

DISTRICT OF TOFINO

Official Community Plan

Bylaw No. 1290, 2019

[Pick the date]

“Situated on the rugged West Coast where an enriching relationship exists between our community members and the natural environment, Tofino promotes healthy civic engagement supporting a creative and resilient community of varied ages that is socially, environmentally and economically diverse.”

ACKNOWLEDGEMENTS

Vision Tofino Update 2019 was prepared:

With dedicated interest and participation from the community of Tofino;

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A. PLAN OVERVIEW

1. Introduction

1.1 What is an OCP

The provincial legislation that allows a local government to create and Official Community Plan states that “An official community plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.” (*Section 471 (1) of the Local Government Act*). In essence, an Official Community Plan (OCP) is a collection of maps, goals, and policies that dictate under what condition, how much, and where future development can occur. The OCP is adopted by Council to inform decisions on planning, land use management and the provision of services in the community.

Tofino’s 2019 Official Community Plan (OCP) is framed by the District’s Integrated Community Sustainability Plan - Vision 2 Action (V2A), Call to Action 47¹ of the Truth and Reconciliation Commission’s Final Report, public consultation, geographical constraints, and servicing limitations.

An OCP is intended to integrate land use, transportation, the environment, the local economy, and social aspects of a community. The resulting plan helps to inform future bylaws such as Zoning Bylaws, Subdivision and Development Bylaws, Financial Plans, Transportation Plans, and Asset Management Plans.

1.1.1 Vision 2 Action

The comprehensive 2014 V2A Plan is an overarching strategic plan that charts a sustainable path forward for Tofino. It is a visionary document that houses high strategic level policies.

“V2A is an Integrated Community Sustainability Plan (ICSP): a broad, long-term community vision and strategic action plan that expresses what environmental, social and cultural sustainability looks like for Tofino and identifies some of the first steps for getting there. It is broader than any of Tofino’s existing plans, which each focus on a specific area such as planning (Official Community Plan), recreation (Recreation Master Plan), arts and culture (Arts and Culture Master Plan), or tourism (Tourism Master Plan) – and will guide all future planning process in the future.” (V2A 2014)

1.1.2 Truth and Reconciliation

The 2019 OCP will be Tofino’s first significant land use plan since the publication of the Truth and Reconciliation Commission’s (TRC) Final Report. Heeding the Call to Actions in the final report and specifically Call to Action 47, the District recognizes our duty to work with our neighbours the Tla-o-qui-aht, Ahousaht, and Hesquiat First Nations to address the deep multi-generational impacts of the residential school experience and other impacts of colonialism. The TRC final report explains that “Reconciliation requires that a new vision, based on a commitment to mutual respect, be developed.” It is the intent of the District of Tofino to strengthen and encourage mutual respect between our respective communities in order to afford success to all residents living in the west

¹ “We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands such as the Doctrine of Discovery and terra nullis, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.”

coast region. The TRC also cautions us that “Reconciliation will take some time.” Official Community Plans are designed as mid-to-long term land use plans making them an ideal first step in the process of reconciliation between communities.

1.1.3 Public Consultation

The creation of the plan involved several avenues for public input. The development of supplementary documents including reviews (Cox Bay, Industrial Way), plans (Multi-Modal Transportation Plan) and reports (Comprehensive Coastal Flood Risk Assessment) provide opportunities for targeted feedback and response. Consultation activities for the OCP itself began in the spring of 2018 and included an “OCP on the Streets” weekend at two locations. Surveys were available both in-person and on-line, 100 surveys were completed and approximately 175 residents were consulted. Key themes emerging from this round of consultation were:

- Housing;
- Tourism;
- Natural Environment;
- First Nations Relationship;
- Infrastructure and Services; and,
- Water Supply.

A second round of consultations occurred in late 2018 with the Plan-a-Palooza open house supplemented by an online survey to gather community thoughts and feedback which was accessible until mid-December. In both activities, residents were asked to review the community vision, guiding principles, and growth management scenarios; approximately 100 residents provided feedback.

The data collected through the various avenues described above culminated in a draft of Part A (Section 1-3) which was brought forward to the community, First Nations, and Council in the fall of 2019 to confirm that the plan aligns with community intent. Feedback from this round of consultations helped to frame the development of the desired outcomes and policy of Part B of the OCP. Consultation activities were focused on an open house, Council meeting report and consultation with the Ahousaht, Hesquait, and Tla-o-qui-aht First Nations.

Prior to first reading, drafts of Part B and Part C of the Official Community Plan were the focus of an extensive public process consisting of a weeklong open house, social media advertising, and targeted stakeholder meetings. The outcome of these consultations resulted in the refinement of the bylaw for first reading. Following first reading the bylaw was referred to:

- Ahousaht Nation;
- Alberni Clayoquot Regional District;
- Clayoquot Biosphere Trust;
- Department of Fisheries and Oceans, and Small Craft Harbours
- District of Ucluelet;
- Hesquiaht Nation;
- Island Health;
- Ministry of Transportation and Infrastructure;
- Pacific Rim National Park Reserve;
- School District 70;
- Tla-o-qui-aht Nation; and,
- Yuułu?itʔatʔ Government.

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 Following first reading a public hearing was held on xxx. All feedback provided was considered in the development of this OCP. An outline of the OCP development process is identified below in Figure 1.

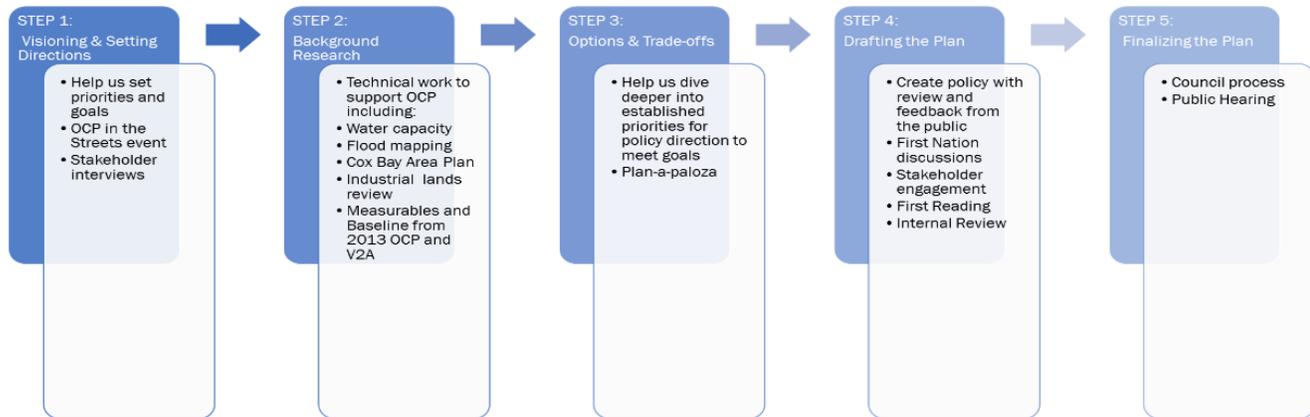


Figure 1. The 2019 OCP Process

1.1.4 Water Infrastructure

A critical component of land use decisions and future growth for Tofino is the management of our water supply and infrastructure. The District uses water system modeling to forecast future demand and supply. The model takes into account system capacity and supply (existing infrastructure), demand (current and latent), climate and weather and growth projections. Future decisions about growth must take into account the water model and water system limitations. Existing rights of undeveloped properties and variables such as changing climate must also be factored into conversations about growth.

1.1.5 Legislative Requirements

Provincial legislation requires that an OCP must include statements and map designations for the following:

- the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least 5 years;
- the approximate location, amount and type of present and proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses;
- the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction;
- restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development;
- the approximate location and phasing of any major road, sewer and water systems;
- the approximate location and type of present and proposed public facilities, including schools, parks and waste treatment and disposal sites; and,
- other matters that may, in respect of any plan, be required or authorized by the minister.

An OCP also must include housing policies of the local government respecting affordable housing, rental housing and special needs housing; and, targets for the reduction of greenhouse gas

emissions, and policies and actions of the local government proposed with respect to achieving those targets.

1.2 Plan Administration and Scope

1.2.1 Intent

Strategic in scope, the OCP integrates numerous perspectives into a coherent vision to help guide the evolution of Tofino over the next 10 years. OCP 2019 is a “housing first” bylaw prioritizing the development of affordable and attainable housing.

1.2.2 Application

The application or use of an OCP differs depending on the perspective of the reader. For municipal employees such as planners, engineers and accountants, the OCP is used to create and evaluate land use related bylaws, plans, and projects. For residents or other individuals interested in the development of Tofino an OCP is a tool to acquaint oneself with the community, its culture, and its future direction. From a Council perspective an OCP provides a framework to address development proposals and community growth.

Although an OCP does not commit or authorize a municipality to proceed with any project specified in the Plan, and does not have an immediate effect on property rights, an OCP can have consequences that may increase the regulatory burden of developing a property (e.g., designation of development permit areas). The strength of an OCP is that all bylaws enacted or works undertaken by Council after adoption of the OCP must be consistent with the plan.

The OCP is a living plan. The District of Tofino shall endeavor to monitor and review the OCP on a regular basis in order that it remain relevant, and faithfully mirror the community’s intention. As such, following appropriate public consultation and careful consideration by Council, policies and land use designations in an OCP may be revised by an amending bylaw pursuant to provisions outlined within the Local Government Act

1.2.3 Interpretation

The structure of this OCP consists of an overarching framework, vision, guiding principles, objectives and policies to inform future decisions on growth. The broad and long-term aspirations of the community are encapsulated in the vision from the Vision to Action Plan. Six Guiding Principles clearly state the community’s core values helping to guide decision-making by staff and Council. Objectives represent a desired end state in terms of land use and community development. The Policies of the plan represent a preferred course of action ensure that the objectives of the community can be realized.

Part A of the OCP describes the purpose of an OCP, public consultation approach, guiding principles, history, recent statistics and present land use to provide context for the plan.

Part B presents the objectives and policy for the plan. Section 4 includes homes and neighbourhoods, transportation and infrastructure, community life, economic development, and the natural environment. Section 5 addresses growth management over the next 10 years with land use policies targeting specific areas of the municipality. This section also addresses hazards, community facilities, parks and open space, and infrastructure.

Part C describes how the plan will be implemented and monitored over the following 10 years. This part includes comprehensive site planning, development approval information areas, development permits, temporary use policy, and indicators.

The policies, land use designations and maps contained within this plan are not zoning schedules or zoning maps. The OCP uses data from the present to forecast land use designations and policy.

Regulatory bylaws such as zoning and subdivision bylaws are used to implement the policies of the plan and may be more restrictive than the OCP.

The entirety of the District of Tofino is subject to OCP policies with the exception of the lands known as Tin Wis which are governed by the Tla-o-qui-aht First Nation, and lands owned by the Government of Canada.

Municipal bylaws, plans, policies, or guidelines mentioned in the OCP are understood as being amended from time to time.

1.3 Associated Plans

1.3.1 Integrated Community Sustainability Plan

The Vision to Action (V2A) is the District's Integrated Community Sustainability Plan (ICSP) "a broad, long-term community vision and strategic action plan that expresses what environmental, social and cultural sustainability looks like for Tofino and identifies some of the first steps for getting there. It is broader than any of Tofino's other existing plans, which focus on a specific area. The 2019 OCP has been developed under the V2A framework.

1.3.2 Financial Plan

Provincial legislation requires that an Official Community Plan must be considered in conjunction with its financial plan following first reading of the bylaw. A financial review of the OCP helps to ensure that the goals included in the plan are achievable and within the means of the local government. It is noted that an OCP does not obligate any future spending by the District; decisions on future infrastructure projects, land use projects, and plans remain at the discretion of Council through the yearly the budgeting process and five year financial planning cycle.

1.3.3 Other plans and policies

In addition to the OCP there are several other plans and policies that may be considered when making land use decisions:

- Age Friendly Community Action Plan
- Arts and Culture Master Plan
- Coastal Addendum to the Alberni Agriculture Plan
- Community Energy Plan
- Demand Forecast and Infrastructure Roadmap for Water System Development Cost Charges
- Heritage Plan
- Housing Need and Demand Analysis
- Human-Wildlife Conflict Management Plan
- Liquid Waste Management Plan
- Main Street Concept Plan
- Multi-Modal Transportation Plan
- Recreation Management Plan
- Tofino Vitalization Plan
- Tourism Master Plan

2. Vision and Guiding Principles

2.1 Vision

The vision sets the foundation for the Plan. Tofino's vision is defined in the Vision 2 Action Integrated Sustainability Plan:

“Situated on the rugged West Coast where an enriching relationship exists between our community members and the natural environment, Tofino promotes healthy civic engagement supporting a creative and resilient community of varied ages that is socially, environmentally and economically diverse.”

2.2 Guiding Principles

Guiding principles represent core values that guide decision-making throughout the planning and implementation of the Official Community Plan. Guiding principles should be concise, actionable and clearly reflect the aspirations of the community. They inform and guide all goals and subsequent policies of the OCP. The guiding principles for the 2019 OCP are listed below.

- RECONCILIATION:** Foster strong partnerships based on mutual respect with the Tla-o-qui-aht, Ahousaht, and Hesquait First Nations with focus on local indigenous history and the recognition of the principle of His-shuk-nish-tsa-waak (everything is one).
- AFFORDABLE, ATTAINABLE AND AVAILABLE HOUSING FOR ALL:** Promote purposeful, incremental and sustainable growth focused on the delivery of affordable residential housing.
- CONSERVATION OF THE NATURAL ENVIRONMENT:** Steward the natural environment to ensure the protection of natural spaces, habitat, wildlife, shorelines and beaches, streams, and forests.
- AUTHENTICITY:** Support the development of diverse housing forms that reflect Tofino's eclectic character at a scale and feel appropriate to its small coastal nature, while protecting natural amenities and views.
- COMMUNITY WELL BEING:** Cultivate a thriving community of healthy, active citizens who enjoy a vibrant cultural scene and can access a variety of recreation, leisure and lifelong learning opportunities.
- SUSTAINABLE LOCAL ECONOMY:** Promote an inclusive and diverse year-round economy that sustains small local businesses, promotes human well-being, a living wage, and community development.
- RESILIENCE:** Advance actions that increase the resiliency of Tofino by addressing climate change, sea level rise, and natural hazards with special attention to shoreline and the protection of community infrastructure.

3. Context

3.1 Region

Tofino is located within the western-most region of the Ha-houlth-ee of the Ha'wiih (traditional territory) of the Tla-o-qui-aht People, one of the Nuu-chah-nulth Peoples. The Nuu-chah-nulth people have populated this region since time immemorial. The primary Tla-o-qui-aht villages of Esowista, Ty-Histanis, Tin Wis, and Opitsaht are the closest neighbouring communities to the District of Tofino. The Ahousaht and Hesquiaht First Nations are located offshore to the north of the District and must regularly enter Tofino and Tla-o-qui-aht Ha-houlth-ee.

The District of Tofino is situated within the Clayoquot Sound UNESCO Biosphere Reserve and the Alberni-Clayoquot Regional District; the District of Ucluelet is the closest neighbouring municipality. Located at the northern tip of the relatively narrow Esowista Peninsula, Tofino's development is restricted by ocean on three sides. Vehicular access is by way of provincial Highway #4 which bisects the peninsula. Large expansive beaches with rugged headlands create a dramatic setting to the west of the highway. Along the east shore of the peninsula, tidal flats extend well out into Browning Passage and the provincially designated Tofino Mudflats Wildlife Management Area. Future expansion is limited to the south as the community is bordered by the Pacific Rim National Park Reserve (PRNPR).

Tofino is situated within one of the most dramatic and pristine landscapes on the southern coast of Vancouver Island. It is within the Clayoquot Sound UNESCO (United Nations Educational, Scientific and Cultural Organization) Biosphere Reserve, an internationally recognized area that includes terrestrial and marine environments extending from the southern boundary of the Long Beach Unit of Pacific Rim National Park Reserve to just north of Estevan Point. PRNPR includes approximately 350,000 hectares, of which nearly 83,000 hectares are marine based.

Geographical considerations necessitate that Tofino must manage growth carefully to ensure that its limited land base is planned efficiently and carefully, and in a manner that complements the Tla-o-qui-aht Ha-houlth-ee, the Clayoquot Sound UNESCO Biosphere Reserve, the Tofino Mudflats Wildlife Management Area and Pacific Rim National Park Reserve.

3.1.1 Tla-o-qui-aht First Nation and Tofino

The Esowista peninsula has been home to the Tla-o-qui-aht First Nation for at least 5,000 years. Tofino is within the territory of the Tla-o-qui-aht First Nation, the southernmost First Nation in Clayoquot Sound. ("Clayoquot" is how early traders and surveyors anglicized the word Tla-o-qui-aht.)² In the 1850's the "...colonial government offered pre-emptions, land that could be had for about a dollar an acre on the condition that it be somehow improved".³ It is noted that no treaty between the government of Canada and the Tla-o-qui-aht First Nation was ever signed.

In 2007 a protocol agreement was signed between Tofino and Tla-o-qui-aht First Nation. The agreement states:

- *Tofino and Tla-o-qui-aht agree to uphold the Nuu-chah-nulth Principles of Hishuk ish tsawaak (everything is one and all is interconnected) and lisaak (respect with caring).*
- *Tla-o-qui-aht and Tofino each have distinct authorities and responsibilities toward their members and residents, and acknowledge the interests of all persons living in the two communities are best served by working together in the spirit of cooperation.*
- *Tofino and Tla-o-qui-aht share a common interest in developing their communities in a sustainable manner – economically, socially and physically.*
Therefore:
- *The communities agree that the Tofino Mayor and Council and Tla-o-qui-aht Chief and Council will meet quarterly to promote open and constructive dialogue and from time to time, joint meetings of the two governments shall be open to the public to inform and receive community input and feedback.*

² Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

³ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

- *Tofino and Tla-o-qui-aht will work together to undertake comprehensive and sustainable land use planning, and community and infrastructure development (including development of a sustainable water supply).*
- *Tofino support the efforts of Tla-o-qui-aht to acquire lands for the benefit of their community.*

The Tla-o-qui-aht First Nations (TFN) signed an Incremental Treaty Agreement (ITA) in 2008; in 2012 TFN citizens voted down an Agreement in Principle halting the treaty process. Through the treaty negotiations the Province designated provincially owned lands within the District of Tofino for transfer to the TFN. The areas are Block A and B of District Lot 120, Block A and B of District Lot 121, District Lot 128 and District Lot 129, Clayoquot District. It is expected that Tofino will be working closely with the Tla-o-qui-aht First Nation on future land use planning.

In 2011 Tofino and the Tla-o-qui-aht communities of Ty-Histanis and Esowista were connected through wastewater infrastructure under a Municipal Type Servicing Agreement. An expanded wastewater agreement will be developed through Liquid Waste Management Plan process.

Recent projects and partnerships between Tla-o-qui-aht Nation and Tofino include the Tonquin Trail extension; the inclusion of Tla-o-qui-aht place names on District signage (MUP/Coastsmart); fire service agreements for Esowista, Ty-Histanis, and Tin Wis; cooperation on archeological sites; discussions on parking in the village core, community hall addition and indoor recreation facility planning; multi-use-path extension; and emergency program coordination (tsunami sirens). Infrastructure projects such as the wastewater treatment system, the development of wilderness trails, emergency planning, and co-management of properties have also strengthened the relationship.

The Tofino and Tla-o-qui-aht communities benefit from each other's presence. The Wickanninish Community School and Tofino General Hospital are located in Tofino largely because of the presence of nearby First Nations populations. Tofino provides opportunities for retail shopping, employment and services to the First Nations communities. A potential exists to expand upon those relationships and create complementary economic opportunities, joint historical, cultural and heritage initiatives, shared natural environment stewardship and supportive art programs. Such initiatives can strive to be mutually supportive and not limit Tla-o-qui-aht aspirations.

3.1.2 Truth and Reconciliation

Residential schools and their aftermath are part of our history. The residential school system deeply affected local First Nations. Christie Residential School (Kakawis) operated for about a century (1870's-1970) on Meares Island and was attended by many local Nu-chal-nulth citizens.⁴ Other local First Nation citizens attended residential schools in places like Port Alberni and Nanaimo. A residential day school was built in Tofino at Tin Wis by the Christie School Board for 100 students in Tofino.⁵

The residential school system traces its roots to the concepts of Doctrine of Discovery and *terra nullis*. The District of Tofino repudiates these concepts. Reconciliation initiatives to repair, foster, and strengthen the relationship between First Nations and non-First Nation peoples are a desired outcome of this OCP. The District and the Tla-o-qui-aht First Nation have recently undertaken two reconciliation projects, the Naciqs-Monks Park Reconciliation, and the raising of a Ćinul in downtown Tofino). Reconciliation will continue to be an integral part of the community's evolution over the following decades.

⁴ <https://hashilthsa.com/news/2013-02-21/elder-profile-tommy-curley-life-good-even-challenges>

⁵ Margret book

3.2 Non-Indigenous Settlement

“The first non-native settlement in Clayoquot Sound was a trading post established at Clayoquot on Stubbs Island.”⁶ The settlement supported the marine based sealing industry setting the stage for “...settlers, miners, missionaries, and more-looking for land, resources, and opportunity. Some of the town’s earliest residents came from England, Norway, and Scotland. (And all of them travelled to the sea by water. There was no road connecting the west coast to Port Alberni and beyond until 1959).”⁷ “Tofino’s first post office opened February 1, 1909, and this government recognition sealed the town’s name. Tofino was officially incorporated as a municipality in 1932.”⁸

“Tofino and Clayoquot were home to a large number of residents of Japanese descent”⁹ “By the 1920’s, there was a sizeable population of Japanese residents in Tofino and Ucluelet.”¹⁰ “The men were excellent fishermen and they established successful fishing co-ops. The families, and particularly the children, were well integrated into all aspects of the community.”¹¹

“When Japan bombed Pearl Harbor in December 1941, things changed for the Japanese people here and on the west coast of Canada. Within a few months, the Canadian government ordered the removal of any people of Japanese descent from the coast. With very little notice, people had to move, leaving their homes, boats, and possessions behind. It was devastating for this population-many who were born in Canada-and the friends they left behind. The evacuation forever changed Tofino as its Japanese residents never returned.”¹²

Following the conclusion of World War 2 there was significant local opposition to Japanese Canadians returning to the Village of Tofino. Correspondence to the local MP and subsequent meeting minutes from the Tofino Board of Trade protest the “*expected return of person of Japanese origin to the West Coast*”.¹³ The original motion was rescinded on November 24th, 1997 by District of Tofino Council. On May 28th, 2019 the District of Tofino Council made a formal public apology to Japanese Canadians, and to all persons of Asian descent for the 1947 resolution.¹⁴

Much of the village area of Tofino reflects its recent small resource town history. Attractive houses and other buildings constructed prior to the 1950s provide a sense of its early settlement history, particularly influences of Norwegian settlement. More recently, however, Tofino has experienced new development that is responding to the changing character of the community.

Growth in tourism-related development began in the 1970’s with the establishment of the Pacific Rim National Park Reserve. Tourism as an industry began to take-off in the early 1990’s following international media attention as a result of the “War in the Woods”¹⁵.

The tourism industry has continued to grow year after year supported by a growing population and vibrant local economy. Tofino has evolved into a ‘must see’ destination recognized for its natural setting, wildlife tours, beaches, outdoor recreation, accommodation and restaurants. In 2018 an

⁶ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

⁷ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

⁸ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

⁹ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

¹⁰ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

¹¹ Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

¹² Historic Tofino – A Walking Tour, Mason, 2011, Postelsia Press

¹³ Margret book page 417-418

¹⁴ District of Tofino May 28th, 2019 Council minutes

¹⁵ https://en.wikipedia.org/wiki/Clayoquot_protests

estimated 600,000 visitors were hosted generating 2,700 direct jobs, contributed \$400 million in economic output with estimated tax revenues of \$57 million.¹⁶

3.3 Existing Land Use

The District of Tofino covers an area of approximately 19.7 km²¹⁷ including 8.8 km² of Pacific Ocean leaving a land area of roughly 10.7 km². Nearly 58% or 6.3 km² of the land base is presently un-designated forest zoned Parks and Public Use, Forest Rural, and Forest Reserve. Ex-urban and sub-urban lots of greater than 1670 m² (0.41 acres) cover 23% or 2.5 km² of the land base. Municipal Parks make up 4% (0.4 km²) of the land area. For additional information on present land use please see Map xxx.

Land Use	Area (km ²)	% of land base
Open Areas (P2, A3, A4)	6.3	58%
Residential Ex-urban/Sub-urban (A1, A2, RA1, RA2, RA3,R4)	2.5	23%
Commercial Accommodation (not including STR's and B&B's)	0.8	8%
Institutional (P1)	0.4	4%
Residential (R1, R2, RM2, RMs, RH, CD zones)	0.3	3%
Commercial	0.2	2%
Industrial	0.2	2%
Total	10.7	100%

Table 1 - Existing land use and water consumption

3.4 2016 Population Highlights

The 2016 census describes Tofino's recent growth, highlights are shared below. A detailed data report of Tofino's demographics is located in [Appendix xxx for CBT_2017_Tofino_data-report](#)

Population Change: The population of Tofino increased by 91 residents (0.74% annual rate) or 4.9% from 2011 to 2016 to an official population of 1967. Tofino's year round resident population has grown at an annual rate of 3.2% or about 37 people/year over the last 20 years. From 2011-2016 the annual rate of growth was 15 people per year (0.74%).

Over the same time period the growth rate for the Alberni-Clayoquot Regional District was -0.3%, 5.6% for British Columbia, and 5.0% for Canada.

(The unofficial population is significant and also includes seasonal employees, the under-housed, and day visitors to the Tofino. This shadow population is estimated to be in the range of 1000 to 1500 additional people depending on the season.)

Age Distribution: The 2016 census indicated that the median age for Tofino residents is 35.9, 7.1 years younger than the provincial median age of 43.0.

Household Income: Tofino's median household and family total after-tax income is \$58,944, which is slightly lower than the provincial average of 61,280. The median income of individuals (15 years and older) is \$33,024, which is nearly equal to the provincial average to \$33,012.

Household Composition: Tofino has a total of 755 occupied private dwellings; of these over half (410) are single-detached homes. The average household size in Tofino is 2.3 people.

Dwellings and Housing: Data from the 2016 census shows 72.8% of private dwellings in Tofino were occupied by "usual" (permanent) residents. This compares to 91.2% in British Columbia and 91.3% in Canada.

¹⁶ Economic Impact of Tourism in Tofino, B.C – FINAL REPORT (4 March 2019)

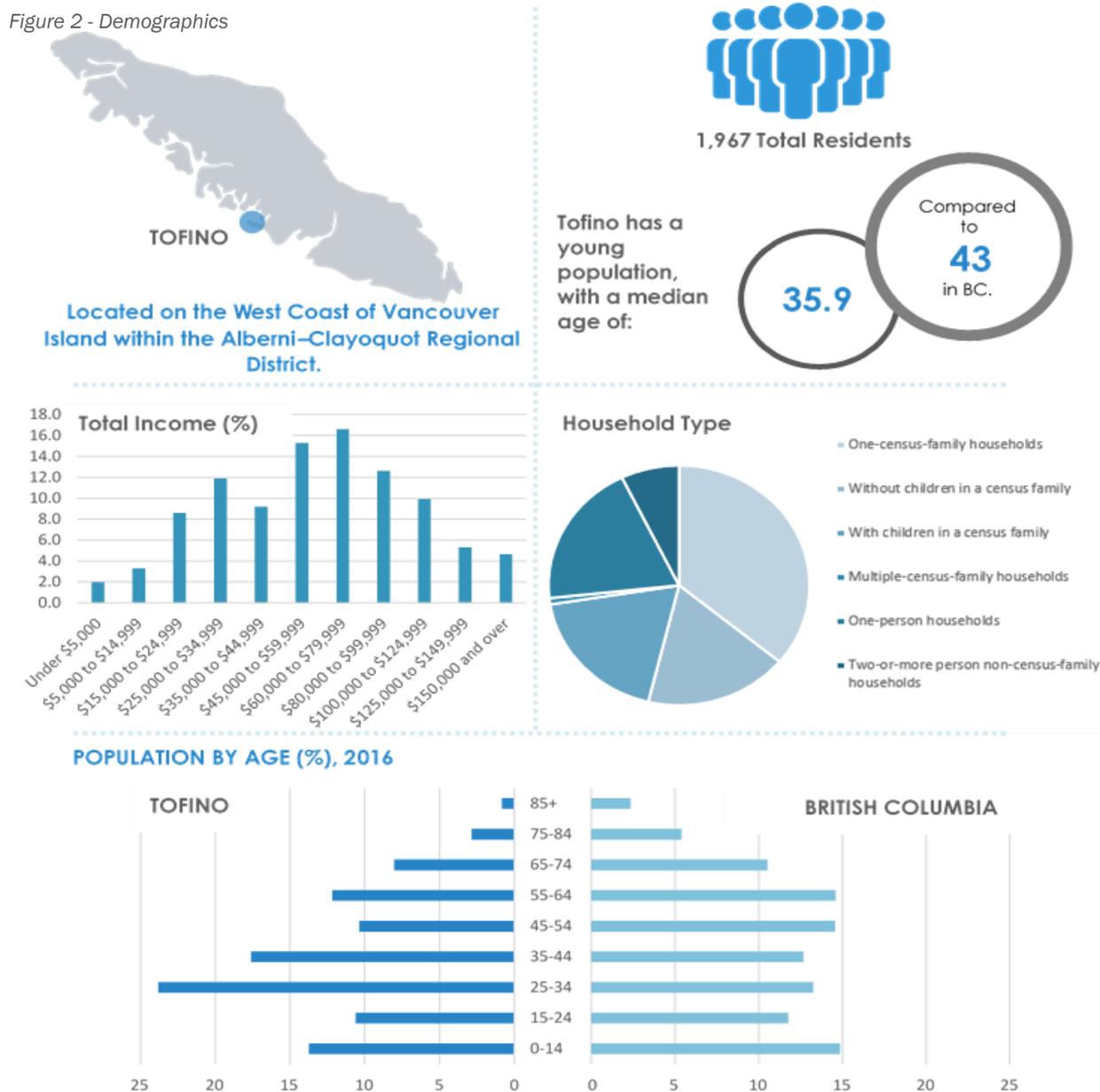
¹⁷ District of Tofino GIS June 2019

Labour Force Participation: 85.1% of all members of the population 15 years and over participate in the labour force.

Aboriginal Population: In 2016, 5.7% of Tofino residents identified as an aboriginal person.

Enrollment: Attendance at Wickaninnish Elementary Community School is projected to increase by 15% from 228 students to 264 students from 2017-2018 to 2026-2027, a rate of 3.6 students a year (1.6%/year).

Figure 2 - Demographics



3.5 Future Development

3.5.1 Overview

The *Local Government Act* requires communities to plan for 5 years of residential growth in Official Community Plans. One method to predict future growth is to examine past growth and extrapolate into the future based on this information. Understanding qualitative community attitudes towards growth, future development, and how (or whether) continued growth can be accommodated are also important considerations in the development of an OCP. The 2019 OCP combines census data trends, community values and the future capacity of infrastructure to determine growth projections and future population.

3.5.2 2018 Consultation

Tofino residents were asked about their opinions on growth through surveys, pop-up events, and open houses. Citizens were also polled about their attitudes towards four types of land use and their growth potential over the next 5 years:

- Residential (multi-family, single family)
- Commercial (retail, restaurants, office)
- Commercial Accommodation (hotels, resorts, short term rentals)
- Industrial

Residential housing was almost unanimously supported with 95% of respondents indicating some level of support for additional residential growth. Themes emerging from the community included balancing the need for affordable homes while being environmentally responsible and maintaining a “rural” feel; and restricting the further development of purpose built Short Term Rental dwellings. Survey results from the Plan-a-Palooza public consultation event in late 2018 indicated supported growth in the range of 100-200 units over the next 5 years.

A desire to see further expansion of Commercial (Retail, Restaurants, Office) and Industrial uses was evident with 77% and 80% of respondents indicating some level of support for these uses. Matters of interest from the community feedback for commercial development were crowding, traffic, and supporting a local and diverse business community. Industrial themes highlighted support for “maker space”, and potential economic benefits of diversified businesses on Industrial Way. Heavy industry or industry with adverse environmental impacts was not supported.

Of the four land uses residents were asked to consider, Commercial Accommodation (hotels, resorts, and short term rentals) received the least support with less than half of respondents indicating some level of support (45%). Concerns were raised about the impacts of short term rentals on neighbourhood character and housing availability.

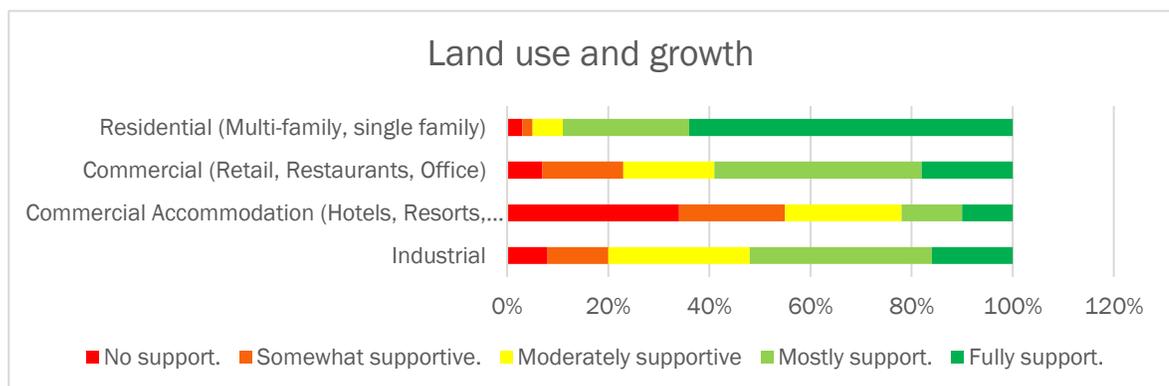


Table 2 - Land Use and Growth

Based on the information received during the consultation processes, there is community support for the prioritization of residential development of 100-200 new units over the next 5 years (20-40/year). An increase of 20 units a year at an average of 2.4¹⁸ people per residence represents an annual residential growth rate of approximately 2%. 40 units/year represents an annual growth rate of 4%. It is prudent to consider this growth rate in the context of Tofino’s official growth rate of 3.2% year over the past 20 years. The chart below compares and projects growth rates and expected population to 2023.

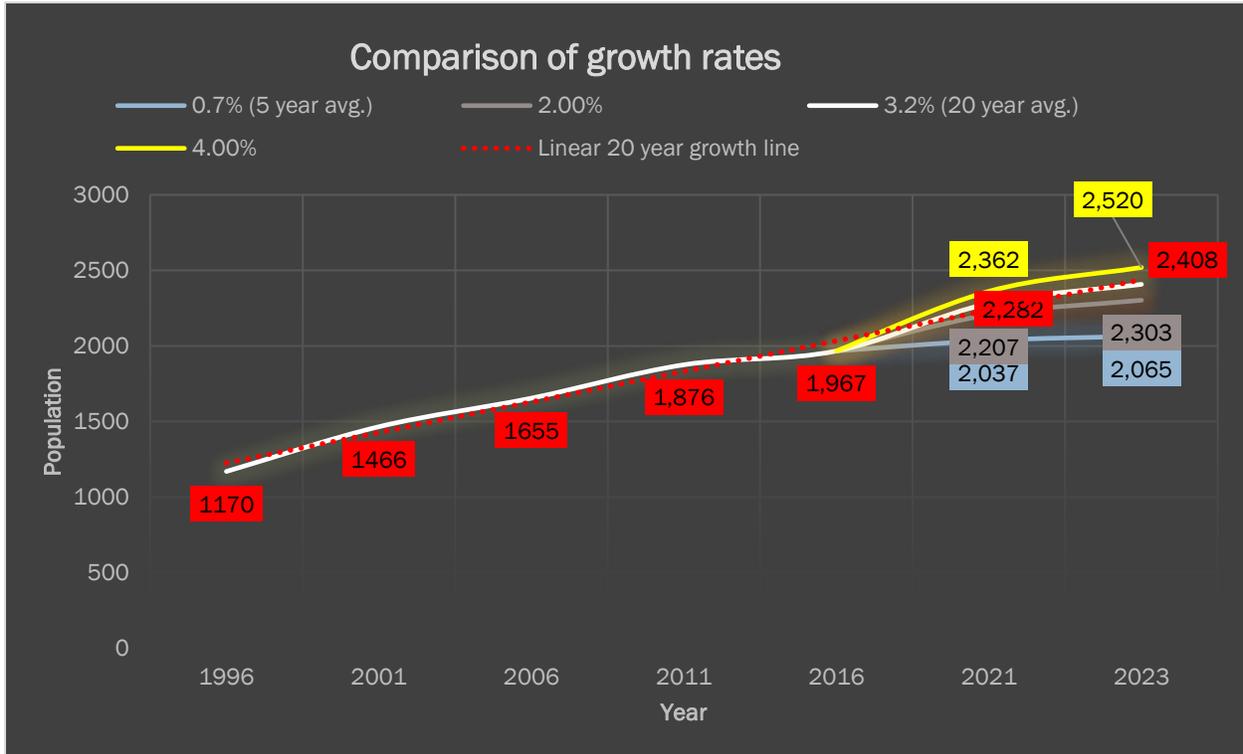


Chart 1 - Comparison of potential growth rates

3.5.3 Infrastructure

Tofino’s official 20 year average annual growth of 3.2% is roughly aligned with community expectations for residential growth in the 2-4%/year range. Whether this rate of growth can be maintained must be considered in the context of the District’s infrastructure capacity to provide essential municipal services to residents and visitors. The present and future capacity of the District’s water and wastewater infrastructure are tangible limits to growth. Another limit to community growth is the availability of affordable housing.

Complicating the growth forecast is fact that the District must also plan for a population that is significantly larger than ascribed by the official census. This broader population includes the Tla-o-qui-aht First Nation, seasonal residents, visitors, and regional partners such as Parks Canada.

3.5.3.1 Waste Water Treatment Plant

The Tofino Waste Water Treatment Plant (WWTP) and conveyance system is currently being constructed and is designed to accommodate a 2040 regional population of 10,794 people. The design process for the Waste Water Treatment Plant included a population forecast for Tofino and contributing partners. Tofino’s share of this population including permanent residents, visitors, and

¹⁸ 2016 Census

seasonal inhabitants is forecast to be 8,757 people by 2040. The permanent population of Tofino is forecast to increase from 1,967 to 3,530 by 2040.

Based on the WWTP projections Tofino’s population in 2019 is approximately 2,162 permanent residents. Including the visitor and seasonal residents Tofino’s peak projected summer population is 6,179.

	Permanent	Visitor	Seasonal	Total
2017	2032	1776	2126	5,934
2018	2097	1810	2149	6,056
2019	2162	1844	2173	6,179
OCP Year 1	2228	1878	2197	6,303
OCP Year 2	2293	1912	2220	6,425
OCP Year 3	2358	1946	2244	6,548
OCP Year 4	2423	1980	2267	6,670
OCP Year 5	2488	2014	2291	6,793

Table 3 – Wastewater treatment plant population projections

The WWTP projections forecast a growth rate of 65 permanent residents per year or the equivalent of 27 units of housing per year based on 2.4 people per dwelling.

3.5.3.2 Water System

A significant non-geographical constraint to Tofino’s growth over the next 20 years is the capacity of the water system which is impacted by seasonality, climate change, existing zoning, and infrastructure.

Tofino’s water capacity issue is primarily a seasonal issue when peak summer visitation and the drier summer climate overlap. While the existing system is adequate for accommodating an estimated summer population of 6,000 people, continued growth will strain that capacity - especially in drier years. Long term climate predictions for the West Coast of Vancouver Island suggest that the community can expect longer and dryer summers increasing the risk to the water system. Future growth of the community will be contingent on the availability of the system to supply, produce, distribute, and store water during July, August and September. Existing zoning regulations include latent development rights that may constrain future growth. It is estimated that existing zoning regulations permit an additional 709 residential units, 542 accommodation units, and 690,000 m² of commercial, industrial and institutional floor area – beyond that of the capacity of the system. Therefore, this OCP must be deliberate in growth management.

The demand data available to the District indicates that water use in Tofino is driven by the number of visitors “...which is in turn controlled by the total number of available accommodation units”¹⁹ rather than residential growth. Data from 2013 indicates that commercial accommodation, and small and medium commercial, industrial, and institutional annual water use accounted for approximately half of the District’s annual demand. Recent analyses support the 2013 data and highlight the issue of seasonality showing that accommodation uses accounted for majority of water use during July, August, and September.

In terms of supply the District’s two water treatment plants can theoretically produce up to 42 Litres per second (L/s) of water; however, supply is constrained by the volume of water from the source creeks and storage capacity. The maximum weekly low flow volume from the source creeks is 20 L/s during dry periods. Once demand outstrips 20 L/s, the District relies on the storage contained in the Ahk-mak-sis reservoir. The maximum week demand (MWD) for water in 2018 was 26.3 L/s and existing undeveloped zoning rights account for an estimated 12.2 L/s²⁰ of latent water demand.

¹⁹ Water Demand Forecast and Infrastructure Roadmap for Development Cost Charges November 2014

²⁰ Water Demand Forecast and Infrastructure Roadmap for Development Cost Charges November 2014 pg 44

The Ekonics Demand Forecast and Infrastructure Roadmap for Water System Development Cost Charges report estimates the weekly water demand for a residential unit is 0.0106 L/s. The table below compares of residential units, people, and water use for three growth scenarios.

OCP Years	2% pop. Annual growth			3.2% pop. Annual growth*			4% pop. Annual growth		
	Units	L/s	Ppl.	Units	L/s	Ppl.	Units	L/s	Ppl.
2018 Demand	-	26.3 L/s	-	-	26.3 L/s	-	-	26.3 L/s	-
Year 1	20	0.21 L/s	48	26	0.28 L/s	63	32	0.34 L/s	79
Year 2	20	0.21 L/s	48	26	0.28 L/s	63	32	0.34 L/s	79
Year 3	20	0.21 L/s	48	26	0.28 L/s	63	32	0.34 L/s	79
Year 4	20	0.21 L/s	48	26	0.28 L/s	63	32	0.34 L/s	79
Year 5	20	0.21 L/s	48	26	0.28 L/s	63	32	0.34 L/s	79
Sub total	100	1.0 L/s	240	130	1.4 L/s	315	160	1.7 L/s	395
Total		27.3 L/s			27.7 L/s			28.0 L/s	

*based on 2016 population data

The District has been successful in affecting the demand side of the equation over the last decade. “Between 2009 and 2013, total production decreased on average by 2.4% per year, while population grew by 2.4% per year for the same period. This inverse relationship between population and total water production is occurring in many other Canadian communities and is likely the result of ongoing uptake of more water-efficient technology and adoption of more water-efficient practices.”²¹ Further work on the demand-side especially with regard to the large water users and the seasonal nature of water use is recommended. Reducing water use by reducing demand is a fiscally responsible approach to future growth or reducing risk.

Continued population growth, latent development rights, and a changing climate necessitate a new approach to Tofino’s land use planning based on limits to growth of the District’s water system. Growth must be based on the District’s ability to successfully manage water supply and demand over the next 10 years. Prudence dictates that this OCP must respect the limitations of the District’s water resources and infrastructure. To that end, realistic OCP growth targets must be translated to the District’s zoning bylaw to ensure that growth can be managed appropriately.

3.5.3.3 Housing Needs

This OCP is primarily about developing residential housing over the next 5 years. A lack of suitable and affordable housing was identified in Tofino’s 2015 Housing Needs and Assessment (HNA) reflecting feedback from community consultations undertaken in support of this OCP.

Over the past 5 years approximately 116 residential dwellings (23/year) units were created including 30 multi-family units. Very few of the 116 units created in the last 5 years are affordable to the majority of Tofino residents.

The HNA report highlights a systematic deficiency in the number of residential dwellings being developed suggesting that 23 units/year may not be enough to meet demand and that “...strong population growth will naturally strain the community’s already-tight housing supply and put added upward pressure on prices, negatively impacting affordability for residents”.²²

At a minimum Tofino should be developing at least 130 residential dwelling units every five years (26/year) and most likely be planning for closer to 160 units representing a 4% growth rate (32 units/year). New residential housing should be primarily focused on the development of affordable housing for Tofino

²¹ Demand Forecast and Infrastructure Roadmap for Water System Development Cost Charges November 2014

²² Affordable Housing Needs Assessment 2015

residents. In terms of water capacity it is possible to accommodate this level of residential growth over the next 5 years provided that the District is prepared to limit and manage growth and in some cases wind back development rights for land uses that consume large volumes of water (especially during the summer).

3.5.4 Setting the Target (2019-2023)

The table below provides five residential growth options. Annual growth has been calculated from 2016 to 2018 at 3.2%/year and from 2020-2023 as indicated in the table below. The 2018 population is estimated to be 2,093 people. The table compares five potential population growth targets for the 2019 to 2023 OCP timeframe providing a comparison of people, dwelling units, (2.4 people/unit), and water demand in L/s. Water usage data is based on 0.0106 L/s per dwelling unit. The options reflect 5 and 20 year population trends (census), community targets generated through the Plan-a-Palooza event, and estimated market demand based on conversations with potential developers. All five options are acceptable with respect to the current capacity of the water system.

Annual Growth Rate	0.7%	2.0%	3.2%	4%	7.7%
	Option A	Option B	Option C	Option D	Option E
	5 year average 2011-2016	Plan-a-Palooza low end	20 year average 1996-2016	Plan-a-Palooza high end, and low end market demand	High end market demand
People/yr (5 yr Total)	18 (90)	51 (255)	80 (400)	100 (500)	192 (960)
Units/yr (5 yr Total)	8 (40)	21 (105)	33 (165)	41 (205)	80 (400)
L/s/yr (5 yr Total)	0.08 (0.4)	0.22 (1.1)	0.35 (1.75)	0.43 (2.15)	0.85 (4.25)

Table 4 - Comparison of annual growth rate options

The residential growth rate over the next five years is expected to be 3.2% per year based on historic population trends although there is significant demand for faster growth. The 3.2% projected annual growth rate reflects the mid-point of community expectations and the 20 year census average. Annual growth of 3.2%/year represents the equivalent of 400 people, 165 units, and an additional 1.75 L/s of water demand over the next 5 years.

It is not enough to address only the amount of housing being developed over the next 5 years. In order to address the gaps along the housing continuum Tofino must focus specifically on affordable housing developments in order to retain families, employees, and to maintain its small town residential character.

If Tofino is to develop the projected residential housing units over the next 5 years, it must restrict future development of additional commercial accommodation units, short term rentals, and large industrial water users through zoning and development controls until such time as supply has increased or demand has decreased. The 1.75 L/s of water required to support an annual 3.2% increase in the population is within the available capacity of the existing water system as long as the development of additional commercial accommodation and industrial uses with significant water needs are limited over the 2019-2023 OCP timeframe. Permitting additional residential development as opposed to commercial accommodation development will have less of an impact due to the relative volume of water use per type of user.

The potential for future growth in all sectors will be contingent on willingness of the community to upgrade the current system or reduce demand. Future growth must be tied to the District's Five Year Financial Plan, the Capital and Infrastructure Levy, the Asset Management Plan, and Development Cost Charges. The Ekonics water report outlines options that would support growth in all sectors quantified by order of magnitude costs (2014).

Supply Option	Description	2014 Cost Estimate (Class D)	L/s Gained	2014 \$ per L/s
Demand Management	Reduce water demands through targeted efforts e.g., educational measures and incentivised adoption of efficient fixtures.	\$77,500 to \$124,000	0.63* or higher	\$123,015 to \$196,825
Ahkmaksis Water Treatment Plant Expansion	Expand capacity by 1,804 m ³ /day	\$5,500,000 to \$7,600,000	20.8	\$264,423 to \$365,3834

The following sections of the OCP sets out the conditions and locations for future land use from 2019-2023. Part B is made up of Desired Outcomes consisting of Section 4 – Goals; Section 5 – Community Development; Section 6 – Land Use; and, Section 7 – Maps. Part C includes Comprehensive Site Planning, Development Approval Information Areas, Development Permit Areas, Temporary Use Permits and Monitoring.

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