensive Fisheries Sustainability Framework.¹⁰⁶ This CFRN framework includes socio-economic elements such as economic viability, sustainable livelihoods, distribution of access and benefits, regional economic benefits to community, and sustainable communities.¹⁰⁷

Several international fisheries policies integrating socio-economic elements were suggested by witnesses as potential models for policy reform in British Columbia. Alaskan fisheries policies were most often cited. In the view of retired fisher Modestus Nobels:

[Alaska has a] very strict owner-operator principle and fleet separation with a real mind to community-based fisheries management structures that involve communities and fishermen locally. This very strong stewardship component is driven by that, as well as by the fishers who live in those regions. They have a real feeling for the fish and for the place and they understand it. You don't see that in absentee landlords in the ITQ structures, for the most part.¹⁰⁸

Rachel Donkersloot from the Alaska Marine Conservation Council concurred:

What's working in Alaska? Perhaps the single most significant and supported element of state-managed fisheries in Alaska is the owner-on-board, or "boots-on-deck", provision. Regulations require that limited entry permits can only be held by persons, as opposed to corporations or other entities. Leasing of permits is prohibited except in cases of medical or another emergency.¹⁰⁹

She also indicated that Alaska has established several provisions to protect independent fishers: caps on the amount of quota a vessel can land, and a person can hold; restrictions on who can receive quota; and a prohibition on leasing and the use of hired

105 Jim Mclsaac, As an Individual, [Evidence](#), 20 February 2019.

106 Canadian Fisheries Research Network, [About the Network](#).

107 Robert L. Stephenson et al., "[Evaluating and Implementing Social-Ecological Systems: A Comprehensive Approach to Sustainable Fisheries](#)," *Fish and Fisheries*, Vol. 19, No. 5, 26 April 2018.

108 Modestus Nobels, Fisher, [Evidence](#), 5 February 2019.

109 Rachel Donkersloot, Director, Working Waterfronts Program, Alaska Marine Conservation Council, [Evidence](#), 30 January 2019.

masters. Another feature of the Alaskan halibut and sablefish fisheries are quota share classes based on vessel size.¹¹⁰

Rachel Donkersloot also listed for the committee several Alaskan programs that had a positive impact on social sustainability including:

- quota set-asides as entry-level opportunities;
- community development quota (CDQ) used to advance regional economic development through investments in local industry, ownership of offshore vessels, infrastructure and education;
- financial incentives and loan programs; and
- educational and apprenticeship programs.

The BC Seafood Alliance noted that:

The U.S. is also moving to pass the Young Fishermen's Development Act to create a competitive grant program to provide meaningful resources for younger generations of Americans entering and progressing in the fishing industry.¹¹¹

The committee heard Richard Williams listing options implemented in other jurisdictions that could provide guidance for DFO in establishing a new quota licencing regime on the West Coast:¹¹²

- In Europe, licence exchange boards were established to buy and sell licences at prices regulated according to fair market value within an owner-operator and fleet separation context.
- Reverse auction processes have been used in some jurisdictions to implement licence transfers without stoking price inflation. Over 10% of lobster licences in New Brunswick were retired over five or six years when the Maritime Fishermen's Union invited owner-operators to submit bids on their selling prices and then accepted the lowest bids.

110 Rachel Donkersloot, Director, Working Waterfronts Program, Alaska Marine Conservation Council, [Evidence](#), 30 January 2019.

111 BC Seafood Alliance, [Brief](#), 4 February 2019.

112 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, [Evidence](#), 20 February 2019.



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- Loan guarantee programs and other financial services providing access to affordable capital for new entrants. Local government agencies and industry organizations in Maine, Alaska, Iceland and Norway make small quotas or lobster trap allotments available at no cost to get young people started in fisheries.

In addition, Rachel Donkersloot mentioned Norway's recruitment program which "allows fishermen under the age of 30 to apply for recruitment quota at no cost. Recruitment quota cannot be sold and helps to facilitate new entry into Norway's closed fisheries."¹¹³

Evelyn Pinkerton informed the committee about the lobster licencing model from the State of Maine. Lobster licences are "leased out by the State of Maine to fishermen. When a fisherman retires, the licence goes back to the state. The state then either eliminates it, if it thinks there are too many licences, or it reallocates it to somebody in line for a licence."¹¹⁴

Recommendation 11

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, establish an open public auction process to allow fishers to lease licence and quota.

Recommendation 12

That Fisheries and Oceans Canada, with regard to West Coast commercial fisheries, establish a licence exchange board to allow the trading of licences between owners.

D. THE TRANSITION TO A NEW FRAMEWORK

Most of witnesses who appeared before the committee recommended a transition plan from the current quota licencing policies to a management framework that would improve the economic viability of fishing operations and better distribute economic benefits while also maintaining the sustainability of the fisheries and coastal communities. Although the majority supported the establishment of owner-operator and fleet separation policies at the end of the transition period, the committee notes

113 Rachel Donkersloot, Director, Working Waterfronts Program, Alaska Marine Conservation Council, *Evidence*, 30 January 2019.

114 Evelyn Pinkerton, Professor, School of Resource & Environmental Management, Simon Fraser University, *Evidence*, 20 February 2019.

that others, such as the BC Seafood Alliance and Robert Morley,¹¹⁵ do not back such provisions. However, the BC Seafood Alliance did recognize that “DFO needs to find a balance which employs approaches that address socio-economic consequences while complementing existing effective conservation and ecological measures.”¹¹⁶

1. Consultation

Several advisory committees and subcommittees have been established to provide advice to DFO on the management of fisheries. In the groundfish fisheries, for example, these consultative bodies include the Halibut Advisory Board, Groundfish Trawl Advisory Committee, Sablefish Advisory Committee, Groundfish Hook and Line Subcommittee, the Commercial Industry Caucus, and the Groundfish Integrated Advisory Board. In the view of Joy Thorkelson, however, the voice of active fishers is lacking as “DFO Pacific is consulting with fewer and fewer active fishermen. They consult with quota owners and licence-holders, who increasingly do not fish.”¹¹⁷

Fraser MacDonald added:

I think for the most part you can only get on one of those boards and be a voting member if you own a licence. The vast majority of people who are active fishers on our coast are hired skippers who run boats for owners or they're someone like me who owns a boat but leases the licence. You don't really get a voice on the advisory committees unless you own a licence. Then you can be a member.¹¹⁸

Recommendation 13

That Fisheries and Oceans Canada reconstitute the membership of advisory boards to ensure equitable representation by fishers, processors and quota owners.

Recommendation 14

That Fisheries and Oceans Canada develop a new policy framework through a process of authentic and transparent engagement with all key stakeholders:

115 Robert Morley, *Brief*, 7 March 2019.

116 BC Seafood Alliance, *Brief*, 4 February 2019.

117 Joy Thorkelson, President, United Fishermen and Allied Workers' Union—Unifor, *Evidence*, 5 February 2019.

118 Fraser MacDonald, Fisher, *Evidence*, 5 February 2019.



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- **Active fish harvesters (or where they exist, organizations that represent them) in all fisheries and fleets including owner-operators, non-owner-operators, and crew;**
- **First Nations commercial fish harvesters (or where they exist, organizations that represent them);**
- **Organizations representing licence and quota holders that are not active fish harvesters, including fish processing companies;**
- **Organizations representing First Nations that hold licences and quotas for commercial fisheries;**
- **The Minister responsible for fisheries in the British Columbia government;**
- **Fisheries policy experts from academic institutions and non-governmental organizations; and**
- **Representatives of municipal governments and socio-economic development, health and cultural agencies in coastal communities.**

2. A Made-in-British Columbia Solution

Christina Burrige cautioned that “any new management measures impacting the distribution of fishery benefits and risks need to be developed collaboratively with B.C. commercial fishery participants to ensure that they are not detrimental to conservation and economic stability.”¹¹⁹ Recognizing the current role of quota licences as retirement income and investment assets for many quota owners, Fraser MacDonald also indicated:

Looking at the long term, we need to find common ground and look at where we need to be 10 years from now as an industry, and then design and implement well-thought-out specific policies that will get us there. I see a sustainable fishing industry in B.C.'s future being made up of fishermen and fish processors. The timelines for the industry's future must allow sufficient time for investors and retiring fishermen to divest and retire with dignity.¹²⁰

119 Christina Burrige, Executive Director, BC Seafood Alliance, *Evidence*, 4 February 2019.

120 Fraser MacDonald, Fisher, *Evidence*, 5 February 2019.

In the opinion of Peter de Greef, as each fishery has specific particularities, a “made-in-B.C. solution developed by the industry stakeholders through our advisory processes with specific socio-economic objectives is the best way forward. Each fishery has its own challenges, so it is best to keep consulting on a fishery-by-fishery basis.”¹²¹

3. Toward an Equitable Sharing of Risks and Benefits

While witnesses shared with the committee various versions of an ideal transition plan toward a more equitable quota licencing regime, they had many commonalities:

- A specific plan for every fishery elaborated in partnership with DFO, First Nations, quota licence holders, processing companies, and active fish harvesters;
- A vision for the future for every fishery after the transition period;
- Enforceable fair sharing agreements based on percentages of shares after expenses must be established between active harvesters and quota licence holders during the transition period;
- A public and transparent quota licence registry to assess the current socio-economic state of each fishery; and
- Timelines to reach each objective of a fishery’s transition plan and annual progress reports.

Richard Williams recommended that the time frame to transition toward a new quota licencing regime can be modelled on PIIFCAF. He indicated that PIIFCAF “established a hard stop at seven years, after which all licences had to be in the hands of active owner-operators. This was planned to provide sufficient time for most holders of trust agreements to divest them without severe financial losses.”¹²²

Recommendation 15

That, with regard to West Coast commercial fisheries, the Minister of Fisheries and Oceans establish an independent commission to:

121 Peter de Greef, Fisher, *Evidence*, 5 February 2019.

122 Richard Williams, Research Director, Canadian Council of Professional Fish Harvesters, *Evidence*, 20 February 2019.



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- **Develop a concept for a ‘fair-share’ system to equitably allocate the proceeds from the fishery of individual species between the quota/licence holder, the processor and the harvester, based on the average wholesale price earned by the processor over a three-month period.**
- **Work with Fisheries and Oceans Canada to explore the feasibility of set limits on the amount of quota or number of licences for an individual species that can be owned by an individual or entity and ensure that comprehensive consultations are undertaken.**
- **Devise a policy of current market buy back from fishers looking to exit the industry and to prioritize that quota and licence sale to emerging young or independent fishers through a student/mentorship/apprenticeship program as has been done successfully in other regions for the country and other jurisdictions (Maine, Alaska, Norway) who have testified before this committee.**
- **Prepare a concept through comprehensive consultations that could transition the West Coast fishery to a “made-in-BC” owner-operator model.**

Recommendation 16

That the development of Fisheries and Oceans Canada’s new policy framework should be undertaken by a working group chaired by a senior National Headquarters official and comprised of appropriate officials from National Headquarters and Pacific Region.

Recommendation 17

That the Minister of Fisheries and Oceans direct the Department to develop an implementation framework for transition with time limits and phased approaches similar to the *Policy for Preserving the Independence of the Inshore Fleet in Canada’s Atlantic Fisheries* (PIIFCAF), but appropriate to particular fleets and/or fisheries.

Recommendation 18

That transition strategies should take account of the recommendations, needs, rights and capacities of First Nations and the framework for reconciliation.

Recommendation 19

That the Minister of Fisheries and Oceans initiate immediate steps to regulate quota licence leasing costs to allow for a fair return for vessel owners and adequate incomes for fish harvesters during the transition to owner-operator. Such measures should continue after transition to guarantee crews fair wages under the new regime.

Recommendation 20

That Fisheries and Oceans Canada develop a plan to achieve its five-objective fisheries management regime, which includes conservation outcomes: compliance with legal obligations; promoting the stability and economic viability of fishing operations; encouraging the equitable distribution of benefits; and facilitating data collection for administration, enforcement and planning purposes.



CONCLUSION

The committee heard from witnesses about the pressing challenges affecting the West Coast commercial fisheries' performance. These challenges include: inequitable distribution of risks and benefits; difficulty of access for new entrants; and lack of availability and transparency regarding quota licence ownership and socio-economic data.

Throughout this study, the committee was struck by the strong aspirations of fish harvesters, especially young fishers, to carry on their career and family traditions, and contribute to building economically, socially and culturally vibrant coastal communities despite numerous barriers in the industry. The committee would like to recognize their deep dedication to Canada's fisheries and coastal communities.

When measured with an ecological yardstick, the West Coast fisheries appear to meet DFO's objectives. However, in the view of the committee, DFO did not fully achieve its fisheries management framework's five objectives, particularly on equitable distribution of benefits, economic viability of fishing operations, and data collection and analysis. The committee believes that the West Coast commercial fisheries fall short, and lag the East Coast's and some of the world's fisheries, in how they benefit active fishers and their coastal communities. In the opinion of the committee, the vitality of a fishery should be examined by looking at its economic and community benefits as well as its ecological health.

As the status quo is not economically and socially sustainable, the committee calls on DFO to facilitate, foster and implement grassroots initiatives for change within each fishery that have gained the support from most of that fishery's participants. The committee is convinced that a successful transition toward a more equitable quota licencing regime must be "made-in-British Columbia" and supported by all participants, including vessel/licence owners, active fish harvesters, processors, and First Nation and non-First Nation coastal communities.

APPENDIX A LIST OF WITNESSES

The following table lists the witnesses who appeared before the Committee at its meetings related to this report. Transcripts of all public meetings related to this report are available on the Committee's [webpage for this study](#).

Organizations and Individuals	Date	Meeting
Alaska Marine Conservation Council Rachel Donkersloot, Director Working Waterfronts Program	2019/01/30	128
Department of Fisheries and Oceans Kevin G. Anderson, Senior Advisor Indigenous Relations Rebecca Reid, Regional Director General Pacific Region Andrew Thomson, Regional Director Fisheries Management	2019/01/30	128
As an individual Chief Christopher Charles Cook Jr., Fisher Nimpkish Tribe, Kwakwaka'wakw Nation	2019/02/04	129
BC Seafood Alliance Christina Burr ridge, Executive Director Chris Sporer, Executive Manager Pacific Halibut Management Association	2019/02/04	129
Canadian Fishing Company Phil Young, Vice-President Fisheries and Corporate Affairs	2019/02/04	129
Grand Hale Marine Products Co., Ltd John Nishidate, General Manager	2019/02/04	129
Hub City Fisheries Roger Paquette, President	2019/02/04	129

Organizations and Individuals	Date	Meeting
Sport Fishing Institute of British Columbia Owen Bird, Executive Director Martin Paish, Director Business Development	2019/02/04	129
As an individual Ross Antilla, Fisher Duncan Cameron, Fisher Peter de Greef, Fisher Dan Edwards, Fisher Fraser MacDonald, Fisher David MacKay, Fisher Modestus Nobels, Fisher Jennifer Silver, Associate Professor University of Guelph	2019/02/05	130
United Fishermen and Allied Workers' Union – Unifor Joy Thorkelson, President	2019/02/05	130
As an individual Carl Allen, Fisher Michael Barron, Fisher Ryan Edwards, Fisher James Lawson, Fisher Dave Moore, Fisher	2019/02/06	131
Canadian Independent Fish Harvester's Federation Melanie Sonnenberg, President	2019/02/06	131
Marlson Industries Ltd. Arthur Black Jr., Fisher Arthur Black Sr., Owner	2019/02/06	131

Organizations and Individuals	Date	Meeting
As an individual	2019/02/20	132
Seth Macinko, Associate Professor Department of Marine Affairs, University of Rhode Island		
Jim Mclsaac		
Evelyn Pinkerton, Professor School of Resource & Environmental Management, Simon Fraser University		
Cailyn Siider, Fisher		
Helen von Buchholz, Student Public Health and Social Policy, University of Victoria		
Canadian Council of Professional Fish Harvesters	2019/02/20	132
Richard Williams, Research Director		
Ecotrust Canada	2019/02/20	132
Tasha Sutcliffe, Vice-President Programs		
Greenways Land Trust	2019/02/20	132
Cynthia Bendickson, Executive Director		
Vancouver Island Health Authority	2019/02/20	132
Analisa Blake, Project Manager Public Health		
Watershed Watch Salmon Society	2019/02/20	132
Aaron Hill, Executive Director		
Greg Taylor, Senior Fisheries Advisor		

APPENDIX B LIST OF BRIEFS

The following is an alphabetical list of organizations and individuals who submitted briefs to the Committee related to this report. For more information, please consult the Committee's [webpage for this study](#).

Alaska Marine Conservation Council

BC Seafood Alliance

Boyes, David

Cameron, Duncan

Couture, John A.

Crofts, Jonathan

de Greef, Peter

Edwards, Dan

Edwards, Ryan

Greenways Land Trust

Hauknes, Robert

Hub City Fisheries

Lawson, James

MacDonald, Fraser

MacKay, David

Moore, Dave

Morley, Robert

Pacific Halibut Management Association of British Columbia

Pacific Sea Cucumber Harvesters Association

Pacific Urchin Harvesters Association

Pierce, Lyle

Silver, Jennifer

Sport Fishing Institute of British Columbia

Underwater Harvesters Association

United Fishermen and Allied Workers' Union – Unifor

von Buchholz, Helen

Wing, Ken

REQUEST FOR GOVERNMENT RESPONSE

Pursuant to Standing Order 109, the Committee requests that the government table a comprehensive response to the report; however, notwithstanding the deadline of 120 days stipulated in Standing Order 109, the Committee requests that the comprehensive response to this report be tabled no later than June 15, 2019.

A copy of the relevant *Minutes of Proceedings* ([Meetings Nos. 128 to 132, 134, 136, 139 and 140](#)) is tabled.

Respectfully submitted,

Ken McDonald
Chair

B.C. Wild Salmon Advisory Council

Recommendations for a *Made-in-B.C. Wild Salmon Strategy*



**Prepared for the Province of British Columbia
February 2019**

The members of the Wild Salmon Advisory Council (WSAC) would like to thank the Province of British Columbia for the opportunity to contribute to the development of a made-in-B.C. *Wild Salmon Strategy*. The past seven months of work, including extensive public engagement, has confirmed our belief that the government is taking an important and necessary step by showing leadership on this issue. There is no question that wild salmon are iconic for this province. They link us to our history and hold the promise for our future generations. Wild salmon are woven into the culture, histories and economies of communities throughout B.C. – for the Indigenous peoples of B.C. since time immemorial.

Wild salmon help to support our ecosystems, our Indigenous peoples and the people who depend on them for their lives and livelihoods. However, wild salmon and their habitats are in a seriously weakened state and require intentional energy and investment to secure their future. We have done our best to ensure that our recommendations – including those for immediate action – will contribute to this goal.

The complex task of restoring salmon abundance and optimizing the benefits to British Columbians simply cannot be done without a provincewide effort. The members of the Wild Salmon Advisory Council are encouraged by this journey and hope that, with the help of every British Columbian, wild salmon and the communities that depend upon them will flourish.

Co-Chairs:

Doug Routley, MLA for Nanaimo-North Cowichan, and
Chief Marilyn Slett, Heiltsuk First Nation

Council Members:

Thomas Alexis

Mike Hicks

Martin Paish

Ward Bond

James Lawson

Cailyn Siider

Ian Douglas Bruce

Dawn Machin

Tasha Sutcliffe

Ray Harris

Adam Olsen

Joy Thorkelson

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Introduction

The management of wild salmon in British Columbia is a significant task, complicated by the unpredictability of ecosystems; the jurisdictional authorities of federal, provincial, municipal and Indigenous governments¹; the interests and needs of ecosystem health, stakeholders and communities; and the challenges, positions and opinions of our collective past.

The 14 individuals who comprise the membership of the Wild Salmon Advisory Council (WSAC) were appointed by the Province of British Columbia through the Office of the Premier in June 2018. They were selected to represent a wide diversity of interests and experiences related to wild salmon in B.C. Their work over the past seven months is to advise the provincial government in support of the development of a made-in-B.C. *Wild Salmon Strategy*.

In fall 2018, the WSAC presented an *Options Paper*² to government, which provided initial insights and guidance on protecting wild salmon and maximizing the value of this resource for B.C. The *Options Paper* focused on three key areas as outlined in the WSAC's mandate:

- Restoration and enhancement of wild salmon populations;
- Sustainable fisheries management and stewardship opportunities for communities; and
- New economic development opportunities to assist viable and sustainable community-based fisheries.

The *Options Paper* recognized:

- **First**, that wild salmon are facing a complex set of ever-intensifying pressures from ecosystem changes and from development. Many populations have already been significantly weakened by these pressures. They require strategic and systemic support to secure their survival over the long term. There is urgency in the task at hand.
- **Secondly**, it is imperative that we design ways to return the value of wild salmon and fisheries to the people of British Columbia, particularly to communities adjacent to resources that have always depended on wild salmon and fisheries as a cornerstone of their economies; active fish harvesters who are front-line users and stewards of the resource; and Indigenous peoples whose histories and futures are interwoven with fisheries in so many ways.

The *Options Paper* formed the basis of an engagement process (described on page 10) that included community meetings, online engagement and direct discussions with stakeholder groups and Indigenous fishing organizations.

The recommendations in this report were significantly informed by the input received during this engagement and aim to contribute to reversing the declining trajectory of wild salmon in B.C., and to help stimulate community economies through a focus on (a) increasing wild salmon abundance, (b) protecting and enhancing the benefits that accrue to B.C.'s communities from the wild salmon resource, and (c) ensuring effective mechanisms for community engagement and government action.

The recommendations include a preamble that suggests the overall conditions for success for a made-in-B.C. *Wild Salmon Strategy*. Both immediate actions determined necessary to stem the tide of further population decline, and mid-term actions that require more detailed planning for implementation have been identified and presented.

¹ The WSAC accepts the principle that Indigenous Nations have the right to define their governance structures according to their own laws and cultural practices, and have the right to engage with other governments around the issues related to wild salmon using the structures and processes that respect their laws.

² <https://engage.gov.bc.ca/app/uploads/sites/426/2018/11/Wild-Salmon-Strategy-Options-Paper.pdf>

The framework used to guide the work of the WSAC

1. A Shared Vision for the Future

The members of the Wild Salmon Advisory Council brought different perspectives and interests to the advisory table. This made it both exciting and complex to explore opportunities and challenges with respect to its mandate and subsequent recommendations. Creating a shared vision was an important early step in the WSAC's work.

Council members agree that a made-in-B.C. *Wild Salmon Strategy* will help set the stage for improved marine and freshwater ecosystems in B.C., and for benefits to communities and their economies. To achieve these two objectives the strategy should:

- **Support and enable the return of abundant wild salmon stocks** throughout the province – recognizing their inherent importance for both people and for ecosystem health;
- **Promote economic renewal and reconciliation with B.C.'s Indigenous peoples**, including a recognition of their Section 35 constitutional right as Aboriginal peoples to access fish for food, social and ceremonial purposes, their treaty and court-affirmed rights to access salmon for economic purposes, and their role in fisheries management;
- **Rebuild a formidable, local fishery economy** with sustainable jobs and prosperous businesses across the seafood spectrum, including active fishers – recreational and commercial; seafood processing; and ancillary businesses;
- **Champion community access to, and benefit from, adjacent fisheries resources** to support local employment, food security, and economic development; and
- **Support responsible, sustainable and safe fishing.**

2. A Shared Definition of 'Wild Salmon'

Likewise, addressing the complexities of wild salmon, and enhancement in particular, required the WSAC members to agree to a definition of wild salmon that would guide their work. The WSAC agreed to use the definition of "wild salmon" developed and used in *Canada's Policy for Conservation of Wild Pacific Salmon*³, as per Figure 1. This policy states that "salmon are considered to be wild if they have spent their entire life cycle in the wild and originate from parents that were also produced by natural spawning and continuously lived in the wild". While this definition has caused some confusion, it was intentionally developed to ensure that salmon had one full generation in the wild to safeguard against potential adverse effects that can result from intensive artificial culture in hatcheries.

Given this definition, the recommendations in this report include the use of enhancement techniques as a tool to support and engender "wild" populations of salmon, while also providing fish for ecosystem health; for Indigenous food, social and ceremonial

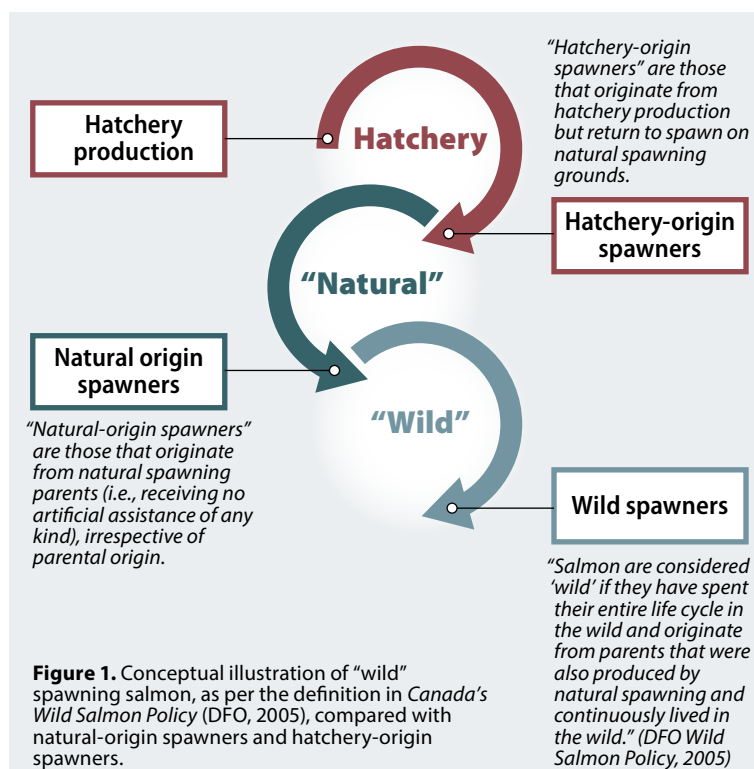


Figure 1. Conceptual illustration of "wild" spawning salmon, as per the definition in *Canada's Wild Salmon Policy* (DFO, 2005), compared with natural-origin spawners and hatchery-origin spawners.

3 *Canada's Policy for Conservation of Wild Pacific Salmon*, 2005, Page 1.

purposes; and for commercial and recreational harvest. Under carefully controlled circumstances, these tools may include, but are not limited to, hatcheries, spawning channels, sea pens, lake fertilization and migration barrier mitigation. In all cases, there is recognition of the need for science-based decision-making and structured monitoring over time to support enhancement efforts.

3. An Acknowledgement of Jurisdiction

The successful management of wild salmon populations in B.C. is complicated by the fact that they travel through multiple jurisdictions during their natural lifecycle. The WSAC has been careful not only to acknowledge these jurisdictions but also to keep jurisdiction top-of-mind in making its recommendations. Looking across the full spectrum of what is possible, the WSAC's summary comment is that "wild salmon need a thoroughly co-ordinated, intentionally designed and very collaborative system in order to flourish."

4. Recognizing the Virtual Circle of Inter-Connectedness

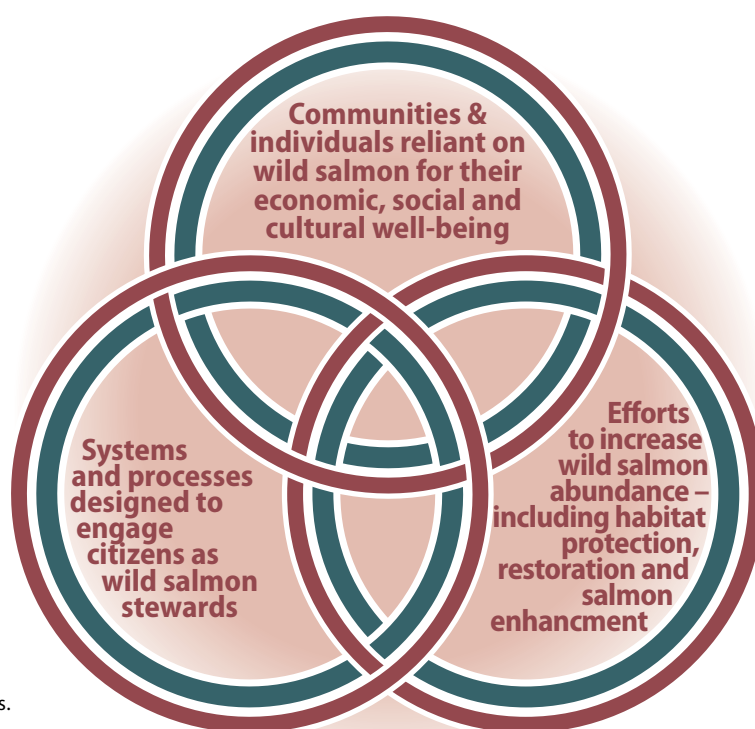


Figure 2. Virtual circle of inter-connectedness.

As illustrated above in Figure 2, WSAC members heartily agree that wild salmon abundance, stewardship and sustainable harvesting practices are connected in a virtuous circle. One without the other two is far less likely to succeed or matter in the longer term. Wild salmon abundance is dependent on people who care about salmon and are prepared to play a role in their survival. Community stewardship engages people to learn and care about wild salmon and creates mechanisms for individuals and communities to participate in resource renewal and sustainable resource management. Communities and resource users – such as commercial and recreational fishers who are contributing jobs and economic opportunity to their communities, understand and have a stake in being resource stewards. Indigenous communities dependent on healthy and abundant stocks for food, social and ceremonial purposes, as well as for economic health, have a constitutionally protected right to participate in fisheries stewardship and management. All parts of this system support and reinforce each other.

Information and insights shaping the WSAC's recommendations

1. The State of Wild Salmon and Steelhead in B.C.

The challenge in describing the state of wild salmon⁴ and steelhead is the fact that there are more than 8,000 combinations of species and streams in B.C. that have been affected by over 100 years of development and use. In an effort to manage this complexity, Canada's Policy for the Conservation of Wild Pacific Salmon (2005) has adopted the concept of Conservation Units (CUs) that aggregate these combinations for management purposes. There are currently 432 CU's in B.C., shown in Table 1.

Table 1 Salmon Conservation Units in BC (2018)

Sockeye	Pink	Chum	Coho	Chinook	Steelhead
253	33	39	41	66	Not defined

A *State of the Salmon Report* was commissioned from the Pacific Salmon Foundation (PSF) to establish a baseline for the WSAC's work. Using its Pacific Salmon Explorer tool⁵, PSF confirmed that while the true status of wild salmon and steelhead in B.C. is difficult to determine with any degree of certainty, there is no doubt that there are some significant challenges. Available data is highly variable by both species and region and there are significant data gaps in some areas – work is ongoing. There has been a substantial decrease in the numbers of streams surveyed annually for escapement monitoring⁶. The decrease has been greatest for species/stream combinations historically monitored using visual surveys, but some more expensive surveys have also been terminated. These changes mean that any cumulative indices of escapement may not be a consistent annual index.

Below are some of the findings from PSF's *State of the Salmon Report*. PSF confirms that across all regions and all species, the overall abundance of wild salmon and steelhead has declined since the 1950s. Comparing data for the past decade with the time series 1954-2016, wild salmon productivity in the north and central coast (NCC) shows declines of 20% to 45%, and in southern B.C. declines of 43% for sockeye, and 14% for chum have been evidenced, although pinks have increased by ~24% in this region. Chinook salmon throughout B.C. have experienced a widespread decrease in productivity, but these rates are highly variable between years and rivers. There is also increasing concern for changes in the biological characteristics of Chinook salmon, including earlier ages at maturity, smaller size at age and reduced fecundity at maturity. Each of these characteristics contributes to a reduced production and productivity rate⁷. Steelhead trout populations vary from critically poor in the interior Fraser River⁸, to recently decreasing stocks in Southern B.C. (non-Fraser) and Central B.C., to stable to positive in Northern B.C.

⁴ The specific reference to state of salmon as opposed to a status assessment is because the latter requires the existence of abundance targets or biological reference points that do not exist for most BC Pacific salmon.

⁵ www.salmonexplorer.ca

⁶ *State of the Salmon Report*, Pacific Salmon Foundation, 2018 (Commissioned by Coastal First Nations in their role as secretariat to the WSAC).

⁷ Catch and spawning abundance are components of the annual production or abundance of a salmon population. Understanding change over time requires consistent annual reporting of catch and escapement that can then relate the number of parental fish to the number of progeny produced. The number of progeny produced per parent is the productivity of a salmon population. Productivity assessment determines the harvest rate, with the aim of sustaining production levels over time.

⁸ Endangered and at imminent risk of extinction, COSEWIC 2018.

The vast majority of the estimated 423 steelhead populations in B.C. belong to three major genetic groups. In addition, there are two transition groups that reflect genetic mixing. Steelhead population status in the North Coast, which spans an area over the northern half of the steelhead range within B.C., is informed mainly by the state of Skeena steelhead, which appears to have been stable over the past 20-years, fluctuating near or above biological reference points intended to sustain steelhead production. Steelhead status within the Northern Transition group is informed by Dean and Bella Coola steelhead. Dean steelhead may have undergone a decline to the mid-2000s, while Bella Coola steelhead have clearly declined and remain in a state of relatively low abundance. In Southern B.C., steelhead population status involves three groups (South Coast, South Interior and the Southern Transition). Each is in a state of decline. The Committee on the Status of Endangered Wildlife in Canada (COSEWIC) has classified the Thompson and Chilcotin populations as Endangered and at imminent risk of extinction. In the South Coast, pinniped predation, extreme climate events and forestry-related stream degradation are contributing to wide spatial scale declines, most dramatic among winter-run populations. Most recently, a decline in Gold River steelhead is particularly noteworthy given its history as a premier B.C. steelhead stream.

Poor marine survival rates appear to be a significant factor across wild salmon declines. Changing ocean conditions due to climate change and other factors, both natural and manmade, will likely continue to hinder recovery efforts in the future. Local habitat conditions, including poorer water quality/quantity and detrimental land uses, are also taking their toll. Fisheries managers have also expressed concern about the potential wildfire impacts in the Interior to wild salmon populations in the Lower Fraser Basin that are currently unknown.

It must also be noted that investment in scientific study and data quality and quantity with respect to wild salmon management has been significantly reduced over the past several years. This fact has contributed to a lack of confidence when reporting the status of salmon in B.C., and fueled hard debates among stakeholders about the reliability of data used to make fisheries management decisions. In the face of this uncertainty, Table 2 offers a summary of the state of wild salmon in B.C.⁹ based on the best currently available information.

Table 2 Pacific Salmon on B.C.'s Coast

North and Central Coast

Sockeye: Very abundant. Returns have declined since mid-1990s. (-33%)

Pink: Most abundant species on NCC. Recent years, returns often below long-term averages. (-28%)

Chum: Historically very abundant. Have seen some of the largest declines over 10 years. (-45%)

Chinook: Historically least abundant species. Recent returns well below long-term average. (-26%)

Coho: Abundance has declined over time but maintaining relative consistent numbers. (-21%)

South Coast (SC)

Sockeye: Typically, the most abundant of all species on SC. Dominated by Fraser River runs. Huge variations in run size each season. (-43%)

Pink: 2nd most abundant species on SC. Average abundances above long-term averages. Last 2 runs (since 2013) reduced. (+24%)

Chum: Abundances below long-term average, but similar to the period from 1950s-70s. (-14%)

Chinook: Data deficient. The subject of a 2018 COSEWIC review – not yet reported. Okanagan Chinook listed endangered, COSEWIC 2017. At present CUs in the SC are rated as: Green (2), Amber (1), Amber/Red (1), Red (10), Data deficient (9) and TBD (7).

Coho: Data deficient. Interior Fraser River coho were assessed as Threatened by COSEWIC, 2016.

⁹ *State of the Salmon Report*, Pacific Salmon Foundation, 2018 (Commissioned by Coastal First Nations in their role as secretariat to the WSAC).

2. Indigenous Peoples and Wild Salmon

Indigenous peoples in British Columbia are inextricably connected to wild salmon. The bonds, for both coastal and upriver Indigenous communities, are deep and significant. Language, ceremony and song connect the people to the land, fish, animals and plants – reminding them that they are related, and that they must respect and honour one another. In the Indigenous world view, the animals and plants are teachers. They sacrifice themselves for people to survive. They connect the people to their lands and to their histories. They are a source of wonder. The value of wild salmon goes far beyond their economic value. They are sustenance for both body and spirit.

For this important reason, a made-in-B.C. *Wild Salmon Strategy* cannot succeed without the active and deliberate engagement of Indigenous governments and fisheries organizations. The issue of wild salmon – both rebuilding abundance and defining enhanced community benefits also has the potential to contribute to reconciliation.

The *Options Paper* outlines the Rights and interests of the Indigenous Peoples in B.C. as affirmed by the constitution of Canada (Section 35), by historic and modern-day treaty agreements, and by numerous court challenges.

Today, B.C.'s landscape and culture includes more than 190 Indigenous communities located adjacent to rivers or in coastal areas with salmon, and fishing interests stand out as a particularly unifying issue. Almost all Indigenous peoples in B.C. have active salmon-bearing streams in their Territories, from the Fraser and Skeena River watersheds to small coho creeks. In some Territories, salmon have been extirpated (e.g., the upper Columbia River) or significantly reduced from their historic abundance (e.g., Okanagan region) through habitat loss, migratory barriers and over-fishing.

Most Indigenous peoples have a common history of their once significant access to fisheries resources being gradually and, in some cases, dramatically reduced. In some cases, the decrease in access has been due to habitat loss. In others, it is the result of natural or human-caused species decline. Much of the loss of Indigenous peoples' access to fisheries resources, however, can be attributed to government policies, regulations and programs that intentionally or indirectly reduced their participation in food/social/ceremonial, commercial and recreational fisheries.

The clear objective today of most, if not all, Indigenous peoples in B.C. is to increase their access to fisheries for both food and economic purposes, and to be involved in the management of these resources. There is a common expectation that increased access to fisheries can again help feed and economically support Indigenous peoples and communities. Increased salmon access can be delivered via three complementary routes:

- Increased salmon abundance;
- A reallocation of salmon; and
- A greater degree of integration into B.C.'s commercial and recreational fisheries.

Currently, Fisheries and Oceans Canada's Salmon Allocation Policy and other DFO policies, regulations and management plans recognize the priority of the food, social and ceremonial right (FSC) after conservation. The challenge for management agencies is to put the FSC priority into effect for Indigenous harvesters and Indigenous peoples' communities that are in many circumstances situated 'upstream', or after, seaward commercial, recreational and where Indigenous fisheries occur.

Today, the B.C. First Nations Fisheries Council (FNFC), organized into 13 regions, works to increase Indigenous peoples' access to fisheries and their involvement in fisheries management and decision-making. Activities of both individual and/or aggregate fisheries programs include: salmon assessment; catch monitoring; hatcheries and low-tech enhancement; habitat restoration; and fisheries management. Most activities take place with the support of federal and provincial management agencies. In many regions, Indigenous groups and communities work with other local salmon interests (environmental, recreational and commercial) and governments through area-specific advisory bodies to raise funds and advise government agencies (including Indigenous) on local stewardship activities and harvesting plans.

3. B.C.'s Fishery Economy – Commercial and Recreational Fishing and Onshore Processing

The WSAC's *Options Paper* includes a detailed description of the state of B.C.'s fisheries economy, which serves to emphasize the critical need for a wild salmon strategy that encompasses real opportunities for the citizens of B.C., and particularly for the communities adjacent to fishery resources, to benefit economically from increased abundance.

B.C.'s recreational fishing sector is recognized as one of the best in the world, attracting visitors to both tidal and non-tidal opportunities. Today, about 300,000 licence holders participate in the tidal recreational fishery each year in B.C., managed by Fisheries and Oceans Canada. Non-tidal recreational fishing is managed by the Province of B.C., and includes a diverse range of fishing experience and settings; from char, pike and walleye angling in the Arctic drainage of the Peace region; to white sturgeon fishing on the Fraser River; from cutthroat and rainbow trout fishing on small Interior lakes; and steelhead angling on world-class rivers systems. Recreational fishing is both an important tourism driver and a part of B.C.'s culture¹⁰.

Since the mid-1990s, ecosystem changes have reduced coho and Chinook populations in the Strait of Georgia and shifted the marine-based recreational fishing effort/opportunities to the west coast of Vancouver Island and the northern coastlines. Inland recreational efforts have been negatively impacted by steelhead and sturgeon declines. Recognizing that the most critical factor for success in the recreational fishing sector is maintaining "opportunity" and "expectation", catch-and-release regulations, although controversial for some, have been introduced as an important management tool to develop trophy fisheries, minimize impact on non-target species and protect at-risk fish populations.

Securing reliable, diverse and high-quality recreational fishing opportunities today is challenged by many factors, including: climate change and other factors that negatively affect aquatic ecosystems; intensifying Indigenous fishing interests; conservation measures for both fish and fish-dependent species; and transboundary treaties that are shifting annual allowable catch limits for key species.

For a hundred years, the B.C. commercial salmon fishery has been an important contributor to B.C.'s economy, and it has supported community and cultural development for generations, and since time immemorial for Indigenous Peoples. BC wild salmon remain important to local and regional economies and are a defining element of the social and cultural fabric of many coastal and inland communities. Although considerably reduced due to species decline and management decisions, the commercial wild salmon fishery continues to support numerous family-owned fishing businesses, fisheries infrastructure, and ancillary services such as shipbuilding and processing.

Today, the data shows that in B.C.'s wild salmon and seafood sectors, the citizens of B.C. and, most importantly, the communities most reliant on the resource for their economies, are receiving proportionally less economic benefit from fisheries harvests than they were even a decade ago. Shrinking and aging fishing fleets, shuttered processing facilities and increasingly limited employment opportunities are symptomatic of this reality. In spite of the fact that the global demand for seafood is increasing exponentially, that market prices are rising, and that B.C. has some of the finest product in the world, our commercial fishing sector is not demonstrating the benefits for B.C.'s economy or communities that it should.

For B.C. to maintain a vibrant commercial fishing sector, it is critical to address a number of inter-related issues, including: ensuring that the burden of conservation is not unduly borne by the commercial sector; recognizing and supporting the efforts taken by this sector to ensure sustainable stocks; seeking ways to redirect commercial salmon fishing opportunities to adjacent communities and to next-generation fishers through creative licencing policies; and investing in the kinds of innovations that will allow active fishers and adjacent communities to receive increased value from their catch.

¹⁰ BC's Fisheries and Aquaculture Sector Report – 2016 edition and the 2010 DFO National Recreational Fishery Survey note the following statistics for the recreational fishing sector: \$1B contributed to the province's economy, accounting for .5% of total real GDP.

There is no simple solution to this challenge. It has been created by deep structural issues that have shifted resource access into fewer hands, forced or allowed business consolidation and vertical integration, allowed offshore ownership of the resource, and enabled more seafood processing to move out of rural communities. The cumulative result of these changes has been to the detriment of fishing and processing jobs in B.C. communities, and particularly in rural areas adjacent to the resource¹¹. A multi-year, deliberate plan to correct the current course, using the many tools available to the Province, is required at this juncture. Significantly enhancing the benefits from our fisheries' resources that accrue to the citizens of B.C. is a key intention of the WSAC's recommendations.

Weaving a balance between those who would conserve wild salmon and those who would fish them is challenging. Some argue that too much fishing activity (be it recreational or commercial) is the key cause of wild salmon declines. Others argue that it is exactly the economic, social and cultural benefits that accrue from salmon fishing activities that make people care about protecting them. The WSAC believes that B.C.'s *Wild Salmon Strategy* must be located in a way that acknowledges and honours both perspectives.



¹¹ Fisheries Seasonality and the Allocation of Labour and Skills, Labour Market Information Study, Canadian Professional Fish Harvesters, 2018.

Input, feedback and advice received in response to the *WSAC's Options Paper*

1. Engagement Overview

The WSAC's final report and recommendations have been significantly informed by an engagement process with British Columbians. The aim of the engagement was to hear directly from B.C. citizens on the development of a made-in-B.C. *Wild Salmon Strategy*. In particular, the engagement process focused on receiving input on the WSAC's *Wild Salmon Strategy Options Paper*¹², which was presented to government in fall 2018 and provided initial insights and guidance on protecting wild salmon and maximizing the value of this resource for B.C.

During December 2018 and January 2019, community meetings were hosted by WSAC members in seven locations: Campbell River, Port Alberni, Skidegate, Prince Rupert, Richmond, Kamloops and Langford. The meetings were town-hall style and involved a short presentation by the WSAC hosts on the strategy development process and *Options Paper*, followed by attendees providing their feedback to the WSAC hosts and audience. Members of the project team maintained a list of speakers and kept a record of comments provided at each meeting. Concurrent to the community meetings was an online engagement process, which provided the opportunity for input to be submitted through an online feedback form or by email.

These engagement opportunities were communicated in several ways, including on the initiative's engagement webpage, through print and digital advertising, and through direct invitations. During the engagement period, there were 4,842 site visits to the engagement webpage, which included information on the wild salmon strategy development process, the *Options Paper* (and a two-page summary document), the community meeting schedule and access to the online feedback form. Print advertisements in local newspapers and digital advertisements on Facebook (see Table 3) provided details on upcoming meetings, as well as information on the online engagement. Direct invitations to community meetings were sent to MLA offices, Mayors and Councillors, First Nations governments, and local stakeholder groups in advance of each meeting.

¹² <https://engage.gov.bc.ca/app/uploads/sites/426/2018/11/Wild-Salmon-Strategy-Options-Paper.pdf>

Table 3

Meeting location/date	Print advertising Total circulation: 162,222	Digital advertising Total reach: 571,432
Campbell River, Dec. 5	Campbell River Mirror Circulation: 16,808	Facebook Ad in Campbell River (Dec. 3-5)
Port Alberni, Dec. 6	Alberni Valley News Circulation: 9,186	Facebook Ad in Port Alberni (Dec. 3 – 6)
Haida Gwaii, Dec. 11	Haida Gwaii Observer Circulation: 848	Facebook Ad in Haida Gwaii/Prince Rupert (Dec. 7 – 11)
Prince Rupert, Dec. 17	Prince Rupert Observer Circulation: 7,406	Facebook Ad in Haida Gwaii/Prince Rupert (Dec. 13 – 17)
Richmond, Dec. 18	Richmond News Circulation: 46,265	Facebook Ad in Richmond/surrounding area (Dec. 15 – 18)
Kamloops, Jan. 8	Kamloops This Week Circulation: 30,691	Facebook Ad in Kamloops (Jan. 4 – 8)
Langford, Jan. 10	Times Colonist Circulation: 51,018	Facebook Ad in Langford/surrounding area (Jan. 6 – 10)

In addition, members of the WSAC held two days of direct meetings with stakeholder organizations in Vancouver. The Wild Salmon Secretariat also co-ordinated direct discussions with Indigenous fisheries organizations.

Overall, the engagement process was guided by the following questions:

- Which opportunities presented in the *Wild Salmon Strategy Options Paper* do you agree or disagree with? What's missing?
- Which issues and opportunities related to wild salmon are the most important to you and your community?
- What should BC's *Wild Salmon Strategy* prioritize?

During the engagement period, 317 comments were received through the online portal and 116 comments were received by email. An estimated 500 people attended community meetings, upwards of 150 speakers addressed Council members. WSAC members met directly with 17 stakeholder organizations, and the Wild Salmon Secretariat co-ordinated direct discussions with eight Indigenous fishing organizations.

Following the engagement period, the project team analyzed all input received for key themes. This information, along with the community and stakeholder meeting summaries, and online submissions upon request, were provided to the WSAC members for consideration during the development of this report and their final recommendations.

2. What the Wild Salmon Advisory Council Heard

Below is a summary of the key themes that emerged from the many valuable comments received during the engagement period.

- **Habitat protection:** Throughout the engagement period it was clear that the protection of existing habitat for wild salmon – from estuaries to headwaters – is a key priority area. It was emphasized that regulation of activities affecting freshwater and nearshore habitats is under provincial jurisdiction and requires additional focus by the Province, in concert with working to support efforts at other levels of government (e.g., municipal). The importance of intrinsic, ecosystem, cultural, food and economic values – from upriver areas to the coast – were emphasized to varying degrees as key reasons to protect salmon habitats and populations. Various threats to existing salmon habitat were noted, including resource extraction, infrastructure that impedes passage, urban development and climate change, among others. Many voiced concerns with a lack of compliance and enforcement related to existing laws and habitat infractions, while others stated that additional regulations are needed to further protect salmon habitats. Examples:
 - Laws/enforcement for forestry, agriculture, mining, and other sectors
 - Riparian Areas Regulation
 - Estuary regulations (near shore habitat management)
 - Environmental impact and cumulative effects assessments
 - Bill C-68 amendments to the federal Fisheries Act
 - Role of municipalities – zoning, storm water management, etc.
 - Infrastructure development and fish friendly criteria
 - ‘Heart of the Fraser’ – Herrling & Carey Islands
 - Tribal Parks for Salmon
 - Watershed level planning
- **Habitat restoration:** Similar to the above, many noted that restoring salmon habitat is a key priority area. There are many ongoing causes of damage to salmon habitat in B.C. that include, but are not limited to, flood control infrastructure, gravel extraction, logging practices, redundant dams and coastal development. Since restoration can be expensive, and with many systems badly degraded, it will be important to be strategic and co-ordinated, and take a whole watershed approach, when investing in further habitat restoration. There are many organizations already doing this type of work and with knowledge as to where additional work could be prioritized. It was also noted that further activity in this sector could provide employment opportunities. While the Fraser is in high need of restoration and is a significant body of water, so are many smaller rivers and streams throughout the province (including in urban areas), as well as estuaries that provide critical near shore habitat for rearing juvenile fish. Examples:
 - Community-based stewardship activities
 - Pacific Salmon Foundation and other stream keeper and stewardship groups
 - Increasing Salmon Conservation Stamp cost and funds for restoration activities
 - Oceans Protection Plan Coastal Restoration Fund activities
 - Planning and monitoring in the context of climate change
 - Corporate responsibility for habitat restoration
 - Flood control structures and improved fish passage
 - Indigenous peoples’ role leading restoration activities in their territories

- **Salmon enhancement:** Different enhancement options, scales and locations received varied response during the engagement. Some noted strong concern about the effects of hatcheries on B.C.'s remaining wild stocks (e.g., reduced genetic fitness, disease, competition for food), and stated that other actions would be more effective at rebuilding wild salmon. Some others suggested that hatcheries should only be used for genetic rescue of critically endangered stocks. Others noted the importance of hatcheries to certain areas, and that there should be support for additional production, in order to help rebuild runs and/or support harvesting opportunities. Adding complexity are the hatchery programs run by other countries around the North Pacific, and related marine survival concerns on the high seas. While some cited the hatchery experiences in the Western United States (e.g., Alaska, Washington) as a positive example for B.C. to learn from, others noted issues with the enhancement approaches in those states. Overall, it was suggested that a thorough evaluation of the benefits and risks of different enhancement options – including but not limited to hatcheries – will be important to the development of B.C.'s *Wild Salmon Strategy*. Examples:

 - Best practices for suite of enhancement tools
 - Hatchery reform – e.g. adipose clip, better monitoring
 - Risk assessments
 - Chinook production and southern resident killer whales
 - Wild Salmon Policy
 - Salmonid Enhancement Program
- **Community stewardship and education:** The engagement period highlighted the many stewardship groups and Indigenous communities already working to help sustain and rebuild wild salmon populations. These initiatives are often lacking the technical support and resources that they need, and improved co-ordination in program delivery would be beneficial. Some noted that grant cycles and programs are restrictive, not helpful to long-term planning and that they take too much time away from organizations that are increasingly volunteer led. The engagement period also highlighted the appetite for and importance of education opportunities related to wild salmon and community stewardship, which is important, not just at the K-12 level, but for adults and in universities as well. It was suggested that programming related to salmon could increasingly focus on freshwater environments and the importance of healthy habitats for wild salmon. Examples:

 - Salmon stewardship and stream keeper groups
 - Salmonids in the Classroom
 - Freshwater Fisheries Society of BC
 - Indigenous role in salmon stewardship and management
- **Pinniped predation:** Several suggested that predation by pinnipeds is a key issue for wild salmon, and that some form of a cull or harvest should be considered. Others noted concerns around this possibility, including that removal of pinnipeds could precipitate cascading ecosystem effects. Examples:

 - Science-based decision-making
 - Consideration of multiple causes of concentrated predation, e.g. log booms in estuaries
 - Focus on specific problem areas/animals
 - Recent U.S. legislation (Washington, Oregon, etc.)
 - U.S. Marine Mammal Protection Act and export considerations

- **Steelhead and cutthroat trout:** Many commented that a targeted focus on Pacific salmon within provincial jurisdiction (steelhead and cutthroat trout) and particularly those populations under threat of extinction, was missing from the *Wild Salmon Strategy Options Paper*. Several suggested that there is an immediate need for the development and implementation of emergency recovery plans for endangered populations. Connections between coastal commercial harvest restrictions and weak stock management meant to protect vulnerable runs were noted, as were other possible stressors and management actions for at-risk steelhead populations. Examples:
 - Recovery and rebuilding plan
 - Selective fishing
 - Emergency stock enhancement
 - Thompson and Chilcotin steelhead
 - COSEWIC listings
 - Connection to Marine Stewardship Council certification in commercial fishery
- **Water for salmon:** Ensuring appropriate water quality and quantity in salmon-bearing rivers and streams was noted as a key area of importance that is under provincial jurisdiction. Many threats to acceptable water quality/quantity for salmon were noted, including toxicity of storm water runoff, wastewater effluent/pollution, mining pollution, sedimentation and increasing frequency of flooding/drought events under climate change, among other issues. Opportunities for improvement that were suggested included working closely with municipalities, building green infrastructure, charging fair prices for water to industrial users and more local control of watershed planning. Examples:
 - B.C. *Water Sustainability Act*
 - Climate change adaptation
 - Green infrastructure
 - Raingardens, bio-swales, bio-detention ponds for filtering runoff
 - Best practices and funding for municipal projects and storm water improvement
 - Highway project infrastructure (dikes, culverts, etc.)
 - Water sustainability plans
 - Micro-plastics pollution in the lower Fraser River
 - Floodwater management and impediments to fish passage
 - Wastewater management
- **Data, research and science:** The need for better information (e.g., stock assessment, escapement, catch data) to influence decision-making, as well as the need for wider access to data, was noted. It was suggested that it is important to look not only at critical salmon habitats, but to overall watershed health as well. Marine survival, particularly amidst changing ocean conditions, was noted as an important area with the need for more data that could influence decision-making. Research into the availability of prey species for salmon (e.g., insects, herring) was also noted as an area where further information, and likely action, will be required in the context of a wild salmon rebuilding initiative. Examples:
 - PSF's Pacific Salmon Explorer
 - Aquatic Health Sciences 'Wet Lab'
 - Stock assessment
 - Traditional ecological knowledge
 - Technical round tables for *Wild Salmon Strategy* implementation
 - International Year of the Salmon research projects to better understand wild salmon issues in the high seas

- **Governance:** Many suggested that it will be important for a provincial *Wild Salmon Strategy* to focus first on areas of provincial jurisdiction, including factors affecting salmon habitat, such as water quality and quantity, water uses, land uses, estuary and near shore environments, parks and protected areas, highways and culverts, exotic and invasive species, dams, and freshwater lakes and rivers, among others. There was also widespread agreement that improved co-ordination within the province, and across multiple levels of government (First Nations, municipal, provincial, federal, international), should be an important focus of the strategy, rather than wasting resources on an unco-ordinated approach, duplication, or reinventing the wheel. The need to collaborate with and engage communities in the development and implementation of the strategy was also noted, as were concerns around the professional reliance model and governance of B.C.'s natural resource sectors. Examples:

 - Learning from previous work – e.g., Pacific Salmon Forum, Cohen Commission, Fisheries Renewal BC
 - Indigenous rights and management – e.g., First Nations Fisheries Council, Wild Salmon Summit
 - Co-ordination with existing/ongoing work – e.g., DFO's Wild Salmon Policy Implementation Plan, International Year of the Salmon, Shuswap Salmon Symposium, Salmon Roundtables, Watershed Councils and planning processes, and others
 - Enhanced provincial participation in important tables/forums
 - Ongoing community involvement throughout B.C. during strategy implementation
- **Monitoring and enforcement:** Monitoring was often described as a key area requiring further effort, and where there are strong opportunities for collaboration. It was noted that resource extraction and other industries require stricter penalties for infringements that degrade salmon habitat, and that regulatory regimes and “boots on the ground” could be enhanced to improve compliance and enforcement. Examples:

 - Indigenous guardianship programs
 - Creek walker programs
 - Conservation officers
 - Higher penalties for violators
- **Salmon values:** The many, and sometimes competing, values of salmon were highlighted throughout the engagement period. These include but are not limited to: salmon's ecological importance, non-consumptive wild salmon utilization, salmon for food/social/ceremonial/cultural purposes, and salmon for livelihoods. It will be important for B.C.'s *Wild Salmon Strategy* to acknowledge the multiple values of salmon throughout the province – including both inland and coastal areas. It was repeatedly mentioned how important it will be to ensure that immediate action is pursued, while ensuring that the next generation cares about wild salmon and their well-being, in order for these values to persist into the future. In addition to salmon fishing, alternative economic opportunities related to wild salmon that were noted include restoration activities and ecotourism. It was generally agreed that adding value to salmon in B.C., and for local communities, is crucial and can take various forms. Examples:

 - Diversification, e.g., restoration economy, ecotourism (salmon spawning, snorkeling, bear viewing)
 - Training, mentorship, education, and youth engagement and opportunities
 - Forward-looking vision
 - B.C. holiday/symbol/license plate to recognize wild salmon importance
 - Importance of values from headwaters to estuaries to sea
 - ‘Whole citizen’ effort
 - Ecosystem importance, e.g. southern resident killer whales

- **Fishing:** The importance of various forms of salmon fishing, and other fisheries, to communities around the province was highlighted throughout the engagement period. At the same time, the need to focus on stock rebuilding prior to further expansion of salmon fishing opportunities was also noted. It was suggested that further application of selective fishing methods would be worthwhile. Issues with high-use fishing areas were also noted. Many people spoke about current federal and provincial government jurisdictions as they relate to fisheries. Examples:
 - Innovative financing for community fisheries, e.g., license banks, loan board
 - Gear improvements
 - Improved bycatch monitoring
 - Federal Standing Committee on Fisheries and Oceans' study on regulation of West Coast fisheries
 - Ecosystem impacts, e.g., herring fishery
 - Impacts of catch and release
 - Place-based management
- **Fish farms:** Although not in the WSAC's terms of reference, concerns with marine open-pen salmon farming – such as lighting, disease, sea lice, pesticides, and escapes – were repeatedly raised. The need for incentives and innovation related to transitioning to closed containment or land-based systems was often referenced. At the same time, some stated that salmon farms are not the key culprit in wild salmon declines, and that many other issues must be addressed. Overall, it was suggested that there needs to be more ongoing co-ordination between B.C., Canada and Indigenous communities on fish farms and their impacts on wild salmon. Examples:
 - Incentives for innovation and closed containment
 - Limits to salmon farming in Western U.S. (e.g., Washington, Alaska)
 - Broughton Archipelago government-to-government process, outcomes and next steps
 - Land-based aquaculture challenges and success stories
- **Climate change:** Participants in the engagement period reminded that it will be crucial to carefully consider rising water temperatures, changing ocean conditions, salmon survival and other issues related to climate change during the development and management of a provincial *Wild Salmon Strategy*. Ongoing monitoring and traditional knowledge will both be useful in this regard. Examples:
 - Connections to climate initiatives, e.g., Clean BC
 - Drought and flood events and appropriate management
 - Ongoing effects monitoring
 - Species-specific changes
 - Ocean conditions (temperature, acidification)
- **Indigenous Rights and interests:** Indigenous communities/governments/organizations have a constitutional right to participate in salmon management/benefit, a cultural interest in supporting healthy salmon stocks and considerable technical capacity dedicated to the cause. Ensuring they are central to the future of wild salmon in all respects will be critical to success. Along these lines, it was suggested that a more structured and ongoing relationship between Indigenous communities and the provincial government regarding salmon and fisheries issues will be important to the success of a provincial *Wild Salmon Strategy*. At the same time, it will be important to communicate through established processes where possible – rather than reinventing or duplicating processes – in order to avoid siloes or a duplicative approach to engagement. Examples:
 - United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)
 - First Nations Fisheries Council
 - Section 35 Rights, Canadian Constitution
 - Wild Salmon Summit recommendations
 - Draft Principles that Guide the Province of B.C.'s Relationship with Indigenous Peoples
 - Reconciliation
 - Indigenous management and guardianship

The WSAC's recommendations to the Province of B.C.

1. Preamble

As noted earlier in this report, current data suggests that *immediate* intervention is needed to both sustain healthy wild salmon stocks in B.C. and to support the ecological areas and human communities that depend on them. The B.C. government, recognizing the vital importance of abundant wild salmon populations to our environment, culture, and economy appointed the 14-member Wild Salmon Advisory Council (WSAC) in June 2018 to provide advice and guidance to shape a made-in-B.C. *Wild Salmon Strategy*.

Over the past seven months, the WSAC has gathered information through a series of commissioned reports, conducted engagement throughout the province, and held significant internal deliberations. We offer the following recommendations in the belief that they fundamentally support the provincial government's intention on this issue. These recommendations will also be helpful in formulating appropriate and timely actions for both wild salmon and the communities dependent on them for good lives and livelihoods.

Although there is a range of knowledge and interests related to wild salmon amongst WSAC members, our recommendations are premised upon several important shared principles. We heartily agree that a made-in-B.C. *Wild Salmon Strategy* must:

1. Be **action-oriented** with a focus on tangible, achievable, near-term actions that can address the immediate needs of wild salmon and their habitats.
2. Establish **long-term** provincial engagement on this issue, recognizing that impact will require ongoing and significant effort.
3. **Recognize, respect and engage Indigenous governments and communities**, acknowledging their social and cultural relationship to wild salmon, the United Nations Declaration on the Rights of Indigenous Peoples, Section 35 Constitutional Rights, and the numerous court cases¹³ that have affirmed their interest to participate in the management and use of the resource.
4. Incorporate intentional and appropriate **collaboration** with all levels of government, including Indigenous governments, working toward a shared vision and co-ordinating resources and capabilities towards its achievement.
5. **Include action on two key fronts** – supporting wild salmon and their habitats through protection, restoration and enhancement initiatives AND ensuring that benefits flow to B.C. residents, particularly those who live adjacent to the resource.
6. Position the provincial government to play three critical roles – as **champion, leader and strategic investor**.

In addition to these six points on which WSAC members agree are the essential conditions for a successful made-in-B.C. *Wild Salmon Strategy*, our recommendations are framed and reinforced by several shared expectations, which were significantly informed by discourse during the engagement period. These expectations include:

- Requiring that actions be supported by best available science, strong technical support, Indigenous and local knowledge, and a public monitoring/reporting framework. This must include a conscious effort to learn from the past. Billions of dollars have been invested in the issue of wild salmon habitat restoration and wild salmon enhancement over the past 20 years. It is necessary that these lessons be brought forward to inform this new endeavor.

¹³ Court cases include: Delgamuukw, Sparrow, T'silhqot'in, Gladstone, Haines.

- Understanding that strategies often take time to mature and flourish, particularly when they involve complex issues and multiple parties. But in this instance, wild salmon cannot wait for all the stars to align. A successful strategy must therefore include short-term interventions, based on best available evidence and local knowledge, in order to shore-up critical problem areas, demonstrate intent, and engage citizens.
- Accepting that B.C. already has many laws and regulations in its toolbox that could better support wild salmon if they were more consistently applied, monitored and enforced. Doing this requires the intentional development of a new culture inside government where a “wild salmon lens” can inform decision-making and there is a managed requirement that existing tools be applied.
- Acknowledging that the fisheries file inside the provincial government has been dispersed across multiple agencies and programs for the past several years, which has often created confusion and duplication. This has affected the Province’s ability to champion both wild salmon issues and economic issues related to the uses of the resource. There are demonstrable advantages to aligning the organization’s fisheries capacities, resources and knowledge.
- Recognizing that the locus of action for a made-in-B.C. *Wild Salmon Strategy* must be at the community level. There is considerable, experienced capacity already organized and ready for quick activation throughout B.C., including in Indigenous communities and organizations. Taking advantage of this “infrastructure for action” by supporting community stewardship will allow for a much more efficient launch and ensure that priority issues are identified and addressed.
- Affirming that a made-in-B.C. *Wild Salmon Strategy* must include consideration for both coastal and Interior issues and interests. The Interior regions of the province provide critical spawning habitats for wild salmon, steelhead and other salmonids and are home to multiple communities, cultures and businesses that are reliant on healthy stocks. During the engagement period, WSAC members were reminded that the strategy would be incomplete and inaccurate if it did not keep the needs and issues of Interior communities and environments top-of-mind.
- Ensuring that the made-in-B.C. *Wild Salmon Strategy* addresses all seven species of Pacific salmon in the province. Each is important for different reasons to different jurisdictions.
- Recognizing that the engagement period included many presentations that expressed concern about the risk to wild salmon imposed by B.C.’s finfish aquaculture industry. The WSAC encourages the provincial government to actively implement the recommendations provided to government by the B.C. Ministry of Agriculture’s Advisory Council on Finfish Aquaculture¹⁴ with respect to current and future finfish aquaculture facilities on our coast.
- Committing to a strategy that helps ensure B.C.’s wild salmon and other fisheries are structured to achieve maximum benefits for the communities adjacent to them. At this point in history this statement may seem simply aspirational to some, but our recommendations strive to demonstrate how the Province could help to realize a future where fishery resources in B.C. are more immediately tied to local economic opportunities.
- Acknowledging that climate change is a critical factor impacting wild salmon now and any plans made to support them over the coming decades. These impacts are likely to continue to include increased flooding, drought, washout events, wildfire impacts, higher water temperatures and invasive species, among others. This requires that B.C. develop an approach to wild salmon habitat protection, restoration, and enhancement that is flexible and invests in ongoing monitoring for rapid response.

Council members heard loudly and clearly during the engagement period that the current weakened state of wild salmon and steelhead in many parts of B.C. is the cumulative effect of “death by a thousand cuts” inflicted over the past decades. This makes the task of supporting their renewal both complex and critical. B.C. citizens have made it clear to the WSAC that the provincial government’s stated intent to take action on wild salmon is crucial because,

¹⁴ https://www2.gov.bc.ca/assets/gov/farming-natural-resources-and-industry/agriculture-and-seafood/fisheries-and-aquaculture/minister-or-agriculture-s-advisory-council-on-fish-aquaculture/maacfa-2017-docs/minister_of_agricultures_advisory_council_on_fish_aquaculture_final_report_and_appendices.pdf

while our futures may not wholly depend on wild salmon, our province will be very much diminished, both in ways we can expect and in ways we cannot yet envision if they are gone.

2. Recommendations

Immediate Actions direct B.C.'s attention toward strategic interventions to stem the tide of further declines in our wild salmon populations and the economies that depend on healthy and abundant stocks. We advise that they be undertaken immediately using best-available science and current knowledge.

Mid-Term Actions recognize that more research, planning, organizing or convening may be required to achieve them but they are critical to include in the strategy and work should commence on them as soon as possible.

GOAL 1: Increase the abundance of wild salmon

Despite billions of dollars of public and private investment over the past 30 years to protect, restore, enhance and manage B.C.'s wild salmon and steelhead resources, both the statistics and the stories indicate that many these populations continue to weaken – some at alarming rates. This raises serious issues for other species that rely on wild salmon, including southern resident killer whales, for the overall health of the ecosystem and for the individuals and communities that rely on wild salmon for their lives and livelihoods. In the face of ongoing pressures from development and changing climate conditions, it is imperative that the Province act quickly to (a) protect salmon habitats not yet disturbed; (b) restore habitats that have been degraded; and (c) prioritize and enhance wild salmon populations where there is a threat of extirpation or well-being at risk. These recommendations direct the government to priority actions that will increase wild salmon abundance in B.C.

Strategy 1.1 Protect salmonid habitats, including water¹⁵, from loss or degradation by actively enforcing existing provincial laws and regulations. Loss of fish habitat has been identified as a leading factor in the decline of Canada's fisheries resources, and salmon in particular¹⁶.

- **Immediately:** Demonstrate the active use and intentional enforcement of existing provincial laws, regulations, policies and programs for the protection of wild salmon spawning and rearing habitats.
- **Immediately:** Provide support to provincial organizations that are working to protect habitats.
- **Mid-Term:** Instruct agencies to use a “wild salmon lens” in relevant provincial land-use decisions related to the use of all Crown lands/watercourses/estuaries (including those leased to industrial uses) so that wild salmon receive greater and more consistent consideration in decision-making. This updated approach should be demonstrated in the government's accountability and reporting frameworks.
- **Mid-Term:** Work closely with municipal and regional governments to ensure their land use decisions are compliant with provincial laws. This could include establishing a regular process of reporting on salmon-related decisions and actions.

¹⁵ Water regulations include water quality, quantity, temperature, dams, flood control barriers, water licencing including for agriculture and industry.

¹⁶ See, e.g., J.A. Lichatowich, *Salmon Without Rivers: A History of the Pacific Salmon Crisis* (Island Press, 1999); Marvin Rosenau and Mark Angelo, *Conflicts Between Agriculture and Salmon in the Eastern Fraser Valley* (Pacific Fisheries Resource Conservation Council, 2005).

Strategy 1.2 Develop new laws and regulations where existing laws and regulations are shown to be insufficient to adequately protect salmonid habitats, including the assurance of sufficient water quality and quantity to enable successful migration, spawning and rearing of all salmonids.

- **Immediately:** Develop and implement a provincial no-net-loss or habitat compensation policy for any development disturbance of salmonid habitats. Fisheries and Oceans Canada offers one example of this type of policy framework for consideration¹⁷.
- **Immediately:** Pay particular attention to industry and land-use activities including forestry, road construction, mining and agriculture which have been shown to have significant interaction with wild salmon habitats and potentially deleterious impacts. WSAC members received many submissions urging a review of environmental regulations and policies for these activities.
- **Mid-Term:** Review the existing suite of laws/regulations in place to support salmonids, including how these laws/regulations are currently applied, monitored and enforced. This review should include an assessment of how/whether important protection and restoration initiatives are impeded by the current fractured nature of salmon management within the provincial government system. This review could be used to guide the strengthening of existing laws/regulations, the creation of new laws/regulations, and the re-organization of government departments, as needed.
- **Mid-Term:** In consultation with Indigenous governments and other levels of government, develop a long-range and strategic plan to ensure that key salmon habitats are protected in perpetuity¹⁸. This can be achieved by using tools/mechanisms currently available to the Province (including conservancy legislation, co-management structures, land trusts, land purchases, parks and protected area legislation, marine protected area legislation), or through the introduction of new legislation or regulation. This action can also support the provincial government's reconciliation objectives given its Draft Principles that Guide the Province of B.C.'s relationship with Indigenous peoples¹⁹.

Strategy 1.3 Increase monitoring and enforcement efforts for salmonid habitats across B.C.'s watershed and nearshore environments.

- **Immediately:** Invest to enhance both human and financial capacity related to habitat monitoring, enforcement and infraction prosecution, for habitat disturbances including terrestrial, near shore and freshwater. Working closely with Indigenous governments and community organizations to support these efforts is important. Training and investment in guardianship programs (both existing and new) can help put more boots on the-ground for this effort. The WSAC also recognizes and supports current efforts within government to review and revise its Professional Reliance Model as part of the efforts to ensure laws and regulations are being systematically and accurately enforced.
- **Mid-Term:** Increase transfer funding to bylaw enforcement efforts at the regional and municipal levels. Ensure that this increased funding is accompanied by a publically available accountability and reporting framework.
- **Mid-Term:** Work with all levels of government and stakeholder groups to ensure that the monitoring of all fisheries (particularly counting the number of fish caught) is improved.

¹⁷ *Practitioners Guide to Habitat Compensation*, Fisheries and Oceans Canada, 2002. Compensation is defined in the Habitat Policy as: "The replacement of natural habitat, increase in the productivity of existing habitat, or maintenance of fish production by artificial means in circumstances dictated by social and economic conditions, where mitigation techniques and other measures are inadequate to maintain habitats." This policy includes a hierarchy of compensation options where habitats are in danger of disturbance.

¹⁸ WSAC members heard that priority areas, such as the lower Fraser River and key estuarine habitats, should be prioritized for these efforts.

¹⁹ https://news.gov.bc.ca/files/6118_Reconciliation_Ten_Principles_Final_Draft.pdf?platform=hootsuite

Strategy 1.4 Invest in the restoration of critical salmonid habitats that have been lost or degraded.

- **Immediately:** Focus enabling resources on shovel-ready initiatives that have been identified and prioritized because of their importance to weakened stocks, species at risk and community economies and well-being²⁰. Some examples that came to the WSAC's attention during the engagement process include:
 - The Province's Fish Passage Remediation Program, which has a long list of potential projects to remove key fish passage barriers. Although these have been costed and prioritized by the technical working group, resources to complete the recommended work have been limited.
 - The Connected Waters initiative²¹, which has a plan on the Lower Fraser to connect waterways impacted by flood control measures. The initiative brings together technical, community and Indigenous partners and would open hundreds of kilometres of watercourses for wild salmon spawning and rearing if resources were available for technical design and engineering work.
 - The Pacific Salmon Foundation has a list of projects throughout the province that it deems could have immediate benefits to key wild salmon runs.
- **Immediately:** Invest the technical and financial resources necessary to support existing initiatives driven by community and Indigenous organizations. Many of these projects are high profile and important to local communities and resource users, and as such could help raise public commitment for the government's objectives and help build community stewardship.
- **Immediate to Mid-Term:** Focus on tools to support the control, prevention and eradication of invasive species in inland lakes and waterways.
- **Immediate to Mid-Term:** Engage with Washington State to learn from its habitat restoration efforts and ensure co-ordinated actions wherever possible for southern resident killer whales and transboundary salmonid migration.
- **Mid-Term:** In collaboration with communities, Indigenous governments, technical experts and stakeholders, establish and implement a long-term strategic restoration plan with clear objectives and a sustainable approach to investment. This plan should clearly identify the habitat-based limiting factors for salmon populations and use these as the foundation for designing the most efficient and cost-effective remedial actions possible. Prioritizing actions that help achieve the Province's vision for restoring healthy stocks in B.C., and supporting stewardship and economic development in communities should inform the development of the habitat restoration strategy. To yield maximum results, it will be necessary to ensure that provincial priorities, activities and expenditures are aligned and co-ordinated with the federal government and Indigenous governments by establishing mechanisms for joint-planning and resource sharing.

²⁰ Establishing the metrics against which the merits of each initiative can be assessed/prioritized will be important to this endeavor. Some considerations include: benefit for COSEWIC-listed species; to commercial and recreational fisheries; to orca recovery; to the FSC food fishery; to existing small business viability; to employment opportunities; to new economic opportunities.

²¹ <https://www.watershed-watch.org/campaigns/connected-waters/>

Strategy 1.5 Invest in and support salmon enhancement activities that are strategic and science-based.

- **Immediately:** Identify opportunities through the federal Community Economic Development Program (CEDP) and the Public Involvement Program (PIP) to support and invest in salmon enhancement efforts including small-scale hatchery production where these enhancement efforts are being strategically used to rebuild weak or extirpated stocks; for captive brood stock programs; for public engagement/stewardship development; or for short-term interventions to help rebuild stocks for southern resident killer whales. Communities and Indigenous governments should be involved in the design and decision-making process for these opportunities. The strategy could include the redeployment of underutilized capacity. Investment should prioritize the most urgent needs such as Thompson River steelhead.
- **Immediate to Mid-Term:** Pinniped (seal and sea lion) populations have grown considerably stronger over the past several years and are increasingly reported to be preying on wild salmon, particularly in estuaries where log debris provides haul-out habitat. The WSAC recommends engaging with the science and conservation communities to review/confirm current and trends data, and to develop appropriate and timely interventions where pinniped populations or problem animals are threatening wild salmon rebuilding efforts.
- **Mid-Term:** Attach to all enhancement efforts a deliberate and long-term monitoring framework for impact measurement, including the monitoring of climate change impacts over time that may demand course correction.

GOAL 2: Protect and enhance the economic, social and cultural benefits that accrue to B.C. communities from wild salmon and other fisheries, placing emphasis on adjacent communities.

Wild salmon have a critical role to play in healthy ecosystems and communities. The *Wild Salmon Strategy* should aim to embody both the tangible and intangible benefits provided to B.C.'s natural systems and human communities when stocks are healthy and abundant. This requires a remediation strategy that considers: (a) other species, such as orcas, eagles and bears that depend on wild salmon as a key food source; (b) Indigenous peoples and fishing communities that have strong cultural roots linked to wild salmon; and (c) economic relationships to wild salmon, including harvesters, processors, tourism and other businesses. It is concerning that in spite of the fact that the value of wild seafood in the North American marketplace has been steadily increasing over the past two decades, average commercial fishing incomes in B.C. have declined, many recreational and commercial fishing enterprises struggle for viability, and many ancillary businesses that rely on wild salmon and other fisheries have closed. These impacts are most immediately felt at the community level, often in communities that are adjacent to where the fish are caught. The Province, with its jurisdictional authority for labour-force development, communities, food/seafood processing and education/training is in a unique position to ensure that the *Wild Salmon Strategy* is supported by a comprehensive and intentional strategy to maximize the benefits of B.C. fisheries and seafood for the people of B.C. These recommendations aim to ensure that this vision is realized.

Strategy 2.1: Elevate discussions and decisions about using strategic enhancement opportunities to stabilize the commercial and recreational fishing industries in B.C.

- **Immediately:** Invest in a regional salmon development conference to learn from Alaskan representatives and to dialogue with Indigenous governments, fish harvesters, communities, NGO's and scientists about the potential for structuring and operating production hatcheries in association with terminal fisheries to provide economic opportunity to fish harvesters in a manner that does not jeopardize wild salmon stocks. This would require collaboration with the federal government and could eventually involve the development of enabling legislation.

Strategy 2.2: Develop and implement a strategic employment plan to include training, mentoring and job creation that is linked to the activities undertaken through the *Wild Salmon Strategy*. Wherever possible, focus new opportunities in Indigenous, coastal and interior communities dependent on wild salmon and fisheries resources.

- **Mid-Term:** Recognize the potential of the environmental management sector by investing in a co-ordinated approach to skills training, apprenticeships, mentoring, education and job creation that links wild salmon recovery efforts to new economic opportunities. This could include: extending the reach of Indigenous guardianship programs; funding curriculum development for salmon habitat restoration, including field studies; developing hands-on apprenticeship and trades programs, including certification; and designing a jobs bank to encourage jobs/skills matching. As part of this work, which has the potential to create an exciting new employment sector in the province (sometimes called a restoration economy), it will be important for the Province to consider ways to support long-term employment.
- **Mid-Term:** Invest in innovation to support initiatives related to wild salmon recovery. This might include encouraging the development of new technologies for stock assessment, monitoring, habitat assessment, habitat restoration, data collection/storage/sharing, or enhancement.
- **Mid-Term:** Recognizing the increasing crisis in the commercial fisheries labour force, including an aging fleet and the lack of new entrants, research and develop a strategy to rebuild the local labour force for this sector.
- **Mid-Term:** Recognizing that rural communities are at risk of losing much of their labour force capacity as employment in the fish processing sector becomes more urbanized, realizing a strategy to return economic opportunity to rural and Indigenous communities adjacent to the fisheries resource requires investment in labour force development linked to job creation. It also involves strategic investment in local processing facilities to support innovation, skills training and market development.

Strategy 2.3: Enhance local social, cultural and economic benefits from B.C. fisheries for adjacent communities and their active commercial and recreational fishers, including both tidal and freshwater anglers.

- **Immediately:** Establish a comprehensive provincial vision and strategy for B.C. fisheries that acknowledges adjacency principles and reflects the values and objectives of British Columbians. Engage Indigenous governments, recreational and commercial fishers, and coastal and inland fishing communities in developing this vision.
 - For example, the Federal Standing Committee on Fisheries and Oceans is presently studying (Feb 2019) the regulation of West Coast fisheries. B.C. should immediately and directly engage and collaborate with the Standing Committee and present B.C.'s position and commitment to realize improved economic, cultural and social outcomes for B.C. fish harvesters and communities. This could include: policies and regulations similar to those developed in other regions in Canada, and in the federal Bill C68 to protect and enhance community benefits from commercial fisheries.

- B.C.'s position should include similar objectives as in Atlantic Canada's PIIFCAF²², such as:
 - The importance of maintaining an independent and economically viable fleet;
 - Preventing and, over time, eliminating corporate and foreign control of licenses and quota so that active fishers retain control of their fishing enterprises;
 - Ensuring that the benefits of fishing flow to the active fish harvester and to communities;
 - Over time, landed value retained exclusively by harvesters and not by others.
- **Mid-Term:** Build a regulatory environment that supports democratic representation for active fish harvesters to allow their interests as working fishers, in relation to the fishery are fairly and accurately represented. Other provinces' legislation in this area²³ can provide guidance.
- **Mid-Term:** Consider investing in programs such as communal quota, fish harvester loan boards, and communal licence banks that aim to support the viability of community fishing enterprises and active fish harvesters.

Strategy 2.4: Encourage economic activity adjacent to fishing grounds to benefit coastal and rural fishing communities, Indigenous peoples, shore workers and ancillary businesses. Relevant provincial areas of jurisdiction include labour, fish processing licencing and regulation, community and rural economic development, innovation and governance.

- **Immediate to Mid-Term:** In consultation with impacted communities and workers, build a provincial regulatory environment that supports local processing of adjacent fisheries resources. Policy development could include:
 - Legislation and regulation to support and provide incentives for more fish processing in communities adjacent to the resource, including in the Interior, and to create disincentives for off-shore processing.
 - Tax incentives and innovation awards to encourage research and development into value-added options to increase local processing and to encourage the development of community infrastructure, such as cold storages and offal disposal technology.
 - Processing licenses linked to domestic processing capacity and to adjacency, giving preference to those who invest in the province and the fishery, to encourage the flow of returns to those who invest in on-shore processing capacity.
 - Protection of the B.C. Groundfish Development Quota (GDQ) that provides communities control of 10% of the total groundfish quota of all species, and the alignment of this quota with companies who process groundfish in B.C. communities. This is a mechanism that may also be relevant to other fisheries.

²² PIIFCAF (policy on Preserving the Independence of the Inshore Fleet in Canada's Atlantic Fisheries). <http://www.dfo-mpo.gc.ca/fm-gp/initiatives/piifcaf-pifpcca/note-bulletin-eng.htm>

²³ <https://nslegislature.ca/sites/default/files/legc/statutes/fish%20harvester%20organizations%20support.pdf>

Strategy 2.5: Leverage the weight of existing marketing and branding programs in B.C. and Canada to raise the value and profile of wild salmon and seafood products from B.C.

- **Immediately:** Develop a wild salmon logo to increase interest and awareness. B.C. has already adopted the salmon as a provincial symbol. A logo would complement this decision.
- **Immediately:** Review the terms of reference for the BC Salmon Marketing Council to ensure that this organization is positioned to deliver on the government's *Wild Salmon Strategy*.
- **Mid-Term:** Use existing market development mechanisms supported by the B.C. government including Buy BC, Eat Drink Local, and the BC Food Innovation Network to promote B.C. seafood and to prioritize seafood that trace products back to their points of origin. Consider opportunities and mechanisms to build local and provincial markets for B.C.-caught seafood.

Strategy 2.6: Support fisheries-related eco-tourism opportunities in B.C.

- **Immediately:** Enhance support to existing fishing tourism promotion and marketing initiatives such as Fishing BC²⁴. Focus on both fishing and fishery-related marine and inland tourism development opportunities and consider express ways to support Indigenous efforts in this sector of the economy. Support efforts to highlight conservation with respect to wild salmon, particularly during this rebuilding effort. Diversification and community economic development opportunities through new ecotourism opportunities should also be considered.
- **Mid-Term:** Enhance the Fisheries and Aquaculture Sector Report prepared by BC Stats to include a more comprehensive analysis of local economic benefits provided by the recreational fishing sector.

GOAL 3: Develop mechanisms, processes, practices and structures to engage citizens and governments in the effective stewardship and management of B.C.'s wild salmon.

The realization of a comprehensive set of actions to increase the abundance of wild salmon in B.C. and ensure that the value of our fisheries is maximized to benefit B.C.'s economy requires focused capacity inside government, well-developed and intentional relationships with other levels of government, and the support of communities that are the front-line stewards of this resource. These recommendations are aimed at creating the environment for success.

Strategy 3.1: Develop focused and co-ordinated leadership capacity in government to champion and deliver on the wild salmon and economic development recovery efforts.

- **Immediately:** Establish an internal mechanism – an inaugural team or ombudsman to co-ordinate the immediate actions for the *Wild Salmon Strategy*, and to support the development of a lead agency for B.C. fisheries that clearly delineates and supports wild salmon and B.C. fisheries. Wild salmon need a clearly delineated home inside the provincial government structures, especially insofar as urgent action is required on multiple fronts. The current decentralized system creates a fractured voice for wild salmon issues at a time when a singular voice is necessary.
- **Immediately:** Engage Indigenous governments in the development of the *Wild Salmon Strategy* to ensure their interests, capabilities and legal position are represented and well-utilized.

²⁴ <http://fishingbc.com/>

- **Mid-Term:** Establish an external monitoring and reporting mechanism to ensure the actions committed to by government within the *Wild Salmon Strategy* are implemented. This could include reconstituting a group, such as the Wild Salmon Advisory Council for an annual progress review.

Strategy 3.2: Actively engage existing community stewardship groups and Indigenous governments.

- **Immediately:** Support existing organizing and delivery capacity at the community level throughout B.C. to ensure substantive early action on *Wild Salmon Strategy* priorities. Salmon round-tables, local stewardship groups, watershed councils, Indigenous organizations and other organizations are present in communities throughout B.C. and are poised to support the province's wild salmon initiative. Where capacity does not exist or is nascent, invest in bringing stakeholders together to develop delivery capability.
- **Immediately:** Formally recognize the importance of Indigenous organizations and First Nations in the task of rebuilding wild salmon in B.C., along with their constitutionally-protected Right to participate in and benefit from the management of this resource. Include them from the outset in the development of the strategy to ensure their perspectives guide the work ahead.

Conclusion

Creating a made-in-B.C. *Wild Salmon Strategy* at this juncture, when the threats to our wild salmon populations are so complex, requires an urgent and strategic intervention. The Wild Salmon Advisory Council confirmed through its work, including the engagement process, that there ARE solutions and there IS public interest/endorsement for this initiative.

We heard at multiple times, and in many ways, that increasing wild salmon abundance is and should be a provincial government goal. We also heard repeatedly that the citizens of B.C., and particularly adjacent communities, must benefit directly from the public investment that will be required.

The WSAC's recommendations recognize this duality, encourage the Province to take a leadership role on this issue, and offer guidance for both immediate and mid-term actions.

A made-in-B.C. *Wild Salmon Strategy* is long overdue.



19 February 2020

The Honourable Bernadette Jordan
 Minister of Fisheries, Oceans and the Canadian Coast Guard
 200 Kent Street
 Station 15N100
 Ottawa, On K1A 0E6

Dear Minister,

RE: Implementation of the Recommendations of the Report of the Standing Committee on Fisheries and Oceans

As you may know the Ucluelet is located on the west coast of Vancouver Island, British Columbia. Ucluelet's economy is supported by the commercial fishing industry and its downstream opportunities.

The District of Ucluelet Council is concerned with the current state of commercial fisheries on the west coast of Canada. In particular, the current fishing licence and quota ownership system lacks transparency and makes it difficult to understand who benefits from our fish resources.

In May 2019, the House of Commons Standing Committee on Fisheries and Oceans (FOPO) provided 20 unanimously supported recommendations to the federal government for changing its current management of commercial fisheries in British Columbia. These recommendations aim to remedy how the current B.C. fisheries management system is adversely affecting Canadians, and, closer to home, our constituents.

With that, the Council of the District of Ucluelet wishes to write to you to show its support for the recommendations put forward by FOPO and would ask that you please see to a timely implementation of the recommendations in Canada's west coast.

Should you have any questions, please do not hesitate to contact the District of Ucluelet.

Sincerely,

Mayor Noël
 Mayor, District of Ucluelet

District of Ucluelet . *Life on the Edge*®

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Ucluelet.ca
 info@Ucluelet.ca



**School District 70 (Alberni)**

4690 Roger Street, Port Alberni, B.C. V9Y 3Z4 Ph: (250) 723-3565 Fax (250) 723-0318

February 20, 2020

Mark Boysen
Chief Administrative Officer
200 Main Street
Ucluelet, BC
V0R 3A0

Dear Mark:

Re: Ucluelet Schools Seismic Project – Municipal Contribution

I am writing in response to various discussions which have taken place between District of Ucluelet and the Ucluelet Schools Project Team. As you know we are proceeding with the final design to upgrade the elementary school and the upgrade and partial replacement of the secondary school. We understand the District of Ucluelet is interested in funding the installation of the switches, electrical circuits and generator to provide emergency power to portions of the gym block to increase the level of service available so the block can be used as a reception centre during a local emergency.

In order to incorporate the electrical system and floor plan modifications to the design for the emergency power system we require a firm commitment from the District of Ucluelet at this time. The latest estimate for the costs is in the order of \$170,000; the actual costs would be confirmed once the design is completed and the equipment supplier has been selected.

We require a response by Tuesday, March 3rd in order to move forward.

Sincerely,

Lindsay Cheetham, CPA, CGA
Secretary-Treasurer



STAFF REPORT TO COUNCIL

Council Meeting: FEBRUARY 25, 2020
500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 2600-20

SUBJECT: APPOINTMENT OF JOSEPH ROTENBERG AS DEPUTY CORPORATE OFFICER

REPORT NO: 20-15

ATTACHMENT(S): APPENDIX A – BYLAW NO. 992, 2005

RECOMMENDATION(S):

1. **THAT** Council appoint Joseph Rotenberg as Deputy Corporate Officer.

BACKGROUND:

Mark Boysen was appointed Corporate Officer at the July 11, 2017, Regular Council Meeting. As the Chief Administrative Officer, Mr. Boysen is also an authorized signatory for the District of Ucluelet. As a result he frequently executes land title forms and other documents that must be witnessed by a Commissioner for the taking of affidavits.

Section 148 of the *Community Charter* requires that Council appoint an officer responsible for corporate services. Mr. Boysen will continue as the District's Corporate Officer. Section 60 of the *Evidence Act* makes a Corporate Officers and their Deputy, Commissioners for the taking of affidavits. This authorizes a Corporate Officer and their deputy to witness the execution of documents like affidavits and land title forms.

Bylaw No. 992, 2005 (Appendix A)(the "Bylaw") assigns different powers, duties and functions to the Chief Administrative Officer and Director of Corporate Administration Services. Under that Bylaw the Director of Corporate Administrative Services (Corporate Officer), rather than the Chief Administrative Officer, is responsible for statutory duties including "...administering oaths, declarations and taking of affidavits that are required to be taken..."

Mr. Rotenberg is currently responsible for many of the duties assigned to the Corporate Administration Services (Corporate Officer) by the Bylaw but his position does not authorize him to act as a Commissioner for taking affidavits. It therefore logical and administratively convenient for Mr. Rotenberg's powers to be extended to those of a Commissioner for taking affidavits by appointing him Deputy Corporate Officer. This appointment enables Mr. Rotenberg to witness documents executed by Mr. Boysen such as land title forms.

OPTIONS REVIEW:

1. **THAT** Council appoint Joseph Rotenberg as Deputy Corporate Officer. **(Recommended)**
2. **THAT** Council provide alternative direction to Staff.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services

DISTRICT OF UCLUELET

Appendix A

BYLAW NO. 992, 2005

A Bylaw to establish the Officer positions of the District of Ucluelet and to establish the powers, duties and responsibilities of such Officers.

WHEREAS Council must, by bylaw, establish Officer positions and establish the powers, duties and responsibilities of its Officers;

NOW THEREFORE the Council of the District of Ucluelet in open meeting assembled enacts as follows:

CITATION:

1. This Bylaw may be cited for all purposes as "District of Ucluelet Officers and Employees Bylaw No. 992, 2005."

OFFICER POSITIONS:

2. The following positions are hereby established as officer positions of the Municipality:
 - a) Chief Administrative Officer
 - b) Director of Corporate Administrative Services (Corporate Officer)
 - c) Director of Financial Services

POWERS, DUTIES AND RESPONSIBILITIES:

3. The powers, duties and responsibilities of the Chief Administrative Officer are as set out in Schedule "A";
4. The powers, duties and responsibilities of the Director of Corporate Administrative Services are as set out in Schedule "B";
5. The powers, duties and responsibilities of the Director of Financial Services are as set out in Schedule "C"; and,

OATH OF OFFICE:

6. The oath of office as set out in Schedule "D" to this Bylaw is hereby adopted as the oath of office for officers of the District of Ucluelet.


READ A FIRST TIME this 26th day of April, 2005.

READ A SECOND TIME this 26th day of April, 2005.

READ A THIRD TIME this 10th day of May, 2005.

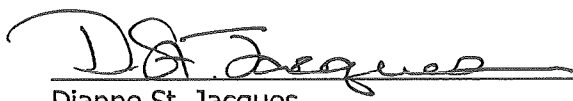
ADOPTED this 24th day of May, 2005.

A TRUE AND CORRECT COPY of "Officers and Employees Bylaw No. 992, 2005".




Gale Shier
Corporate Officer

THE CORPORATE SEAL of the
District of Ucluelet was hereto affixed
in the presence of:



Dianne St. Jacques
Mayor



Gale Shier
Corporate Officer

Schedule "A"

Powers, Duties and Functions of the Chief Administrative Officer

Human Resources

- a) Appoint, promote, discipline and dismiss all employees of the Municipality.
- b) Recommend to Council the appointment, promotion, demotion, suspension or termination of Officers of the Municipality, being those employees who are designated Officers by bylaw.
- c) Supervise all Officers and employees of the Municipality.
- d) Supervise contract negotiations with employee unions of the Municipality and recommend contract settlements with the unions to Council.
- e) Act as arbitrator between an employee and that employee's Director, subject to the terms of any applicable collective agreement with an employee union.

General Administration

- f) Supervise the operation of the departments of the Municipality.
- g) Supervise implementation of Council directives.
- h) Act as the principal administrative intermediary between the Municipality, other governments and all other entities dealing with the Municipality.
- i) From time to time, reorganize the administrative structure to improve efficient and effective operation of the Municipality.

Legal Advice and Proceedings

- j) Obtain legal advice.
- k) Under the direction of Council, authorize lawyers to defend, or conduct any action or proceeding in any court of law or before any tribunal, arbitrator, board, or any person, for or on behalf of the Municipality.
- l) Under the direction of Council, authorize settlements of claims against the Municipality.

Council

- m) Provide advice and recommendations to Council on any matter within Council's jurisdiction.
- n) Report to Council on any matter of importance to the Municipality.

Contracts

- o) Authorize the use or budgeted purchase or sale of Municipality facilities, equipment and services and authorize the awarding of contracts for budgeted items;
- p) Supervise the calling and awarding of tenders for the supply of materials, equipment, services or construction approved by Council.

Additional Powers, Duties and Responsibilities

- t) Exercise whatever additional powers and discharge whatever additional duties and responsibilities Council from time to time may assign.

Schedule "B"

**Powers, Duties and Functions of the
Director of Corporate Administration Services**

Statutory

- a) Ensure that accurate minutes of the meetings of the Municipality and its committees are prepared and the minutes, bylaws and other records of the business of the Municipality and its committees are maintained and kept safe.
- b) Ensure that access is provided to records of the Municipality and its committees, as required by law or authorized by Council.
- c) Certify copies of bylaws and other documents; as required or requested.
- d) Administer oaths, declarations and the taking of affidavits that are required to be taken under the *Local Government Act* or *Community Charter* in relation to municipal matters.
- e) Accept, on behalf of the Municipality, notices and documents that are required or permitted to be given, served on, filed with or otherwise provided to the Municipality.
- f) Keep the corporate seal and have it affixed to documents as required.

Human Resources

- g) Supervise all employees in the Corporate Administration Department.
- h) Recommend to the Chief Administrative Officer, appointment, promotion, discipline and dismissal of all employees within the Corporate Administration Services Department.

General Administration

- i) Supervise the operation of the Corporate Administration Department of the Municipality.
- j) Oversee implementation of Council Directives and directives of the Chief Administrative Officer.
- k) Act as a contact between the Corporate Administration Department and other departments.

Council

- l) Attend or ensure a Deputy attends all meetings of the Council and its committees for the purposes of minute taking.
- m) Prepare Council agendas and other reports, correspondence, etc. relating to or resulting from Council agendas and minutes.
- n) Organize efficient and effective record keeping for all corporate documents.
- o) Provide copies of any documents served on the Municipality to the Chief Administrative Office and to any insurers, as appropriate.

Schedule "C"

Powers, Duties and Functions of the Director of Financial Services

Statutory

- a) Receive all money paid to the Municipality;
- b) Ensure the keeping of all funds and securities of the Municipality;
- c) Expend and disburse money in the manner authorized by Council;
- d) Invest revenue funds, until required, in investments as permitted under the Municipal Act;
- e) Ensure that accurate records and full accounts of the financial affairs of the Municipality are prepared, maintained and kept safe;
- f) Compile and supply information on the financial affairs of the Municipality required by the inspector.

Human Resources

- g) Recommend to the Chief Administrative Officer, appointment, promotion, discipline and dismissal of all employees within the Financial Services Department;
- h) Supervise all employees in the Financial Services Department.

General Administration

- i) Supervise the operation of the Financial Services Department of the Municipality;
- j) Act as a contact between the Financial Services Department and other departments, under the supervision of the Chief Administrative Officer.

Legal Advice and Proceedings

- k) Supervise the obtaining of insurance as deemed necessary;
- l) Supervise the provision of or management of insurance matters;
- m) Prepare and arrange for filing of any documentation necessary under the Financial Disclosure Act or otherwise.

Council

- n) Attend meetings of Council and the Finance Committee, as required by the Chief Administrative Officer or Council;
- o) Provide advice to Chief Administrative Officer and Council regarding any matter of a financial nature;
- p) Prepare budgets, as required under the *Municipal Act* or *Community Charter* and as requested by Council and the Chief Administrative Officer; and
- q) Liaise with the Municipality's auditor in connection with the financial audit.

Schedule "D"**Oath of Office**

I, (insert name), having been appointed to the Office of (insert name of Office) for the District of Ucluelet do hereby promise and swear:

- a) I will faithfully, honestly and impartially, to the best of my knowledge and ability, execute the powers, duties and functions of my Office;
- b) I will treat all matters and information that comes to my attention, as a result of my Office, in confidence;
- c) I have not received, nor will I receive or accept any payment or reward, or promise of either, in return for the exercise of my powers, duties and functions, other than as permitted by the Municipality;
- d) I will not allow my personal interests to conflict with the duties of my Office; and
- e) I will comply with all policies and directives of the Municipality and comply with all laws.



STAFF REPORT TO COUNCIL

Council Meeting: FEBRUARY 25, 2020
500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 8800-20 UEDC REPORTS

SUBJECT: UCLUELET ECONOMIC DEVELOPMENT CORPORATION

REPORT NO: 20-17

ATTACHMENT(S): NONE

RECOMMENDATION(S):

1. **THAT** Council direct Staff to take the steps necessary to:
 - a. update the Directors of the Ucluelet Economic Development Corporation (UEDC) to Mayco Noël, Lara Kemps, Rachelle Cole, Marilyn McEwen and Jennifer Hoar;
 - b. update the Officers of the UEDC to Mayco Noël and Marilyn McEwen; and,
 - c. file the 2019 UEDC annual report.

PURPOSE:

To update Council on the status of the Ucluelet Economic Development Corporation (UEDC).

BACKGROUND:

The Ucluelet Economic Development Corporation (UEDC) was established in 2000 as a District-owned corporation to be used as a vehicle for economic development. The District is the sole UEDC shareholder. As an external corporation, it was able to enter into partnerships and joint ventures aimed at diversifying the economy after downturns in fishing and forestry in the 1990s.

In general, the expenses related to supporting economic development were modest over the last twenty years. Recent budget allocations have been made only to maintain the UEDC as a legal corporation. The average annual budgets for the corporation since 2000 have ranged from \$0-\$50,000, with the last 5 years set at an operating budget of \$2,500.

The UEDC's Board of Directors and Officers have not been updated since the 2018 District of Ucluelet municipal election. As a result, the current Board of Directors is made up of individuals that served on Council between 2014 and 2018 and its Officers are Diane St. Jacques (President) and Randy Oliwa (Secretary).

The UEDC currently holds less than \$5,000 in an account with CIBC. Staff are not aware of any other assets or any outstanding UEDC liabilities.

DISCUSSION:

At this time staff recommend that the Directors and Officers of the UEDC be updated to reflect the current Council and that the 2019 Annual Report be completed. This will bring the UEDC into good standing and allow staff to complete any outstanding accounting requirements.

At a later meeting, staff will be recommending that the UEDC be dissolved.

POLICY OR LEGISLATIVE IMPACTS:

The recommendation will lead to the UEDC being brought into good standing.

FINANCIAL IMPLICATIONS:

Nominal legal fees will be required to file the UEDC annual report and update the UEDC Directors and Officers.

OPTIONS REVIEW:

1. **THAT** Council direct Staff to take the steps necessary to:
 - a. update the Directors of the Ucluelet Economic Development Corporation (UEDC) to Mayco Noël, Lara Kemps, Rachelle Cole, Marilyn McEwen and Jennifer Hoar;
 - b. update the Officers of the UEDC to Mayco Noël and Marilyn McEwen; and,
 - c. file the 2019 UEDC annual report. **(Recommended)**
2. **THAT** Council provide alternative direction to Staff.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services



STAFF REPORT TO COUNCIL

Council Meeting: FEBRUARY 25, 2020
500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 3360-20-RZ20-01

SUBJECT: ZONING BYLAW AMENDMENTS FOR TWO EXISTING DUPLEXES (ADOPTION) REPORT NO: 20-16

ATTACHMENT(S): APPENDIX A: ZONING AMENDMENT BYLAW NO. 1261, 2020
APPENDIX B: FEBRUARY 11, 2020 PUBLIC HEARING REPORT
APPENDIX C: JANUARY 14, 2020 REPORT TO COUNCIL

RECOMMENDATION(S):

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020, be given third reading; and,
2. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020, be adopted.

PURPOSE:

To bring back Ucluelet Zoning Amendment Bylaw No. 1261, 2020 (the “Bylaw”) for third reading and adoption.

BACKGROUND:

On January 14, 2020, Council gave the Bylaw first and second reading and referred it to a public hearing (see Appendix C).

On February 11, 2020, Council held a public hearing on the Bylaw. Mayor Noël was absent from the public hearing. The February 11, 2020, Public Hearing Report is attached to this report as Appendix B.

Section 480 of the *Local Government Act* allows Council to adopt a municipal zoning bylaw at the same meeting that it received third reading, despite the *Community Charter* requirement that there be one day between third reading and adoption. Also, there are no conditions that the applicants are required to complete before Council adopts the Bylaw. Therefore, Council is in a position to give third reading to the Bylaw and adopt it at this Council meeting.

OPTIONS REVIEW:

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020, be given third reading; and, **(Recommended)**
2. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020, be adopted. , **(Recommended)**
3. **THAT** Council provide alternative direction to Staff.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services

DISTRICT OF UCLUELET

Appendix A

Zoning Amendment Bylaw No. 1261, 2020

A bylaw to amend the "District of Ucluelet Zoning Bylaw No. 1160, 2013".
(1639, 1641, 1671 and 1673 Holly Crescent)

WHEREAS the District of Ucluelet Council by Bylaw No. 1160, 2013, adopted the Zoning Bylaw and now deems it appropriate to amend the Zoning Bylaw;

NOW THEREFORE the Council of the District of Ucluelet, in open meeting assembled, enacts as follows:

1. Map Amendment:

The following properties are to be rezoned from R-1 Zone-Single Family Residential to R-2 Zone-Medium Density Residential and the Zoning Maps of the District of Ucluelet Zoning Bylaw No. 1160, 2013 is to be amended accordingly:

- a. 1671 and 1673 Holly Crescent (as shown highlighted as Property-1 on the Schedule 'A' attached to and forming part of this bylaw):
 - i. Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-258); and
 - ii. Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-282).
- b. 1639 and 1641 Holly Crescent (as shown highlighted as Property-2 on the Schedule 'A' attached to and forming part of this bylaw):
 - i. Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1003, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-029); and
 - ii. Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1003, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-045).

2. Text Amendment:

Schedule B of the District of Ucluelet Zoning Bylaw No. 1160, 2013, as amended, is hereby further amended by adding subsection (a) to section R-2.1.1(2) in alphanumerical order, as follows:

“(a) Despite the above, the minimum lot size is 734m2 (7,901ft2) for a Duplex Dwelling on Strata Plan 1004 containing the following Strata lots:

- (i) Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-258); and
- (ii) Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-282).”

3. Citation:

This bylaw may be cited as “District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020”.

READ A FIRST TIME this 14th day of January, 2020.

READ A SECOND TIME this 14th day of January, 2020.

PUBLIC HEARING held this 11th day of February, 2020.

READ A THIRD TIME this day of , 2020.

ADOPTED this day of , 2020.

CERTIFIED A TRUE AND CORRECT COPY of “District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020.”

Mayco Noël
Mayor

Mark Boysen
Corporate Officer

THE CORPORATE SEAL of the District of Ucluelet was hereto affixed in the presence of:

Mark Boysen
Corporate Officer

SCHEDULE 'A'

District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020

From: R-1 Single Family Residential
To: R-2 Medium Density Residential





Appendix B
PUBLIC HEARING REPORT

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 3360-20 RZ 20-01

SUBJECT: PUBLIC HEARING REPORT - BYLAW NO. 1261, 2020

ATTACHMENT(S): NONE

PURPOSE:

The purpose of this report is to summarize the written submissions and public input provided at the February 11, 2020 public hearing which addressed Zoning Amendment Bylaw No. 1261, 2020 (the "Zoning Bylaw").

BACKGROUND:

On February 11, 2020 a public hearing regarding the Zoning Bylaw was conducted. Acting Mayor McEwen, and Councillors Cole, Hoar and Kemps were in attendance. Mayor Noël was not in attendance.

Sections 465 (5) & (6) of the *Local Government Act* require the following:

(5) A written report of each public hearing, containing a summary of the nature of the representations respecting the bylaw that were made at the hearing, must be prepared and maintained as a public record.

(6) A report under subsection (5) must be certified as being fair and accurate by the person preparing the report and, if applicable, by the person to whom the hearing was delegated under section 469.

Section 470 (2) and (3) of the *Local Government Act* state:

(2) A member of a council or board who

(a) is entitled to vote on a bylaw that was the subject of a public hearing, and

(b) was not present at the public hearing

may vote on the adoption of the bylaw if an oral or written report of the public hearing has been given to the member in accordance with subsection (3).

(3) The report referred to in subsection (2) must be given to the member by

(a) an officer or employee of the local government, or

(b) if applicable, the delegate who conducted the public hearing.

DISCUSSION:**Introduction of the Bylaw**

Bruce Greig, Manager of Community Planning, introduced the Zoning Bylaw. He explained that the purpose of the Zoning Bylaw in general terms is to amend the District of Ucluelet Zoning Bylaw No.1160, 2013 as follows:

“The following properties are to be rezoned from R-1 Zone-Single Family Residential to R-2 Zone-Medium Density Residential and the Maps of the Zoning Bylaw is to be amended accordingly:

- A. 1671 and 1673 Holly Crescent (highlighted as Property-1 on the Schedule ‘A’):
 - i. Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1; and
 - ii. Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1.
- B. 1639 and 1641 Holly Crescent (highlighted as Property-2 on the Schedule ‘A’)
 - i. Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1003, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1; and
 - ii. Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1003, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1.

Zoning Bylaw is further amended by adding subsection (a) to section R-2.1.1(2) in alphanumeric order, as follows:

“(a) Despite the above, the minimum lot size is 734m² (7,901ft²) for a Duplex Dwelling on Strata Plan 1004 containing the following Strata lots:

(i) Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1; and

(ii) Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1.”

The Applicants Submissions

The owners of the subject properties were not in attendance. Jayne, Bernie and Justin Stock, the owners of the duplex at 1641 Holly Crescent Road and 1639 Holly Crescent Road, wrote in support of Zoning Bylaw. Their letter explained that the subject property has always been used as a duplex and was built in conformity with District of Ucluelet zoning bylaws and building regulations. The

letter goes on to explain that the property was blanket rezoned to the R-1 Zone despite the properties ongoing use as a duplex.

Written Public Input

There was no written input from other members of the public.

Verbal Input

Josie Jonas, resident of Holly Crescent, requested clarification about what the property owners on Holly Crescent plan to do with their property? Bruce Greig, Manager of Community Planning, explained that the new zoning would allow the property to be legally used as a duplex, which is the current legal non-conforming use.

POLICY OR LEGISLATIVE IMPACTS:

This report satisfies section 465 (5) and 465(6) of the *Local Government Act*. It also allows Mayor Noël to vote on the Zoning Bylaws third reading and adoption despite not being present at the February 11, 2020 public hearing.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services

CERTIFIED FAIR AND CORRECT: Report of the Public Hearing Meeting held on February 11, 2020 at 5:30 pm in the George Fraser Room, Ucluelet Community Centre, 500 Matterson Road, Ucluelet, BC.


Joseph Rotenberg
Manager of Corporate Services



Appendix C
STAFF REPORT TO COUNCIL

Council Meeting: January 14, 2020
 500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOHN TOWGOOD, PLANNER 1

FILE NO: 3360-20-RZ20-01

**SUBJECT: ZONING BYLAW AMENDMENT FOR TWO EXISTING
 DUPLEX PROPERTIES**

REPORT NO: 20-05

ATTACHMENT(S): APPENDIX A – ZONING AMENDMENT BYLAW NO. 1261, 2020

RECOMMENDATION:

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1261, 2020, be given first and second reading and advanced to a public hearing.

PURPOSE:

To provide Council with information on an application to amend Zoning Bylaw No. 1160, 2013 (the “**Zoning Bylaw**”), for two properties (**Figure 1**) each of which contain an existing residential duplex building which was built as a duplex under a valid building permit.



Figure 1 – Subject Property

BACKGROUND:

On November 7, 2019, Council received a letter from Bernie and Jayne Stock asking for a change in the zoning designation of their property to reflect the strata duplex use occurring on their land. At its November 26, 2019, regular meeting, Council discussed this request. Staff noted that Mr. and Ms. Stock were requesting rezoning because their duplex is one of a few legally non-conforming properties; this situation was created by past blanket zoning amendments which perhaps overlooked the existing uses of properties in a number of locations throughout Ucluelet. Staff described a handful of situations where existing long-term residential and commercial uses are not reflected in the property zoning, which can create some difficulty for property owners, and suggested that these be brought forward as “housekeeping” zoning amendments as time and workload allows. Council indicated support for this proactive approach of addressing this issue, rather than placing the onus on property owners to submit rezoning applications to change the designation of their individual properties.

DISCUSSION:

Staff conducted a review of the duplexes in Ucluelet. Staff began by identifying all existing duplex dwelling properties within Ucluelet by reviewing BC Assessment Authority land use classifications. Fifteen properties were identified as designated for duplex use. Next, Staff conducted a preliminary Building Permit (**BP**) review of the identified properties. 1639-1641 Holly Crescent, 1671-1673 Holly Crescent and 1326 Helen Road were confirmed to have been constructed as duplexes under building permit. Other identified properties appear to have been built as Single-Family Dwellings (**SFDs**), or there is a lack of building permit information on file. It is important to note that there may be other information within District of Ucluelet files or in the property owners’ possession, that might document additional properties which were in fact built or renovated to be duplexes. Finally, Staff considered which of the duplex dwelling units were a pair of separate titles registered under the Strata Property Act. The properties at 1639-1641 Holly Crescent and 1671-1673 Holly Crescent were identified as strata duplexes.

As a result of the review, Staff propose to only amend the zoning designation of 1639-1641 Holly Crescent and 1671-1673 Holly Crescent (the “**Subject Properties**”) from R-1 Single Family Residential (**R-1**) to R-2 Medium Density Residential (**R-2**) at this time. These two duplex buildings were both built as duplexes in March of 1981 with building permits and their respective strata plans were registered in July of that same year. It is clear that these two properties (total of four titles) were purpose-built as duplexes; because of the strata titles and separate ownership, these units would benefit from the R-2 Zoning designation to become lawful.

The other 13 identified duplex properties present a more complex set of circumstances. Many may not require a zoning amendment to become lawful. On December 12, 2019, changes made by the Province to the BC Building Code removed size restrictions for secondary suites (as the code applies to buildings, not as defined by zoning bylaws). Therefore, some of the duplexes listed by the Assessment Authority may now become lawfully conforming through a development variance permit. This will require applications on a site-specific basis. If dwelling units have been added or converted without building permits on any of these properties, that is still a matter of unauthorized construction and building permits would be required. Staff will be bringing forward a separate report to address these other properties - along with other residential housing considerations - at a later date.

Zoning Amendment for the Subject Properties

The subject properties are currently zoned R-1; the R-1 zoning designation does not allow multiple strata dwelling units on a single property. Staff do not see a plausible reason for the subject properties to have been built or rezoned into a lawful non-conforming status other than as an oversight. It is appropriate, if not preferred, that different forms of low-density residential uses such as SFD's, Duplexes and Secondary Suites be mixed in a neighbourhood rather than grouped together in separate uniform blocks. Even if it were preferred that the subject properties convert over time back to single-family dwellings, the existence of four separate independently titled dwelling units on the two subject properties would make that conversion problematic. Staff consider the best approach is to amend the zoning of the subject properties to R-2, which if approved, would allow the following uses:

R-2.1 Permitted Uses:

R-2.1.1 *The following uses are permitted, but secondary permitted uses are only permitted in conjunction with a principal permitted use:*

(1) *Principal:*

(a) *Single Family Dwelling*

(2) *Secondary:*

(a) *Bed and Breakfast*

(b) *Home Occupation*

(c) *Secondary Suite*

R-2.1.2 *The following uses are permitted, but secondary permitted uses are only permitted in conjunction with a principal permitted use:*

(1) *Principal:*

(a) *Duplex Dwelling*

(b) *Multiple Family Residential*

(i) *Despite the above, Multiple Family Residential is not permitted on Lots 3, 4, 5 and 6 of Plan VIP76238.*

(2) *Secondary:*

(a) *Home Occupation*

R-2.1.3 *The following uses are permitted, with no secondary permitted uses:*

(1) *Principal:*

(a) *Moderate Level Support Services Housing*

A further amendment is required for 1639-1641 Holly Crescent. This lot has an area of 734m² whereas the minimum required lot size as per R-2.1.1 (2) of the zoning bylaw is 750 m². The proposed amendment would read as follows:

Schedule B of the District of Ucluelet Zoning Bylaw No. 1160, 2013, as amended, is hereby further amended by adding subsection (a) to section R-2.1.1(2) in alphanumerical order, as follows:

“(a) Despite the above, the minimum lot size is 734m² (7,901ft²) for a Duplex Dwelling on Strata Plan 1004 containing the following Strata lots:

- (i) Strata Lot 1, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-258); and*
- (ii) Strata Lot 2, District Lot 282, Clayoquot District, Strata Plan 1004, together with an interest in the common property in proportion to the unit entitlement of the strata lot as shown on form 1 (PID 000-856-282).”*

The zoning amendment above would allow the owners to continue the duplex dwelling use for the foreseeable future and have the potential to rebuild the duplex buildings on the properties.

TIME REQUIREMENTS – STAFF & ELECTED OFFICIALS:

Should the application proceed, staff time will be required to process this Zoning Bylaw Amendment, including giving notice of a Public Hearing.

FINANCIAL IMPACTS:

There are no direct financial impacts from advancing the proposed bylaw to a public hearing.

POLICY OR LEGISLATIVE IMPACTS:

The 2011 Official Community Plan (the “OCP”) classifies duplexes as a type of multi-family residential use and indicates areas where multi-family residential uses are to occur. However, the subject properties’ duplex uses already exist in areas designated single-family, the current lawfully non-conforming status is the result of an oversight, and the new provincial building code changes now blur the lines between what is a secondary suite and what is a duplex. Because of these mitigating factors, Staff consider it consistent to proceed with Zoning Amendment Bylaw No. 1261, 2020, without amending the 2011 OCP.

SUMMARY:

The proposed zoning amendment is a recognition of an existing residential use that occurs within a residential neighbourhood. Staff recommend that Council advance the zoning amendment bylaw No. 1261, 2020, to clean up the zoning bylaw as it applies to these two properties.

OPTIONS:

Alternatively, Council could consider the following:

2. **THAT** Council provide alternative direction to Staff and/or the property owners; **or**,
3. **THAT** Council reject the proposed bylaw amendments.

Respectfully submitted: John Towgood, Planner 1
Bruce Greig, Manager of Planning
Mark Boysen, Chief Administrative Officer



STAFF REPORT TO COUNCIL

Council Meeting: FEBRUARY 25, 2020
500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 3360-20-RZ19-01
3360-20-DVP19-06

**SUBJECT: ZONING BYLAW AMENDMENT AND DVP
FOR 1178 CORAL WAY (ADOPTION)**

REPORT NO: 20-14

ATTACHMENT(S): APPENDIX A: APPLICATION
APPENDIX B: ZONING AMENDMENT BYLAW NO. 1259, 2019
APPENDIX C: DVP 19-06
APPENDIX D: JANUARY 14, 2020 PUBLIC HEARING REPORT
APPENDIX E: DECEMBER 10 REPORT TO COUNCIL

RECOMMENDATION(S):

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019, be given third reading;
2. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019, be adopted; and,
3. **THAT** Development Variance Permit 19-06 be issued.

PURPOSE:

To bring back Ucluelet Zoning Amendment Bylaw No. 1259, 2019 (the “Bylaw”) for third reading and adoption. The purpose is also to bring back Development Variance Permit 19-06 (the “DVP”) for consideration.

BACKGROUND:

On December 10, 2019, Council gave the Bylaw first and second reading and referred it to a public hearing (see Appendix E). Council also received information on the requested DVP.

The DVP and Bylaw public notice requirements were completed and on January 14, 2020, Council held a public hearing on the Bylaw and received public input about the DVP. All Council members were in attendance. The Public Hearing Report is attached to this report as Appendix D.

Section 480 of the *Local Government Act* allows Council to adopt a municipal zoning bylaw at the same meeting that it received third reading, despite the *Community Charter* requirement that there be one day between third reading and adoption.

The notice and public hearing requirements have been completed and there are no conditions that the applicants are required to complete before Council adopts the Bylaw and issues the DVP. Therefore, Council is in a position to issue the DVP, give the Bylaw third reading and adopt the Bylaw.

OPTIONS REVIEW:

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019, be given third reading; **(Recommended)**
2. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019, be adopted; and, **(Recommended)**
3. **THAT** Development Variance Permit 19-06 be issued. **(Recommended)**
4. **THAT** Council provide alternative direction to staff.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services

Appendix A

April 1, 2019

To whom it may concern:

This is an application request for the rezoning of 1178 Coral Way, Ucluelet. The request is to allow for a suite to be part of the auxiliary building. We, the owner, would like to have our land rezoned to allow for the suite to be a part of the garage and for long term rental only. The benefits of this rezoning are: minimize the impact on the land, keep all building heights to one story, avoid cutting down old growth trees and finally for the well-being and privacy of our future tenants as well as ourselves.

Sincerely,

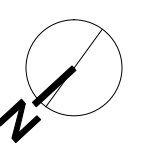
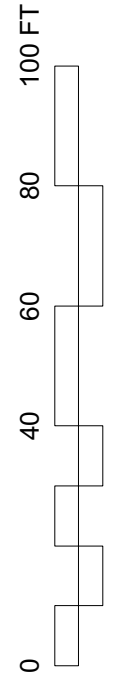
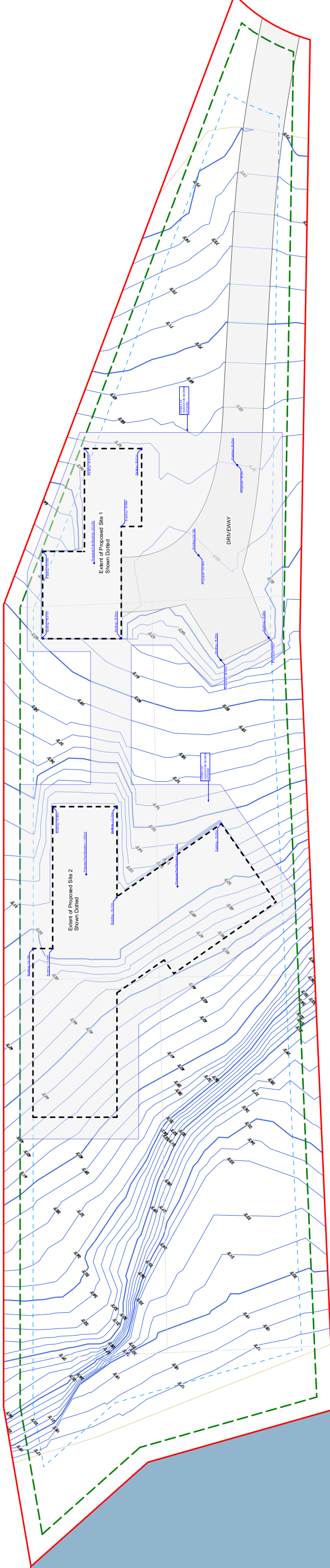
A handwritten signature in black ink, appearing to read 'JF Pelchat & Kristy La Mantia', written over a horizontal line.

JF Pelchat & Kristy La Mantia

- 3 06 Jun 19 Excavation Permit
- 2 26 Oct 18 Client Meeting
- 1 | 21 Sep 18 | Client Meeting

Site Plan - Excavation

1178 Coral Way, Ucluelet, BC



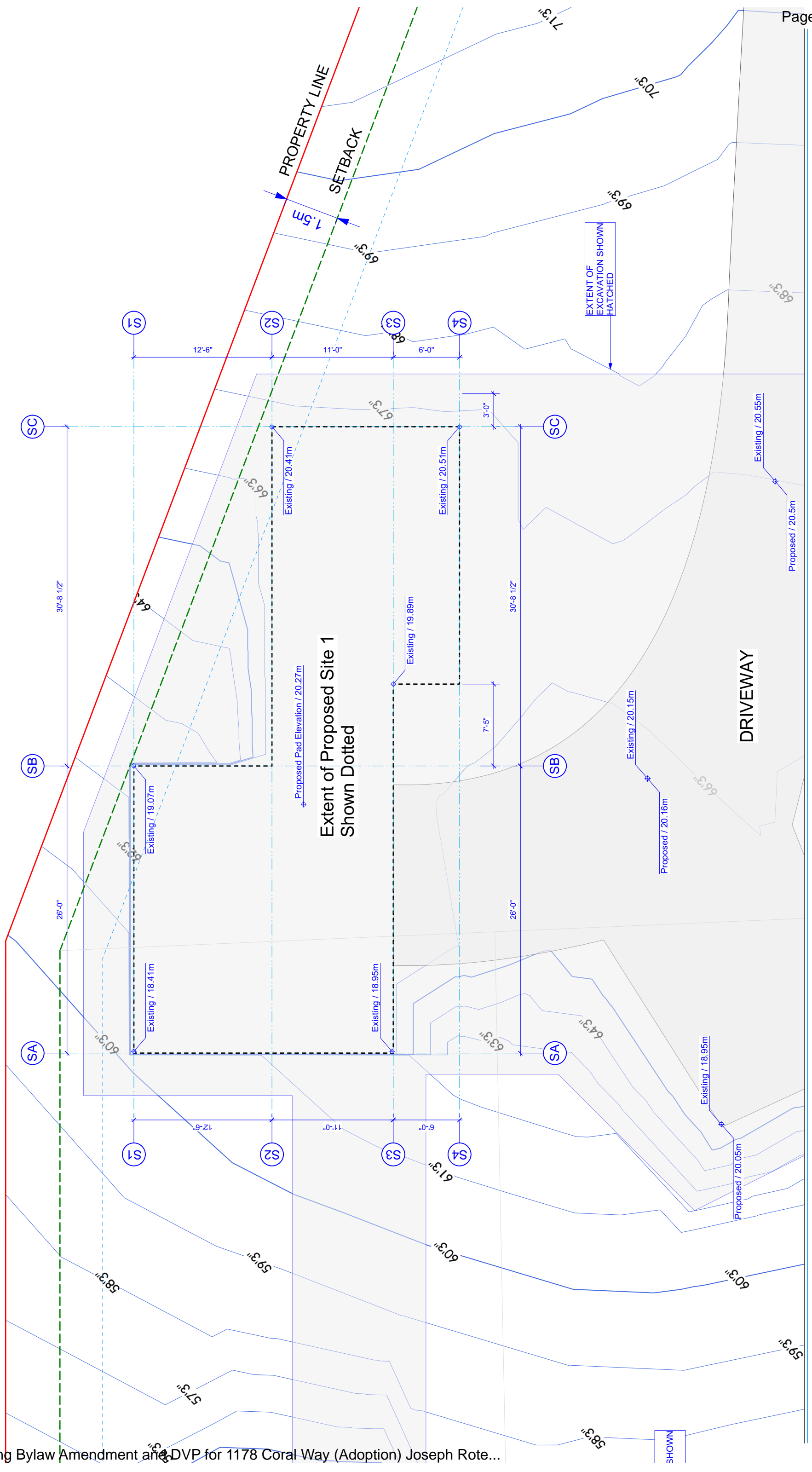
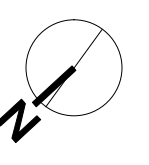
Site 1 Excavation
1178 Coral Way, Ucluelet, BC

30 FT

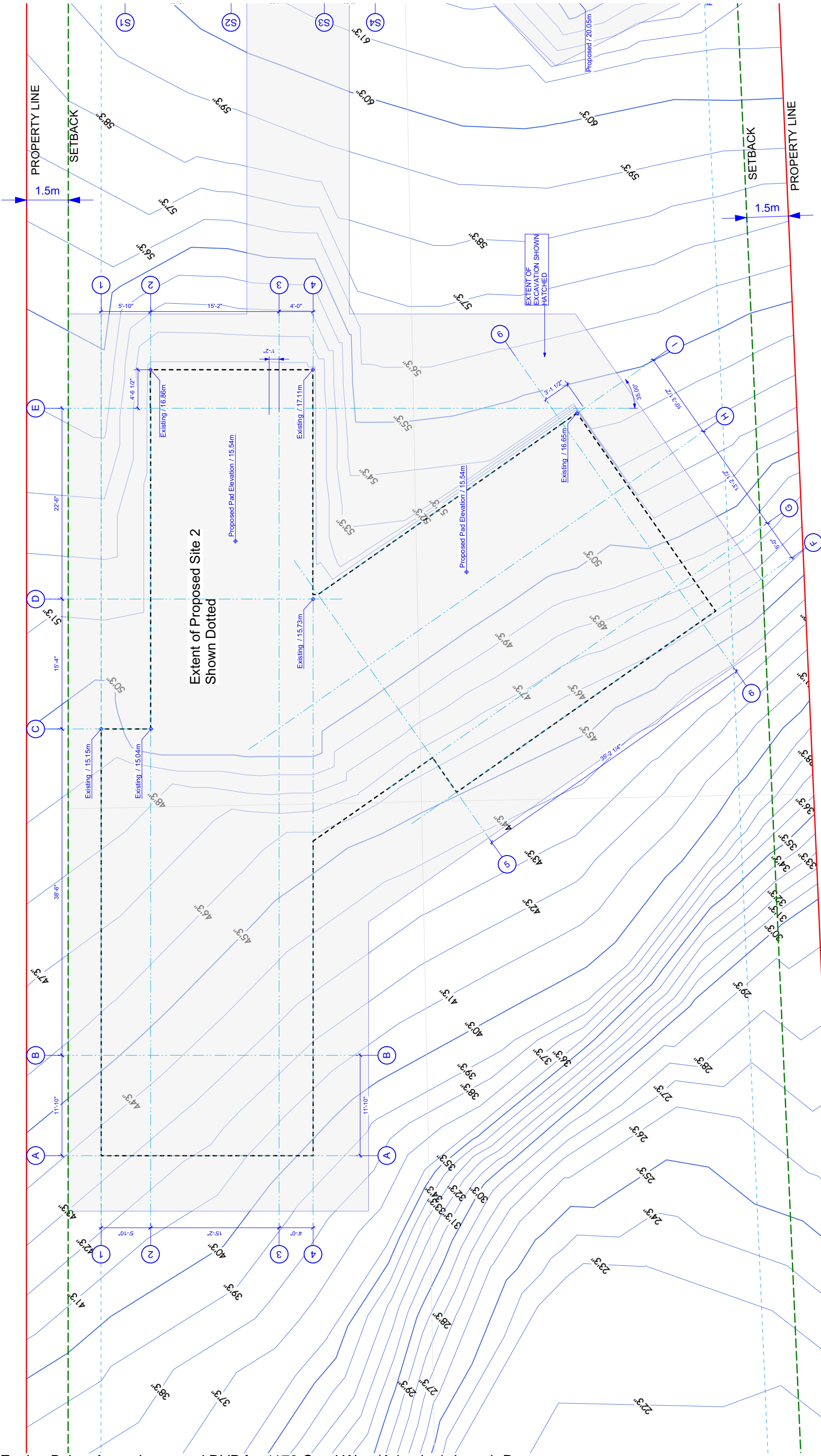
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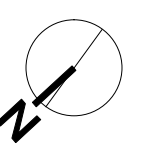
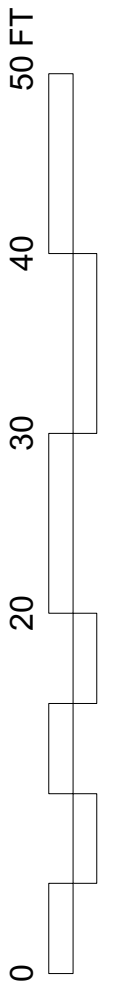
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Total Gross Floor Area: 2290 sqft



Site 2 Excavation
1178 Coral Way, Ucluelet, BC



Suite GFA: 645 sqft

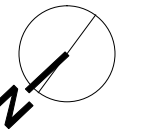
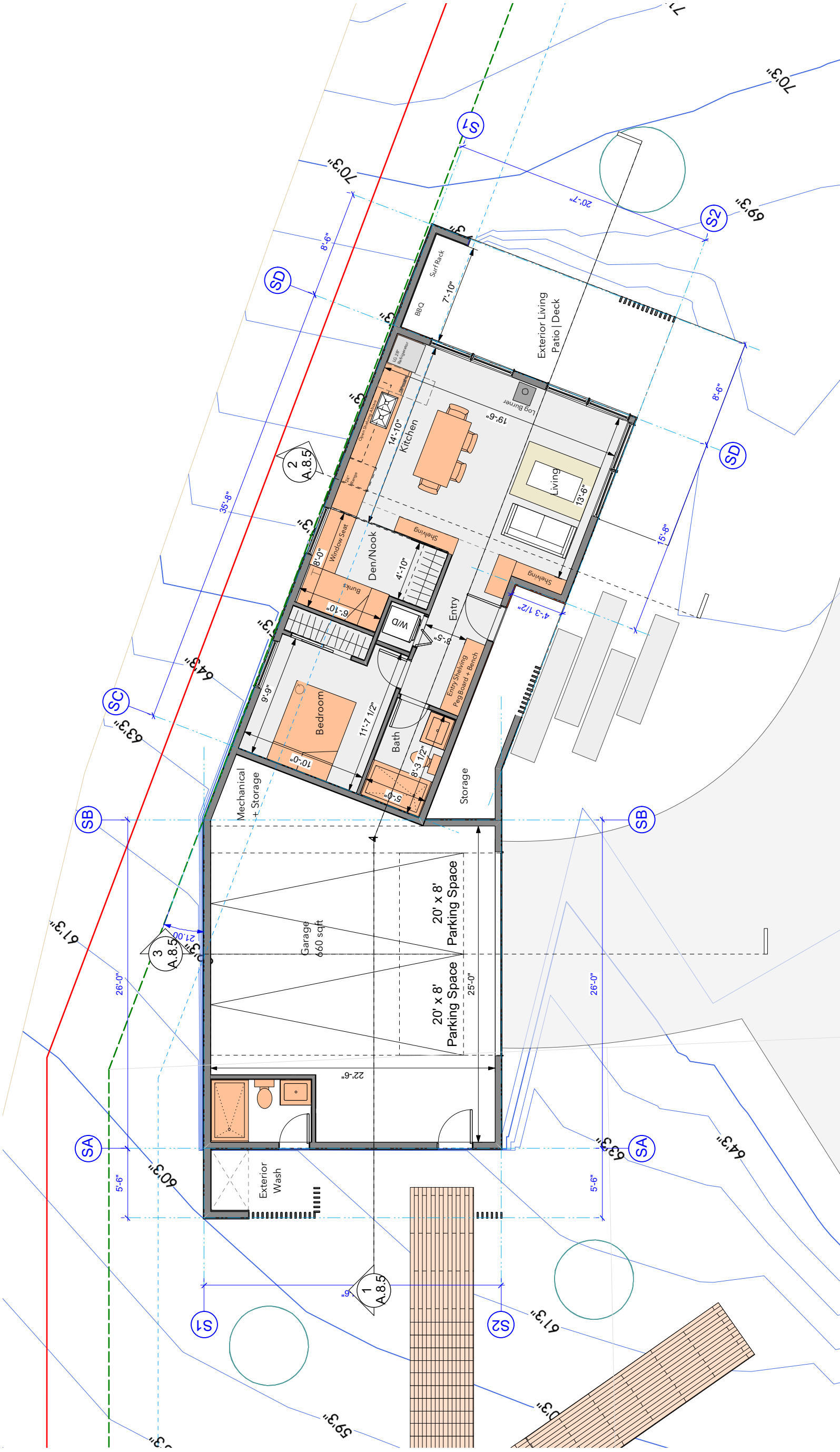
Garage: 660 sqft

A.8

Luke Tyson || Design
190924_Pelchat Residence_Coral Way.vwx

- 6 26 Sep 19 Suite Revisions
- 5 14 Sep 19 Suite Revision
- 4 12 Aug 19 Suite Meeting

Garage + Suite Plan
1178 Coral Way, Ucluelet, BC



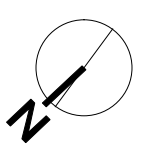
A.8.2

Luke Tyson || Design
190904_Pelchat Residence_Coral Way.vwx

5	14 Sep 19	Suite Revision
4	12 Aug 19	Suite Meeting
3	06 Jun 19	Excavation Permit

Garage + Suite Roof | Perspectives

1178 Coral Way, Ucluelet, BC



Garage Door

Entry

Outdoor Shower Access



Covered Deck

BBQ + Storage



Living Area

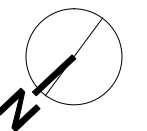


Driveway

6	26 Sep 19	Suite Revisions
5	14 Sep 19	Suite Revision
4	12 Aug 19	Suite Meeting

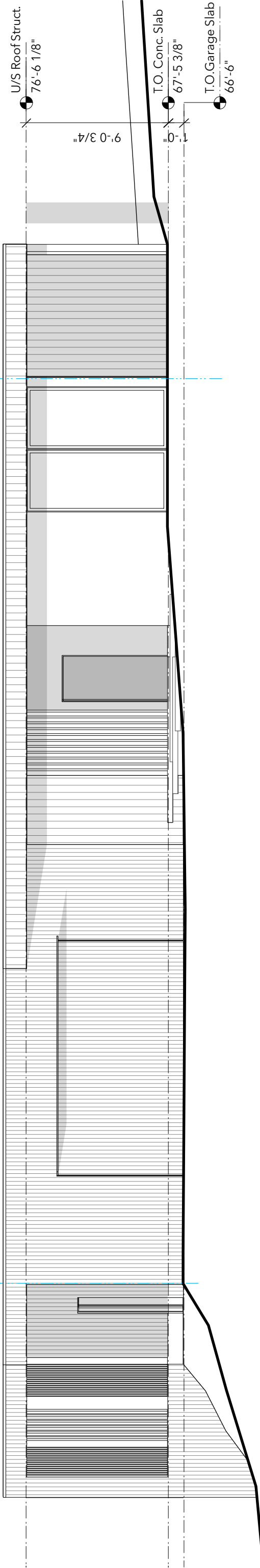
Garage + Suite Elevations

1178 Coral Way, Ucluelet, BC



SD

SA



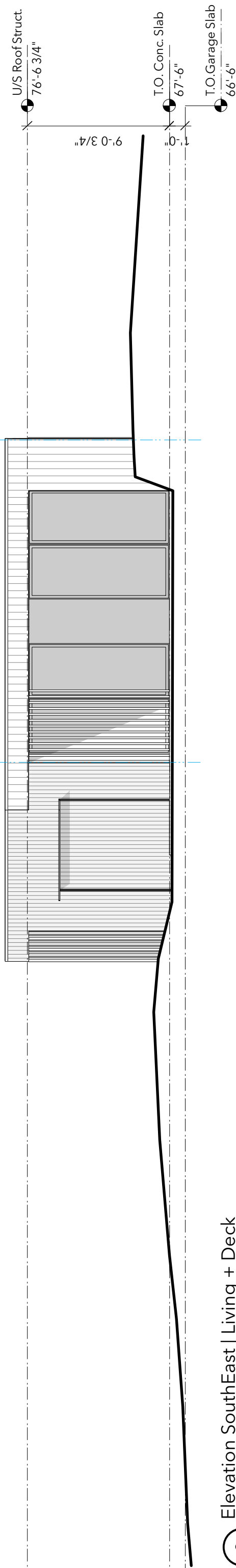
1 Elevation SouthWest | Entry

Scale: 1:75

S1

S2

20'-7"



2 Elevation SouthEast | Living + Deck

Scale: 1:75

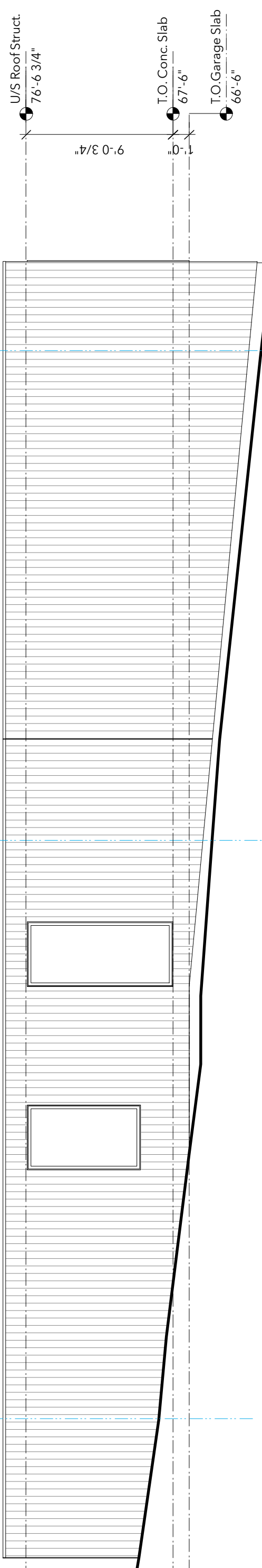
6	26 Sep 19	Suite Revisions
5	14 Sep 19	Suite Revision
4	12 Aug 19	Suite Meeting

SA

SC

SD

35'-8"



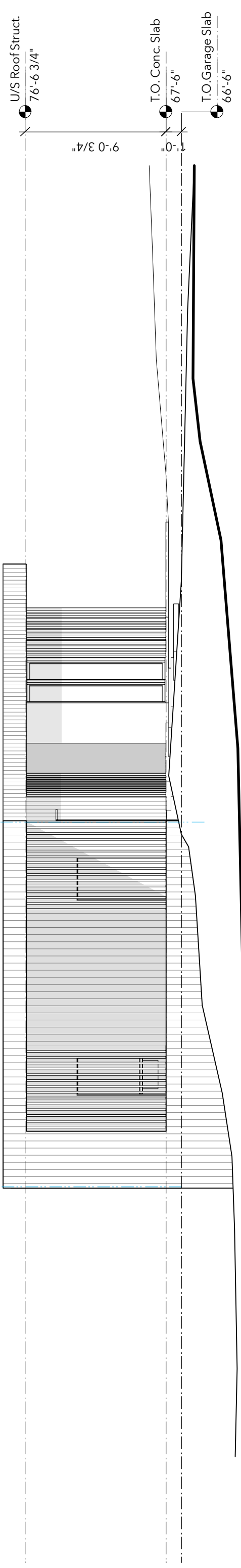
1 Elevation NorthEast | Rear

Scale: 1:75

S2

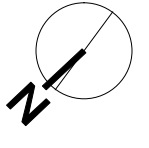
S1

23'-6"



2 Elevation NorthWest | Garage

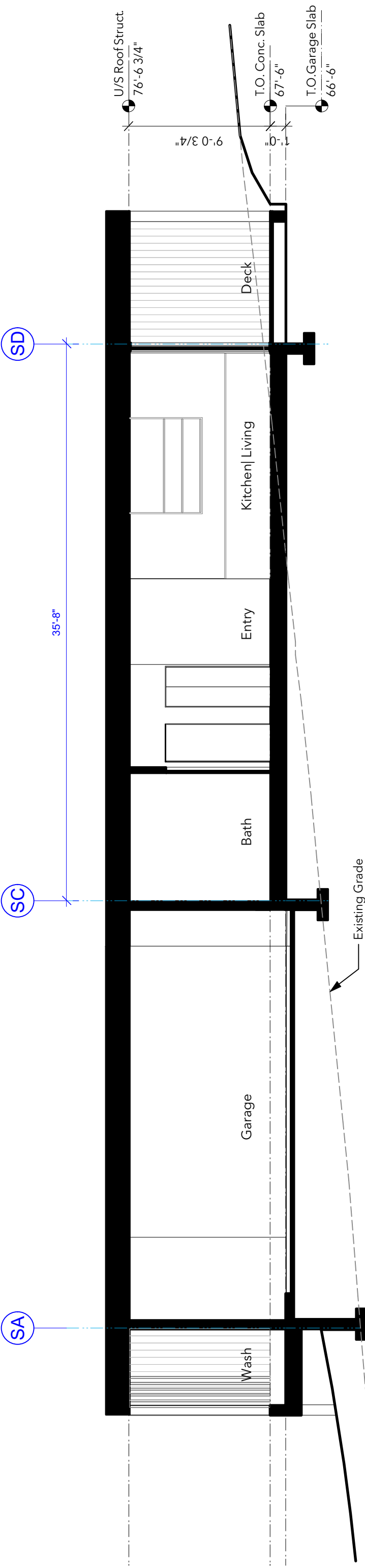
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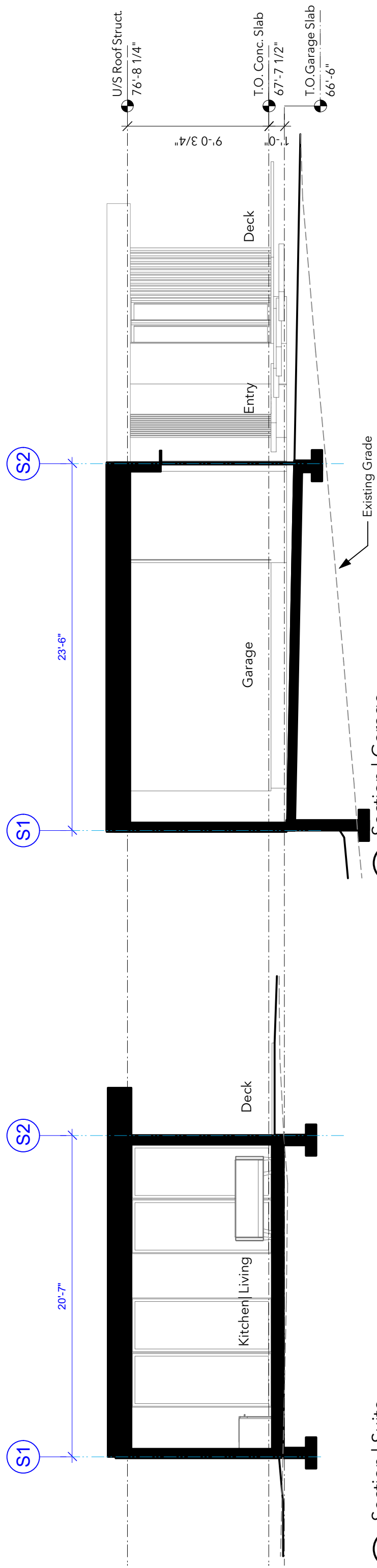
6	26 Sep 19	Suite Revisions
5	14 Sep 19	Suite Revision
4	12 Aug 19	Suite Meeting

Garage + Suite Sections

1178 Coral Way, Ucluelet, BC

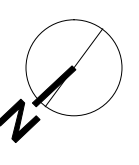


1 Section | Garage + Suite
Scale: 1:75



3 Section | Garage
Scale: 1:75

2 Section | Suite
Scale: 1:75



DISTRICT OF UCLUELET

Appendix B

Zoning Amendment Bylaw No. 1259, 2019

A bylaw to amend the "District of Ucluelet Zoning Bylaw No. 1160, 2013".
(1178 Coral Way)

WHEREAS the District of Ucluelet Council by Bylaw No. 1160, 2013, adopted the Zoning Bylaw and now deems it appropriate to amend the Zoning Bylaw;

NOW THEREFORE the Council of the District of Ucluelet, in open meeting assembled, enacts as follows:

1. Text Amendment:

Schedule B of the District of Ucluelet Zoning Bylaw No. 1160, 2013, as amended, is hereby further amended as follows:

- a. by adding the following subsection (3) to section R-1.1.1 in alphanumerical order, as follows:

"(3) On the following properties *Accessory Residential Dwelling Unit* is also permitted as a secondary use to the principal *Single Family Dwelling*, located within a detached accessory building on the same property, provided that the *Single Family Dwelling* does not contain a *Secondary Suite* or *Bed and Breakfast*:

(a) Lot 13, Section 21, Clayoquot District, Plan VIP64737 (1178 Coral Way)."

- b. by replacing subsection 401.3 with the following text:

"401.3 No *accessory building* or *accessory* structure may contain a *dwelling unit* or be used for the purposes of habitation, except for a *guest cottage* or *accessory residential dwelling unit* in a *Zone* that lists such as a permitted use."

2. Citation:

This bylaw may be cited as "District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019".

READ A FIRST TIME this 10th day of December, 2019.

READ A SECOND TIME this 10th day of December, 2019.

PUBLIC HEARING held this 14th day of January, 2020.

READ A THIRD TIME this day of , 2020.

ADOPTED this day of , 2020.

CERTIFIED A TRUE AND CORRECT COPY of “District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019.”

Mayco Noël
Mayor

Mark Boysen
Corporate Officer

THE CORPORATE SEAL of the
District of Ucluelet was hereto
affixed in the presence of:

Mark Boysen
Corporate Officer



Appendix C

DEVELOPMENT VARIANCE PERMIT DVP19-06

Pursuant to section 498 of the Local Government Act, 2015:

1. This Development Variance Permit is issued to:

Jean Francois Pelchat, Kristy Michelle La Mantia
9217 Pinetree Lane Whistler, BC, V0N 1B9

2. This Development Variance Permit applies to, and only to, those lands within the District of Ucluelet described below, and the buildings, structures, and other development thereon:

Lot 13, Section 21, Clayoquot District, Plan VIP64737 (1178 Coral Way)

3. This Development Variance Permit is issued subject to compliance with all the bylaws of the District of Ucluelet, except as specifically varied or supplemented by this Permit.
4. This Permit authorizes the following variance to the District of Ucluelet Zoning Bylaw No. 1160, 2013 for the detached garage and accessory residential dwelling unit and shown on the plans attached as Schedule A:
 - **Increase the permitted size of accessory buildings under section R-1.4.2 from a maximum combined total of 60m² (645ft²) to a maximum of 122m² (1,310ft²);**
5. The work authorized by this Permit may only be carried out:
 - a. in compliance with the requirements of the District of Ucluelet Zoning Bylaw No. 1160, 2013, except where specifically varied or supplemented by this development variance permit.
 - b. in compliance with all federal, provincial, and municipal statutes, regulations, and bylaws.
6. Notice shall be filed in the Land Title Office under Section 503 of the Local Government Act, and upon such filing, the terms of this Permit or any amendment hereto shall be binding upon all persons who acquire an interest in the land affected by this Permit.
7. This Permit is NOT a Building Permit.



AUTHORIZING RESOLUTION passed by the Municipal Council on the day of , 2020.

THE DISTRICT OF UCLUELET
by its authorized signatories:

ISSUED the day of , 2020.

Bruce Greig - Manager of Community Planning

SCHEDULE A

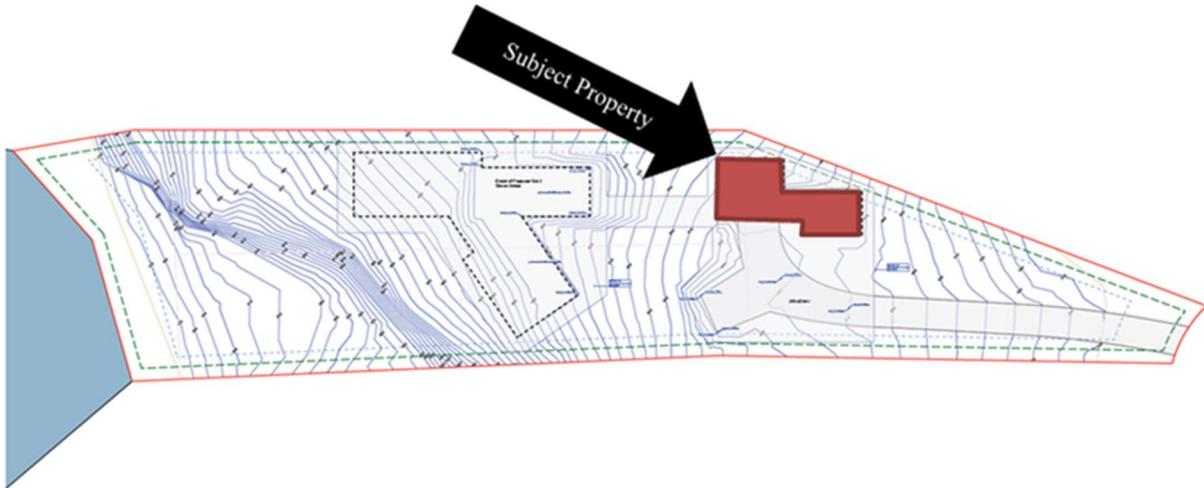
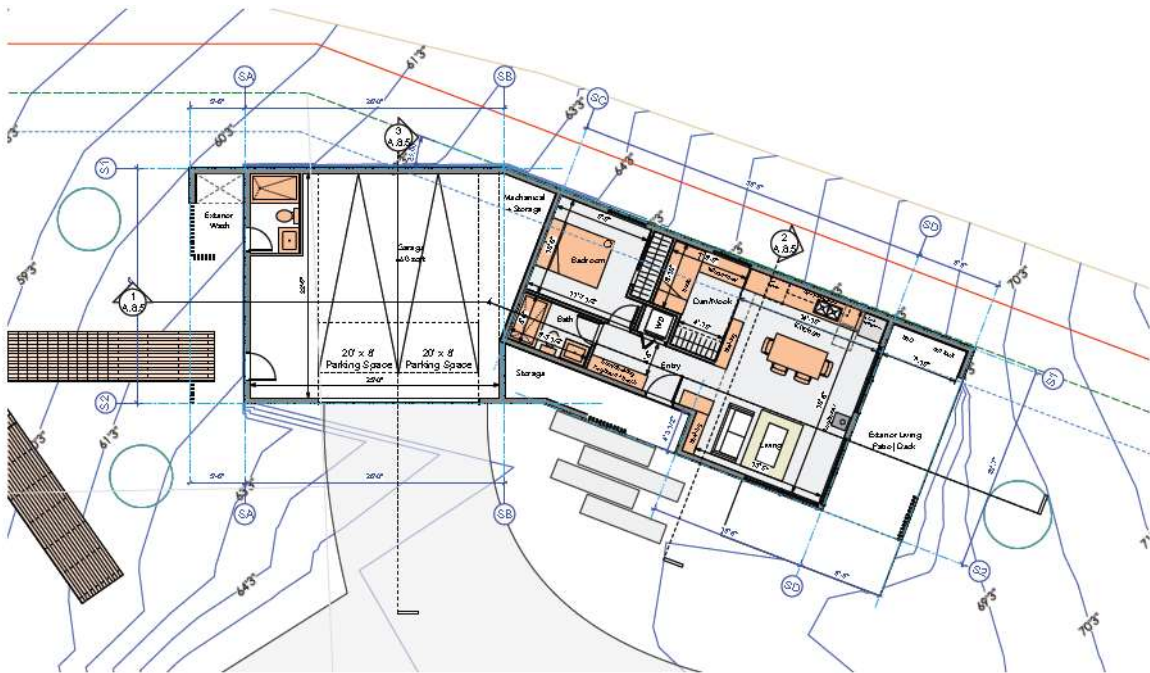
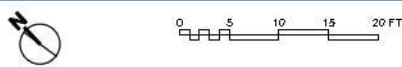


Figure 1 - Site Plan



Suite GFA: 645 sqft
Garage: 660 sqft



Garage + Suite Plan
1178 Coral Way, Ucluelet, BC

6	28 Sep 18	Submit/Revisions
5	14 Sep 18	Submit/Revisions
4	02 Aug 18	Submit/Marking

A.8
Luke Tyson | Design
19882-4_Prelim_Plan_Schedule_A_Coral_Way.docx

Figure 2 - Floor Plan



PUBLIC HEARING REPORT

FROM: JOSEPH ROTENBERG, MANAGER OF CORPORATE SERVICES

FILE NO: 3360-20 RZ 19-01

SUBJECT: PUBLIC HEARING REPORT - BYLAW NO. 1259, 2019 AND DPV 19-06

ATTACHMENT(S): NONE

PURPOSE:

The purpose of this report is to summarize the written submissions and public input provided at the January 14, 2020 public hearing which addressed Zoning Amendment Bylaw No. 1259, 2019 (the "Bylaw") and Development Variance Permit 19-06 (the "DVP").

BACKGROUND:

On January 14, 2020 a public hearing regarding the Bylaw was conducted. This public hearing was also an opportunity for Council to receive public input on the DVP. All members of Council were in attendance.

Sections 465(5) & (6) of the *Local Government Act* require the following:

(5) A written report of each public hearing, containing a summary of the nature of the representations respecting the bylaw that were made at the hearing, must be prepared and maintained as a public record.

(6) A report under subsection (5) must be certified as being fair and accurate by the person preparing the report and, if applicable, by the person to whom the hearing was delegated under section 469.

This report satisfies sections 465(5) & (6) of the *Local Government Act*.

DISCUSSION:

Introduction of the Bylaw and DVP

Bruce Greig, Manager of Community Planning, introduced the Bylaw and DVP. He explained that the purpose of the proposed Bylaw is to amend section R-1.1.1 within Schedule B of the Ucluelet Zoning Bylaw No. 1160, 2013, to allow for a detached accessory residential dwelling unit instead of an attached secondary suite on the property at 1178 Coral Way (Lot 13, Section 21, Clayoquot District, Plan VIP64737)[the "Property"].

Mr. Greig further explained that the purpose of the DVP is to vary Ucluelet Zoning Bylaw No. 1160 2013, to increase the permitted size of an accessory building under section R-1.4.2 from a maximum combined total of 60m² to 122 m² on the Property.

The Applicant

The Applicants, JF Pelchat and Kristy La Manita, were unable to attend the public hearing. Instead, they submitted a letter in support of the DVP and proposed Bylaw. The letter noted that:

- attached garages are permitted by the applicable building scheme;
- a detached garage/suite is proposed instead of an attached garage/suite because the detached building minimizes the clearing required to build and the detached building's impact on trees;
- they have no intention of using the detached building for short-term rentals;
- it is easier to enforce short-term rental bylaws with a detached suite than with an attached suite; and
- their neighbour to the north, Sharon Hertel, supports their application.

Written Public Input

Janet Lee, Thomas Petrowitz, Ann Turner, David White, Elisa White, Krzysztof Wieteska, all residents of Coral Way, wrote in opposition to the proposed Bylaw and DVP. They noted that the Bylaw and DVP would allow for the construction of a building that violates an applicable building scheme; Statutory Building Scheme EL10368. The letter reproduced terms 4.a, 4.b, 4.d, and 15 of that building scheme. In addition, the authors indicated that:

- restrictive covenants take precedence over zoning bylaws;
- the District does not have the jurisdiction to alter restrictive covenants;
- District staff could have advised the applicant to check for any restrictive covenants related to the property; and
- they hoped not to have to seek injunctive relief or other court remedy to enforce the terms of the restrictive covenant.

Pat Neuman, resident of Reef Point Road, wrote in opposition to the proposed Bylaw and DVP. He raised concerns with:

- changes to the character of the neighbourhood;
- the falling of old growth trees;
- short-term rental use of the detached suite as well as associated noise and behavioral issues; and
- the size of the detached building.

Sharon Hertel, resident, wrote an email that stated that she has no concerns with the rezoning application.

Verbal Input

Jens Heyduck, resident, spoke in support of the DVP and the Bylaw. He noted the applicants' desire to preserve old growth trees on the property, the benefit of additional long-term rental housing in Ucluelet and the applicants' history working to preserve the environment.

Kerry Harwood, resident of Coral Way, spoke in support of the DVP and Bylaw. He noted the applicants' plan to preserve old growth trees on the property and the benefit of additional long-term rental housing in Ucluelet. He raised concerns with future owners of the property clearcutting trees.

Randy Oliwa, resident, spoke in opposition to the proposed Bylaw. He raised concerns about watering down of the zoning bylaw that prohibit detached secondary suites. He noted that bylaw enforcement is an issue, and it is a complaint driven system. He also noted that the protection of old growth trees is not at issue at this public hearing.

Diane McCreary, resident of Coral Way, spoke in opposition to the proposed Bylaw and DVP. She raised concerns with ongoing spot zoning in the area, increases to the assessed values of properties in the area, and the size of the proposed building.

Jens Heyduck, resident, spoke for a second time in support of the DVP and Bylaw. He noted that current R 1 Zone fails to address the local housing crisis and argued that increased density is the solution. He also noted that this is a small home which could be a steppingstone for residents planning to buy.

Thomas Petrowitz, resident of Coral Way, spoke in opposition to the DVP and Bylaw. He cited the applicable restrictive covenants in the statutory building scheme. He noted that the proposed detached building would violate the restrictive covenant, that Council has no jurisdiction over the restrictive covenant, and the restrictive covenant may only be altered by court order or by unanimous approval of the parties.

Nicole Morin, District of Ucluelet Corporate/Planning Clerk, read a letter from a resident named Nell Heyduck. Ms. Heyduck wrote in support of the DVP and Bylaw. She noted the applicants' intent to create long-term rental space, limit the environmental impact of the development, and the local need for detached suites, laneway houses and tiny homes.

Nicole Morin, District of Ucluelet Corporate/Planning Clerk, read a letter from residents named Thomas Hertel, Helena Hertel, Ronald Caldwell and Sheila Caldwell. They wrote in support of the Bylaw and DVP. The authors noted that they own the properties on either side of the applicants' property.

Thomas Petrowitz, resident of Coral Way, spoke for a second time in opposition to the DVP and Bylaw. He noted that the applicants may have issues with their insurance on the proposed detached building due to its violation of the statutory building scheme.

Jens Heyduck, resident, spoke for a third time in support of the DVP and Bylaw. He noted that the relevant building scheme is likely to be dismissed in court and properties in the subdivision have ignored some of its terms. He also noted that local properties have been clear-cut.

Kerry Harwood, resident of Coral Way, spoke for a second time. He noted that he hopes that in ten years the community can come together and celebrate their efforts to make this place great.

Randy Oliwa, resident, spoke for a second time in opposition to the proposed Bylaw. He cited concerns with increased assessed values and property market values flowing from the existence of guest suites and increased density. He also noted that there is insufficient tax base to effectively fund enforcement of the short-term rental bylaw.

POLICY OR LEGISLATIVE IMPACTS:

This report satisfies section 465 (5) and 465(6) of the *Local Government Act*.

Respectfully submitted: Joseph Rotenberg, Manager of Corporate Services

CERTIFIED FAIR AND CORRECT: Report of the Public Hearing Meeting held on January, 14, 2020 at 5:30 pm in the George Fraser Room, Ucluelet Community Centre, 500 Matterson Road, Ucluelet, BC.



Joseph Rotenberg
Manager of Corporate Services



Appendix E
STAFF REPORT TO COUNCIL

Council Meeting: December 10, 2019
 500 Matterson Drive, Ucluelet, BC V0R 3A0

FROM: JOHN TOWGOOD, PLANNER 1

FILE NO: 3360-20-RZ19-01

SUBJECT: ZONING BYLAW AMENDMENT FOR 1178 CORAL WAY

REPORT NO: 19- 152

ATTACHMENT(S): APPENDIX A – APPLICATION
 APPENDIX B – ZONING AMENDMENT BYLAW NO. 1259, 2019
 APPENDIX C – DVP 19-06

RECOMMENDATION:

1. **THAT** District of Ucluelet Zoning Amendment Bylaw No. 1259, 2019, be given first and second reading and advanced to a public hearing; and,
2. **THAT** Council give notice of its intent to consider issuing a Development Variance Permit to vary the following regulations within the Zoning Bylaw No. 1160, 2013, for the proposed construction of a detached accessory building containing a garage and *accessory residential dwelling unit* on the property at 1178 Coral Way as follows:
 - a. increase the permitted size of accessory buildings under section R-1.4.2 from a maximum combined total of 60m² (645ft²) to a maximum of 122m² (1,310ft²).

PURPOSE:

To provide Council with information on an application to amend Zoning Bylaw No. 1160, 2013, for Lot 13, Section 21, Clayoquot District, Plan VIP64737, (1178 Coral Way - the "**Subject Property**") to allow for a detached cottage instead of an attached secondary suite on the property.

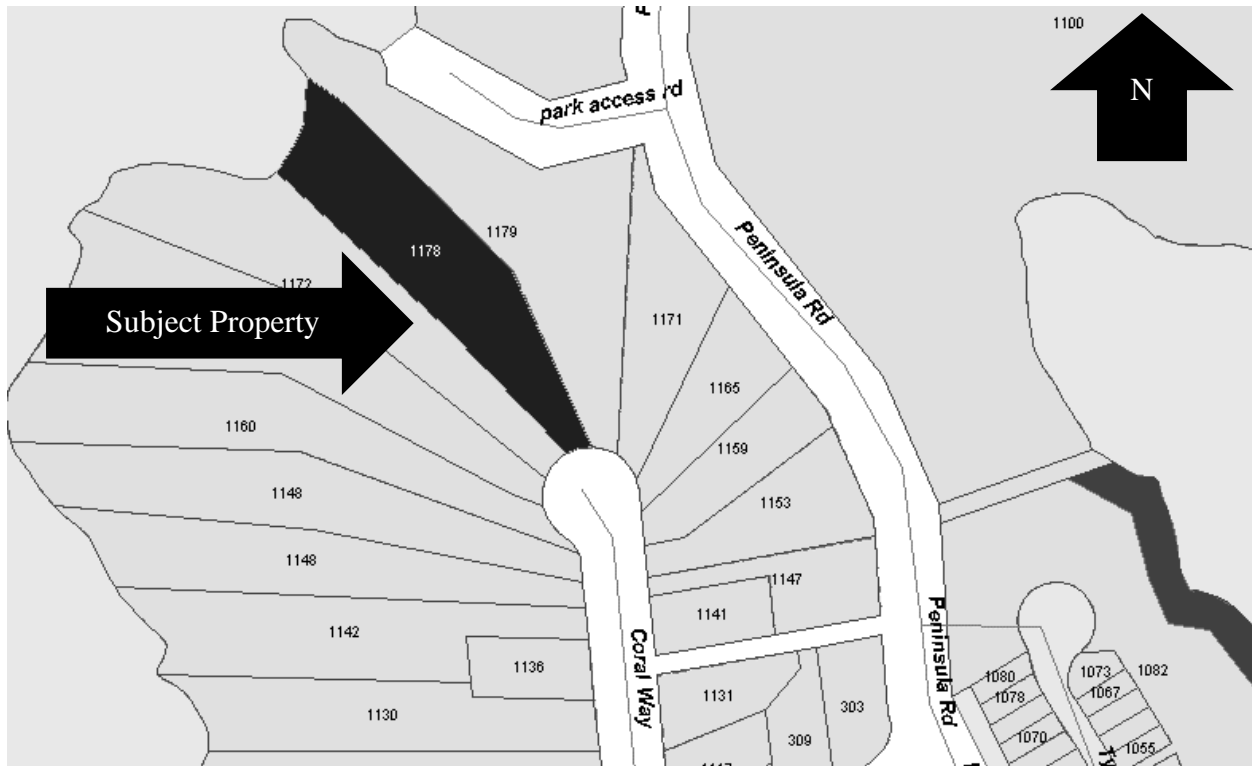


Figure 1 – Subject Property

BACKGROUND:

This application was submitted by Jean-Francois Pelchat on April 3, 2019. The applicant requests a zoning amendment to allow a detached cottage, or *accessory residential dwelling unit (ARDU)*, instead of a secondary suite (SS) in the Single Family Dwelling (SFD) as indicated in Figure 2 below.

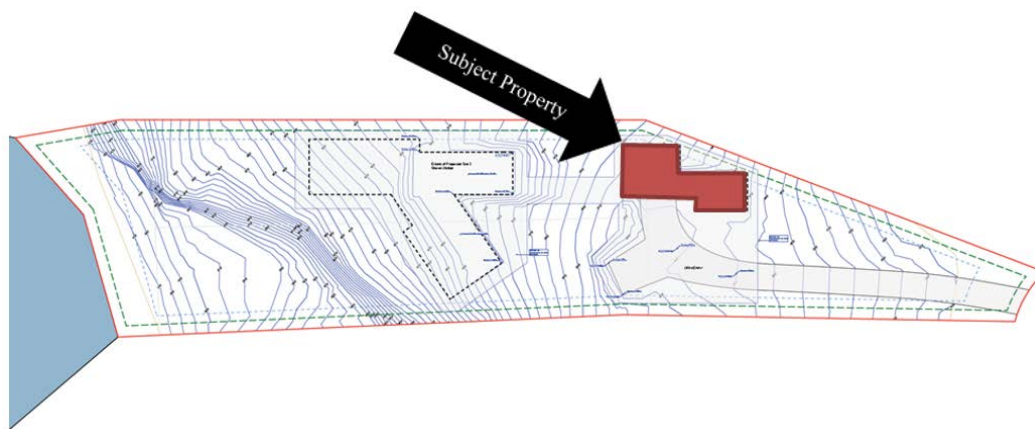


Figure 2 – Site Plan

Currently suites are only permitted as a secondary use within a single-family home per s. 403.1 (1) (c) of the District of Ucluelet Zoning Bylaw No.1160, 2013 (the “Zoning Bylaw”).

The Subject Property is a vacant lot in a fee-simple subdivision that was created in February of 2000. The Subject Property has a vacant residential property to the southwest, a residential

property with a SFD to the northeast, it is fronting Coral Way to the southeast, and the Pacific Ocean is at the rear of the property (**Figure 3**).



Figure 3 – Neighbourhood Context

DISCUSSION:

The Subject Property is currently zoned “R-1 Single Family Residential” (**R-1**) and has the following permitted uses:

R-1.1 Permitted Uses

R-1.1.1 The following uses are permitted, but *secondary permitted uses* are only permitted in conjunction with a *principal permitted use*:

(1) Principal:

(a) *Single Family Dwelling*

(2) Secondary:

(a) *Bed and Breakfast*

(b) *Home Occupation*

(c) *Secondary Suite*

Secondary suites are allowed only as a secondary use of a SFD and they must be physically within the home. The requirement for the suite to be attached within a SFD generally ensures that the secondary dwelling is in close proximity to the SFD. This proximity may reduce the impact of the additional residents on a property resulting from a suite (such as noise), especially on smaller properties.

Over the last few years staff have seen a reduction of SS units being built and the conversion of secondary suite residential units to Bed and Breakfast units. Anecdotal evidence suggests that this trend is associated with the requirement for suites to be within SFDs as well as the increased success and ease of online short-term rental bookings.

This trend is detrimental to the community's rental housing stock and represents a loss of dozens of existing and potential affordable rental dwellings. To address this trend and encourage the creation of smaller residential units, Staff support housing options such as the detached accessory residential dwelling unit being proposed in this application.

A detached dwelling also has the potential to provide a degree of privacy and independence for the residents which would be qualitatively different from a secondary suite. Support for the detached dwelling is contingent on the ARDU being located in an appropriate setting. In this case, given the location, size and depth of the lot, the ARDU appears to be situated where little impact would result. The approval process would enable an opportunity for neighbouring property owners to comment on the siting.

To facilitate the applicant's request to allow the secondary dwelling to be detached from the main house, Staff considered multiple approaches. We looked at options for creating a new zone, or modifying the existing R-1 zone more broadly. Both of those could trigger a wider community conversation. Considering the time that the applicant has been waiting for this rezoning, Staff consider it appropriate to limit this application to a site-specific rezoning at this time. Staff propose to modify the list of permitted accessory uses within the R-1 zone to include an ARDU on the subject property. Two sections of the Zoning Bylaw would need to be modified to allow for a detached ARDU on the Subject Property. They are as follows:

A. Section R-1.1 currently permits the following uses:

"R-1.1.1 The following uses are permitted, but secondary permitted uses are only permitted in conjunction with a principal permitted use:

- (1) Principal:
 - (a) *Single Family Dwelling*
- (2) Secondary:
 - (a) *Bed and Breakfast*
 - (b) *Home Occupation*
 - (c) *Secondary Suite*

To allow a detached accessory dwelling unit staff propose that the following be added:

"(3) On the following properties *Accessory Residential Dwelling Unit* is also permitted as a secondary use to the principal *Single Family Dwelling*, located within a detached accessory building on the same property, provided that the *Single Family Dwelling* does not contain a *Secondary Suite* or *Bed and Breakfast*:

- (a) Lot 13, Section 21, Clayoquot District, Plan VIP64737 (1178 Coral Way)."

B. Subsection 401.3 is currently written as follows:

"401.3 No *accessory building* or accessory structure may contain a *dwelling unit* or be used for the purposes of habitation, except for a *guest cottage* in a *Zone* that lists such as a permitted use."

Staff recommend that *accessory residential dwelling unit* be added after *guest cottage* as another exception to the general prohibition in s.401.3 against using accessory buildings as dwellings.

The R-1 zoning regulations also caps the size of accessory buildings at a maximum of 60m². The proposed ARDU is 60m² in size, but would also be combined with a two-car garage, storage and washroom attached to an outdoor shower. Because the building would exceed the 60m² total, staff are recommending that Council consider issuing a Development Variance Permit (**DVP**) to permit the proposed building. Notification for public comment on the variance would be completed in conjunction with the notification for a public hearing on the rezoning bylaw.

TIME REQUIREMENTS – STAFF & ELECTED OFFICIALS:

Should the application proceed, staff time will be required to process this Zoning Bylaw Amendment, including giving notice of a Public Hearing and DVP.

FINANCIAL IMPACTS:

There are no direct financial implications to the District of Ucluelet.

POLICY OR LEGISLATIVE IMPACTS:

As the requested change does not change the Residential – Single Family land use designation, Staff consider this application to be consistent with the *Official Community Plan*.

SUMMARY:

For some time planning staff have been reviewing the creation of a “*Surf Shack*” (or “*Coastal Cottage*”, or “*Rainforest Residence*”) zoning amendment as a more broadly-applied option for allowing detached accessory residential dwelling units on larger residential lots - as an alternative or perhaps as an addition to an attached internal secondary suite. Due to competing priorities and the complexity of amending zoning regulations as they apply to existing neighbourhoods, this amendment has not yet been brought forward. Staff expect to bring this forward for Council consideration in the near future. Staff are supportive of creating regulations to permit this use as it could supply an additional needed housing type. Community input will be necessary to ensure that any impacts on existing neighbourhoods are carefully considered.

While this current zoning amendment does not address the bigger picture to create a community-wide housing alternative, it is a step forward.

OPTIONS:

Staff support the zoning amendment and variance moving forward for the ARDU being proposed for 1178 Coral Way. Alternatively, Council could consider the following:

3. **THAT** Council provide alternative direction to Staff and/or the applicant; **or**,
4. **THAT** Council reject the application.

Respectfully submitted: John Towgood, Planner 1
Bruce Greig, Manager of Planning
Mark Boysen, Chief Administrative Officer