

Coastal Area Management in Nova Scotia: Building Awareness at the Municipal Level



Prepared by
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November 2005



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The Atlantic Health Promotion Research Centre at Dalhousie University
and The Coastal Communities Network of Nova Scotia - partners in the
The Rural Communities Impacting Policy (RCIP) Project

November 2005



The mission of the Atlantic Health Promotion Research Centre is to conduct and facilitate health promotion research that influences policy and contributes to the health and well-being of Atlantic Canadians.

The Coastal Communities Network (CCN) of Nova Scotia provides a forum to encourage dialogue and share information that promotes the survival and enhancement of our rural coastal communities.

The goal of the Rural Communities Impacting Policy (RCIP) Project is to increase the ability of rural communities and organizations in Nova Scotia to access and use social science research in order to influence and develop policy that contributes to the health and sustainability of communities. The RCIP project is funded by the Social Sciences and Humanities Research Council of Canada.

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*Through the ship mast: Fisheries Museum of the Atlantic - Lunenburg, Nova Scotia
Taken by: Corey Toews*

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Acknowledgements

This project would not have been possible without the generous help of those who opened up their homes and their communities to help in completing my research throughout the summer. Growing up on the prairies, the power of the coast - its magic, mystery and intrigue - was fully realized this summer. The ocean breathes salty and is the breath of life throughout countless cities, towns and villages in Nova Scotia. I thank each and every person for volunteering their time to share their experiences with coastal management along the South Shore. I hope that your efforts to protect and preserve coastal areas in Nova Scotia are successful. I applaud your efforts and wish each and every one of you success in the future.

I would like to extend a very special thank you to my project partners. Sean Weseloh McKeane of the Ecology Action Centre and Anna McCarron of the Coastal Coalition of Nova Scotia tirelessly gave their time and support in helping to complete this project. Anna, thank you for being my bridge to the South Shore. Thank you for introducing me the wonder of the Piping Plover and for sharing your beach walks with me. Sean, thank you for listening to my problems, offering solutions, and giving time from your own busy schedule to assist me with my work this summer.

To the staff at the Rural Communities Impacting Policy Project, thank-you for ongoing support throughout the summer. You have provided me an opportunity to explore Nova Scotia, to work with community members and to work towards protecting Nova Scotia's coastal areas. My co-workers, Amélie Lombard and Joy Elliott provided assistance and support and it was always appreciated. It was nice to be able to work alongside others who were enjoying similar experiences. I couldn't have shared a small office with two nicer people.

Finally, this research is funded by the Social Sciences and Humanities Research Council of Canada (SSHRC) through its Community-University Research Alliances (CURA) Program. The research is part of the Rural Communities Impacting Policy (RCIP) Project. RCIP is a partnership between the Atlantic Health Promotion Research Centre (AHPRC) at Dalhousie University and the Coastal Communities Network (CCN) of Nova Scotia.

Executive Summary

The 2005 Rural Communities Impacting Policy (RCIP) Coastal Area Management research project explores the experiences of coastal management efforts across the South Shore of Nova Scotia and seeks to increase awareness of the role municipalities can play in the sustainable use and development of coastal areas. The idea for this research project arose from discussions held at the RCIP Rural Policy Forum held in Tatamagouche, Nova Scotia in February 2005.¹ Between May and August 2005, three focus groups were conducted with municipal councillors and planners and three focus groups were conducted with members of community-based organizations. Focus groups were conducted in the South Shore counties of Lunenburg, Queens, and Shelburne. These counties are seen as representative of the Province as a whole. Within these counties there are examples of municipalities that have municipal planning strategies and those that do not. There are also a number of active community-based organizations within this area working towards the achievement of sustainable coastal management. A review of current literature on coastal area management was also conducted.

Participants in municipal-based and community-based feel strongly about the need to protect coastal areas in Nova Scotia. Many issues are identified as threatening to the long-term stability of coastal environments. The number one issue identified by all of the focus groups is non-resident land ownership. This is closely connected to the issue of loss of coastal access and inappropriate coastal development.

Community-based organizations are viewed as an important source of information to municipal officials and planners. There must be improved communication between municipalities and the groups that operate within them. Community groups often have a great deal of expertise and information related to coastal issues and are excellent educators for municipal officials. Many municipal governments along the South Shore are becoming provincial leaders in addressing coastal management. These municipalities are leading by example and their strategies will serve as blueprints for other areas attempting to undertake municipal planning strategies.

At a Provincial level, research participants feel that an Integrated Coastal Management strategy, including a Statement of Provincial Interest (SPI) related to coastal management is important. The development of the SPI must include the input of all municipalities and needs to be coordinated through the Union of Nova Scotia Municipalities. Increased financial support is needed from the provincial government to support municipal planning departments that want to complete long-term planning strategies but do not have the capacity to do so. A centralized mechanism such as a Coastal Secretariat will assist groups that have difficulty dealing with multiple jurisdictions when attempting to resolve coastal issues. Further research and action on the issue of coastal management needs to be expanded to include a broader range of stakeholders - including the development and insurance industries and major economic agents. For a coastal management plan to succeed, the inclusive involvement of multiple stakeholders is essential.

¹ For more information, see: Barr, T. and M. Shookner. 2005. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia. Available online at: <http://www.ruralnovascotia.ca/internreports.asp>

1. Introduction

Most people know the boundary between land and ocean as a clearly defined line on a map. In reality, this is not the case - the land and ocean meet through a gradual transition region. The name given to this region is the *coastal area* and it is the scene of active change. Nova Scotia shares a special connection to the coastal area. The 7,459 kilometer-long coastline is etched by the Atlantic Ocean, Bay of Fundy, Northumberland Strait and Gulf of St. Lawrence and is dotted with almost 4,000 rocky outcroppings and islands. It is difficult to travel anywhere in Nova Scotia without realizing the importance of coastal areas on settlement patterns, culture and economy.²

Nova Scotia's history has evolved around the coastal area. Early Mi'kmaq peoples harvested most of their food along the shores of the ocean and from inland waterways. The Mi'kmaq relied on access to the coast for trade between settlements extending as far as the Gaspé, New England, and Newfoundland.³ Today, many Nova Scotians live close to the sea in hundreds of seaports.

Recent years have seen dramatic changes in coastal Nova Scotia. Pressures resulting from inappropriate land use and development of coastal areas, loss of traditional access to and along the coast and non-resident land ownership are some of the major issues challenging rural coastal communities.

What is lacking in Nova Scotia is a provincial coastal area management plan. Jurisdictional conflict between federal, provincial and municipal governments make it difficult to know who is responsible for dealing with coastal concerns. Difficulty in determining responsibility translates to feelings of frustration for those who take the initiative to ensure the sustainable use and development of Nova Scotia's coastal environments.

Examining the role that Municipalities in Nova Scotia can play in addressing the sustainable use and development of coastal areas in the province reveals a lot of power at the municipal level to comprehensively address coastal management. Through the *Municipal Government Act*, municipalities are provided with the authority to undertake land use planning within their respected jurisdictions. Whether or not municipal governments utilize their powers is another question. Only 56 per cent of Municipalities in the province undertake land use planning. The remaining 44 per cent have little in place to plan for coastal management.⁴

The purpose of this research project is to promote and build awareness of the role that Municipal Governments can play in the sustainable use and development of coastal areas in Nova Scotia. The research project report reflects the concerns, initiatives, and experiences of many individuals from Nova Scotia's South Shore. The report begins with an exploration of the idea of sustainable coastal management as developed by research participants. Following this, an exploration of

² Morris, M., Hempstead, A. 2002. *Atlantic Canada*. Moon Handbooks. Avalon Travel. Emeryville, California, U.S.A. Pp. 449.

³ Natural History of Nova Scotia, Volume 1

⁴ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada.

coastal issues along the South Shore will be outlined, followed by an outline of the challenges and opportunities faced by those engaged in ensuring the sustainable use and development of coastal areas in Nova Scotia. Finally, recommendations for next steps and future research will be offered. These recommendations provide direction for ensuring the sustainable use and development of coastal areas in Nova Scotia.

2. How the Research Was Conducted

2.1 Project Partners - A Community-University Research Alliance

The main sponsor of this research is the Rural Communities Impacting Policy (RCIP) Project - a partnership between the Atlantic Health Promotion Research Centre at Dalhousie University and the Coastal Communities Network of Nova Scotia. (CCN) Through this partnership, the RCIP Project focuses on working with rural communities in addressing short, medium and long-term health and sustainability issues. The idea for this research project arose from discussions held at the RCIP Rural Policy Forum held in Tatamagouche, Nova Scotia in February 2005.⁵

The Coastal Coalition of Nova Scotia and the Ecology Action Centre also played a supporting role in the research project. The Coastal Coalition of Nova Scotia is composed of a group of individual organizations, each with its own mission, sharing common concern for the future of Nova Scotia's coastal lands. The mission of the Coastal Coalition of Nova Scotia is to preserve, restore and promote the sustainable use of the physical, biological, and cultural heritage of Nova Scotia's coastal ecosystems.

The Ecology Action Centre is Nova Scotia's largest and most active environmental organization. Since 1971, the Ecology Action Centre has been working to build a healthier, more sustainable Nova Scotia. The Centre has a wide variety of environmental and social interests. Related to this project specifically, the Coastal Issues Committee of the Ecology Action Centre plays a key role. The Coastal Issues Committee strives to promote coastal conservation and sustainable coastal communities in Nova Scotia.

Through involvement from the beginning, these community partners developed the general direction and scope of the research project as explained in the following section.

2.2 Research Methods

Between May and August 2005, the South Shore area of Nova Scotia was the geographical focus for project research. The region includes Lunenburg, Queens, and Shelburne counties. (Figure 1) The South Shore is an area of Nova Scotia where there is a large collection of community-based organizations working on coastal management issues. With this in mind, community contacts were able to assist in the organizing of focus groups and inviting of participants. From a municipal perspective, the South Shore region is like the province as a whole, with the presence of municipal units that undertake coastal management and those who have no current planning strategies.

⁵ For more information, see: Barr, T. and M. Shookner. 2005. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia. Available online at: <http://www.ruralnovascotia.ca/policyforum2005.asp>

Figure 1: Map of Geographical Region for Research Project (study area is shaded)



Two separate streams of focus groups were conducted with two focus groups held in each county for a total of six focus groups. The first stream of focus groups involved municipal councillors and planners representing the Municipal Government units of Lunenburg, Queens, and Shelburne. The second stream of focus groups involved community-based organizations and citizens of South Shore communities.

Participants for the “community” focus groups were selected both purposively and by snowballing. Purposively, participants were identified through consultation with community partners and were asked directly to participate in the research. These individuals then provided a list of other people that might also be interested in participating. (snowballing) This method of selection worked well for community-based organizations and interested individuals. For participants in the Municipal Government unit focus groups, potential participants received an invitation to participate through the Municipal Clerk or the Chief Administrative Officer of the Municipal unit. At the focus groups, participants were asked a number of semi-structured questions encouraging them to share opportunities and challenges encountered in working to ensure the sustainable use and development of coastal areas.⁶ The meetings were audio recorded and later transcribed.

⁶ For the list of focus group questions that were used, see Appendix A.

In total, 46 individuals participated in the study:

Table 1: Focus Groups - Participant Breakdown

Focus Group Location	Type of Focus Group	Number of Participants
Lunenburg County	Community	3
Lunenburg County	Municipal Unit	5
Queens County	Municipal Unit	15
Shelburne County (East)	Community	12
Shelburne County (West)	Community	6
Shelburne County	Municipal Unit	5

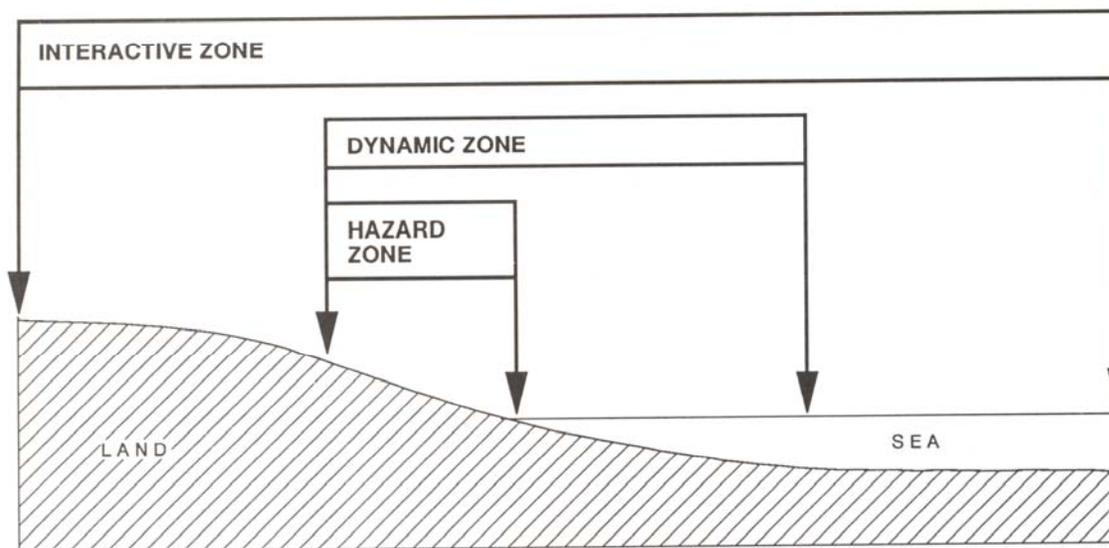
The comments and issues raised in a background literature review and the focus groups shaped the contents of this report. Every effort has been made to accurately represent the information obtained. Wherever possible, direct quotations have been used to show the ideas of individuals and respect their involvement in the project. Quotations have been inserted throughout this document. To protect the anonymity of participants, quotations have been identified as coming from a community-based focus group (community) or municipal-based focus group (municipal).

3. Coastal Management Defined

The coast represents the area where land and sea meet. This area constantly changes through the rise and fall of tides and the passing of storms.⁷ There are parts of the coast that have clear interactions between the land and sea such as beaches, coastal marshes and dune systems. Other parts of the coast are less clearly defined but equally as important. One of the most important of these features is rivers, delivering fresh water and sediment to the coastal environment. Connected to rivers, inland watersheds extend far from the coast yet are vital for the health of many features of the coastal area.⁸

The British Department of Environment divides the coastal area in three sections:

Figure 2: Defining the Coastal Area⁹



- The interactive zone reflects a broad area where human activities are influenced by or can influence the quality of the whole coastal area. This area can extend far inland to encompass coastal watersheds or seaward as necessary to control activities that may impact the coast.
- Natural processes such as storm surges and erosion directly affect the dynamic zone. Because of this, no two dynamic zones are alike. By understanding the natural processes affecting a particular area, this zone becomes clearly defined.
- The hazard zone is the area susceptible to damage from coastal processes. Damage may include potential loss of life as well as property damage.

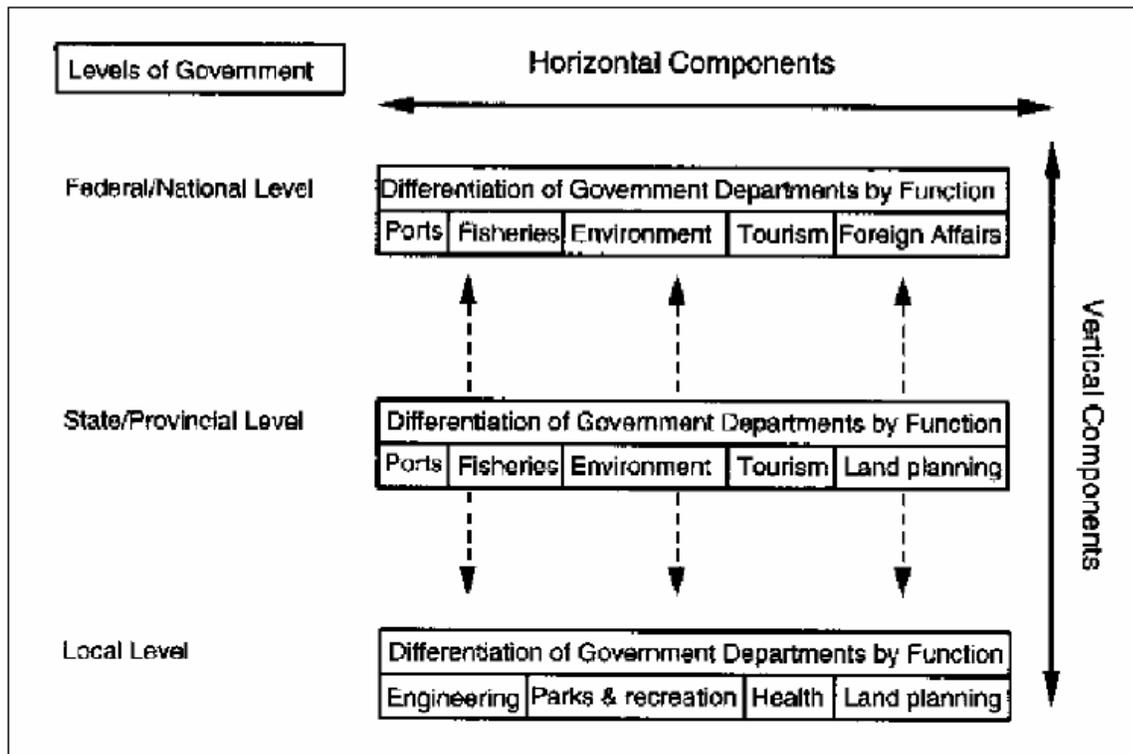
⁷ Kay, R., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. Melbourne, Victoria, Australia. Pp. 375.

⁸ Ibid.

⁹ Department of Environment. 1993. *Coastal Planning and Management: A Review*. Rendel Geotechnics, London, England.

Coastal management strategies provide a way to monitor activities in the different zones that make up the coastal area. Effective management of coastal areas requires the close cooperation of several levels of government:

Figure 3: Management of Coastal Areas¹⁰



Roles and responsibilities for coastal management are usually divided both horizontally and vertically. (See Figure 3) Because of competing jurisdictions involved in coastal areas, coastal management strategies help address various government regulations and improve coordination between federal, provincial and local level governments.

The ultimate goal of coastal management is to assure the long-term sustainable use and development of coastal areas. Effective coastal management must consider the physical environment, systems of government and the role of local groups and individuals in decision-making processes.

¹⁰ Kay, R., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. Melbourne, Victoria, Australia. Pp. 375.

4. Sustainable Coastal Management Defined

Nova Scotians have a close connection to the ocean and recognize how the sea has shaped the development of the Province. For many research participants, the long-term sustainability of the coast is crucial.

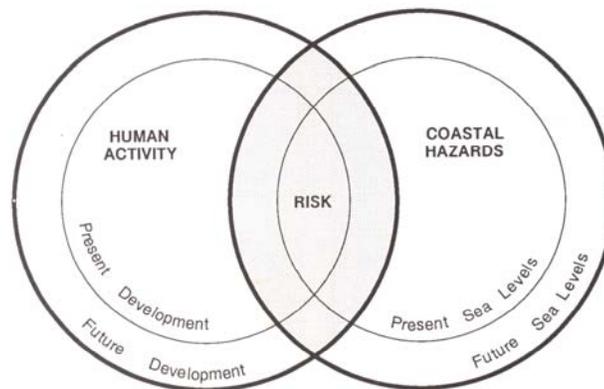
“There is no county that does not have a coastline in Nova Scotia.” Community

Sustainable communities seek to minimize their destructive impact on natural systems and the natural environment. Through effective planning they remain highly livable and enduring places. Sustainable coastal communities are those that are socially just - addressing the needs of all groups in the community.¹¹ The term sustainable can be very difficult to define and many focus group participants stated that the term is overused to the point where it has begun to lose meaning.

“Sustainable development requires a broader view of both economic and ecological thinking to include a political commitment to ensure the development is truly sustainable.” Community

Sustainable development reflects a process of change where the exploitation of resources, direction of investments, orientation of technological development and institutional change all work together to increase both current and future potential to meet human needs and aspirations.¹² Sustainable coastal development recognizes the need to identify the risk associated with coastal development. With this in mind, Figure 4 demonstrates that as development increases or spreads into vulnerable areas, the potential impact of coastal-related hazards such as climate change or rising sea levels increases and sustainability is lost.

Figure 4: The Connection between Human Activity and Coastal Hazards¹³



¹¹ Beatley, T., Brower, D., Schwab, A. 2002. *An Introduction to Coastal Zone Management*. Island Press. Washington, D.C., U.S.A. Pp. 327.

¹² Harvey, N., Caton, B. 2003. *Coastal Management in Australia*. Oxford University Press. Melbourne, Victoria, Australia. Pp. 342.

¹³ *Coastal Planning and Management: A Review*. 1993. Rendel Geotechnics. London, England.

The Brundtland Commission defines sustainable development as a development process that takes into account environmental, economic, social and cultural values in meeting the needs of the present without compromising the ability of future generations to meet their own needs.¹⁴ In order to ensure sustainable coastal management in Nova Scotia, a public policy framework that strategically addresses the unique coastal conditions of the province is required.

Based on participant responses, there are eight key elements to sustainable coastal management:

1. Recognize that sustainability implies long term commitment;
2. Minimize the disruption of natural systems and avoid consumption and destruction of ecologically sensitive lands;
3. Minimize consumption of land;
4. Reduce generation of waste and the consumption of non-renewable resources;
5. Promote and develop a sense of place retaining, understanding, and promoting local heritage, culture and traditional way of life;
6. Enjoy a high degree of livability, and remain aesthetically pleasing;
7. Incorporate a strong dimension of public and civic participation and encourage the interaction between community, government and academia.
8. Value the participation of all citizens and provide opportunities for citizens to be actively involved in local governance.

¹⁴ Brundtland Report. August 1987. Report of the World Commission on Environment and Development. *Our Common Future*. United Nations Report to the General Assembly.

5. Coastal Issues along Nova Scotia's South Shore

With an understanding of the importance of sustainability in addressing coastal management issues, research participants identified issues within their municipalities where the long-term sustainability of coastal areas was being threatened. The issues are presented in order of popularity - from most to least. Each issue is introduced with background information. The issue is then explored based on comments heard during focus group discussions. Finally, examples of best management practices and potential solutions from participants are presented.

5.1 Non-Resident Ownership: An Erosion of Values?

"If we want to have coastal areas available for people who live and work here, and have been raised here, the provincial government has to deal with the whole issue of non-resident land ownership." Municipal

A major issue arising from focus group discussions was non-resident land ownership. At every meeting, non-resident (also referred to as foreign) ownership was presented as one of the primary coastal issues impacting the fabric of rural coastal communities. The impact of non-resident ownership on the local economy, community values and natural resources was seen as changing the culture of rural communities. Conflict usually occurs when some people benefit from non-resident ownership and others are affected negatively by the new owners through higher property taxes, reduced ability to purchase land or reduced access to resources. New developments have the potential to alter the way of life in small towns and rural areas.¹⁵

The problems and issues related to non-resident land ownership in Nova Scotia have been well documented in Nova Scotia over the last thirty years. A Voluntary Planning's Task Force on non-resident land ownership has completed the most recent report on the subject. Voluntary Planning reported that of the approximate 13,000,000 acres of land in Nova Scotia about 25 per cent (approximately 3,000,000 acres) is owned by the Provincial government, with only five per cent being coastal lands. Residents and non-residents own the remaining 75 per cent.¹⁶

Many research participants said that one of the difficulties in addressing the issue of non-resident land ownership was defining a non-resident. A non-resident might include someone from outside the country, outside the province, or even outside the community. Defining a non-resident for many communities, particularly those losing public access to shorelines, also has to do with wealth, property and the power it wields.¹⁷ For many long time coastal residents, non-resident landowners represent a threat to long established coastal access points.

¹⁵ Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

¹⁶ Voluntary Planning. December 2001. *Non-Resident Land Ownership in Nova Scotia*. Final Report.

¹⁷ Fawson, F. 2004. *Losing the Right to Roam, Nova Scotia Land: Another Global Commodity*. Page 16. Bridgewater, NS, Canada.

Non-resident land ownership is defined as land that is owned by individuals who reside in Nova Scotia for fewer than 183 days in any given calendar year.¹⁸ In Nova Scotia this totals 6.4 per cent of the total area of the province, 16 per cent of the coastline, and 6.8 per cent of non-coastal waterfront land.¹⁹ Digby, Annapolis, and Shelburne counties have the highest levels of non-resident land ownership - approaching 30 per cent of the coastline.²⁰ Voluntary Planning reports that 56 per cent of the properties identified as being owned by those outside the province belong to other Canadians. Non-Canadians own less than 2.9 per cent of the individual properties existing in Nova Scotia.²¹

Nova Scotia introduced the *Land Holdings Disclosure Act*²² in 1989 with the intent of attaining more information related to non-resident ownership in the province. For example, monitoring the pace that non-residents purchase land.²³ Despite this legislation, it has been difficult to accurately determine the extent of different types of non-resident land ownership in the province. For example, the *Land Holdings Disclosure Act* might have provided accurate statistics on out-of-province ownership, but the Act has been weakened by amendments and exemptions that provide loopholes for declaring (or not declaring) non-resident ownership of properties.²⁴ Although penalties exist for land owners who do not declare non-resident ownership of land, no one has ever been charged due to the wording of the Act.²⁵

With conflicting information, it is difficult to assess the full impact of non-resident ownership. The need for developing better statistics on non-resident ownership is a consistent recommendation in reports produced over the last three decades documenting the impact of non-resident land ownership in Nova Scotia. Despite this, the Provincial government has still not acted. "If the present government chose to begin the process of compiling statistics on non-resident land ownership, the new information would break the barrier of fear that this is, in some way, an assault on private property rights in a free market system."²⁶

5.1.1 What Was Heard

Foreign ownership is an issue that is held close to the hearts of many individuals residing in coastal communities. The following points are based on the real and perceived effects of non-resident owners.

¹⁸ Voluntary Planning. December 2001. *Non-Resident Land Ownership in Nova Scotia*. Final Report.

¹⁹ Fawson, F. 2004. *Losing the Right to Roam, Nova Scotia Land: Another Global Commodity*. Page 16. Bridgewater, NS, Canada.

²⁰ Ibid.

²¹ Ibid.

²² *Land Holdings Disclosure Act*. R.S.N.S. 1989

²³ Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

²⁴ Ibid.

²⁵ Ibid.

²⁶ Fawson, F. 2004. *Losing the Right to Roam, Nova Scotia Land: Another Global Commodity*. Page 16. Bridgewater, NS, Canada.

The issue of non-resident land ownership is seen as a threat to local culture. For some, foreign ownership reflects a type of erosion. Erosion in this context underlines the emotional connection between residents and their coastal communities.

“In some areas we are losing our sense of community, or the sense of community is changing...It’s a struggle in all communities but in coastal communities where the land has a higher price tag, you have people coming in from away, they don’t [remain] in the communities all year round. What you start to see is that these communities that once had thriving little corner stores and gas stations and banks, are starting to close, and it’s black from October on because everyone has gone back to their place.” Municipal

The loss of community is most apparent to long-term coastal residents. Beginning in the late 1960’s, an increase in American buyers sharply increased the price of land in Nova Scotia. Prices of recreational land in the northeastern United States had risen to the point where Nova Scotia became an attractive option.²⁷ The trend continues. Nova Scotia is attractive to global consumers who are interested in attaining relatively cheap coastal properties. This trend impacts rural coastal communities severely.

“A middle aged woman in Lunenburg came to a public meeting, stood up and said, “In the wintertime my house is the only house on my whole block that has lights on. Where do I go when I have fallen and I need help, or I just want to borrow a cup of flour?” She is the only year-round resident in that whole block. It is difficult when you have people come from away who only want to participate on [their] own timeframe. This impacts the whole community.” Municipal

Many focus group participants worried about a future where their children could no longer afford to buy land that was perceived to be their cultural birthright. When there is high demand for property by non-resident buyers, prices in local markets suddenly increase. This is especially true in markets with attractive land and low prices compared to other parts of the world.²⁸

“Escalating assessments mean that land really is not available to locals because you cannot compete with the American Dollar, and you can’t compete with the German Mark if you are earning Canadian dollars.” Municipal

Participants also remarked that in many situations non-resident land ownership has benefited local economies with new investments. Many examples were given about non-resident landowners who embrace the communities they reside in. Foreign ownership becomes a means of increasing the tax base of rural communities that often face financial shortfalls. Foreign ownership can spur economic spin offs and entrepreneurial opportunities.

“I talked to one family that came in from the United States, a very rich family that came here and bought property for a summer home...Over time, they loved it so much that they brought their children and their grandchildren to this area. One or two members of this family have an

²⁷ Ibid.

²⁸ Ibid.

entrepreneurial spirit, and they want to move here where they think the living is good.”
Community

Frustration is growing regarding non-resident land ownership along the South Shore of Nova Scotia. The greatest frustration of research participants was in the seeming apathy of the Provincial Government to act on thirty years of research and suggestions addressing non-resident land ownership.

5.1.2 Suggested Solutions

The issue of non-resident land ownership is not unique to Nova Scotia. This is an issue that affects the entire Maritime region. In examining what can be done to change the negative impacts of non-resident land ownership in Nova Scotia, it is useful to explore what has been done in other Maritime Provinces.

Looking Elsewhere:

Prince Edward Island

Prince Edward Island (PEI) has the most comprehensive legislation regarding land ownership in the country - with taxation legislation and limits on land ownership. Prince Edward Island seeks to control non-resident land ownership through the *Prince Edward Island Lands Protection Act*.²⁹ On Prince Edward Island, a non-resident person is defined as an individual who resides in Prince Edward Island for fewer than 183 days per year,³⁰ must make application for purchases in excess of five acres or having shore frontage in excess of 165 feet. No person can hold more than 1,000 acres, while a corporation can hold a maximum of 3,000 acres of land.³¹ While the upper limits on both individual and corporate land holds are strictly enforced, few applications for more than five acres are rejected. Between the years 1992 and 2001, non-residents submitted 907 applications for development approvals, only 37 were denied, a four per cent rejection rate.³²

Because PEI is geographically small, it may have been easier to pass legislation to protect community values and restrict non-resident land ownership. Larger and more populated jurisdictions face greater difficulties in imposing similar levels of control. In PEI, the province collects property tax and distributes the tax to municipalities. The PEI system made it easy to develop a property tax rebate system. In Nova Scotia, municipalities collect property tax directly. With this in mind, the province is not likely to draft different tax legislation aimed at those from outside Nova Scotia unless it can directly benefit from the tax.³³

²⁹ *Prince Edward Island, Lands Protection Act*. 1982.

³⁰ *Prince Edward Island, Lands Protection Act*. 1982.

³¹ *Prince Edward Island Lands Protection Act*. 1982. Cited in, Voluntary Planning. December 2001. *Non-Resident Land Ownership in Nova Scotia*. Final Report.

³² Voluntary Planning. December 2001. *Non-Resident Land Ownership in Nova Scotia*. Final Report.

³³ Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

Looking Elsewhere:

Norway

In Norway, a national *Concession Law* intends to “bring about such ownership and user conditions as are in the best interest of the community at large.”³⁴ All foreigners must apply for permission from the government to buy real property. Even Norwegians must apply for concessions to own land if their plans for the land do not meet the criteria for land use or fall within the allowed acreage limits outlined in the *Concession Law*. Concessions are not granted if it is suspected that the owner intends to speculate in property. The *Concession Law* and its potential invalidity in the European Community was a factor in Norway’s decision not to join the European Union.³⁵

In the above examples, there are several types of legislation related to non-resident ownership: legislation that sets limits on the amount of land that the various classes of owners can hold; legislation that allows differential property taxing of residents and non-residents; and legislation that prohibits ownership by certain classes of owners.³⁶ With the growing popularity of coastal areas as a place for private residence, exploring the use of legislative tools will be increasingly important.

To address the issue of non-resident land ownership, the following solutions are suggested based on the results of focus group discussions.

1. Develop and strengthen municipal planning strategies

Limitations on non-resident ownership are usually accompanied by land-use legislation and comprehensive planning. A municipal planning strategy helps to target areas for growth and development. While municipal planning strategies may help control the location and scope of development, it is important to have inclusive planning processes where all voices are heard - especially if some residents are not comfortable with present methods of land use controls.

2. Strengthen Provincial legislation dealing with non-resident land ownership

Defining the different types of non-residents and limiting the amount of land that non-residents can purchase requires Provincial legislation. Other limitations or prohibitions on non-resident ownership must be included in a broad vision of what the land means to residents and what various limitations will accomplish.

³⁴ Faculty of Law 1975: 1. Cited in, Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

³⁵ Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

³⁶ Ibid.

5.2 Coastal Access

“There has definitely been a decline in access to the coast. There are places I could walk five years ago around the coast, and I no longer can because I would be walking across somebody’s front porch. People are building right at the absolute edge of the coast.” Community

Closely connected to the issue of non-resident land ownership is loss of public coastal access. Until recently, there was no statute related exclusively to trespassing in Nova Scotia. In 1982, *An Act to Protect Property*³⁷ was passed by the Nova Scotia legislature. The law makes it an offence to enter privately-owned cultivated lands, lands where entry was prohibited by notice or lands enclosed by fences without permission of the landowner. The *Act* also spells out rights for recreational activities on privately-owned forested land. Nova Scotia’s statutes related to trespassing are distinct from many other provinces and states. These laws recognize that land should provide benefits to society at large, not solely to private individuals who hold deeds to property.³⁸

As property changes hand in coastal areas from long-term owners to non-residents, traditional points of coastal access are threatened. Long standing agreements between local residents permitting travel across private property are not always continued when properties change hands. To protect coastal access in Nova Scotia, water frontage lands are given a special status, since land between the high and low water marks belong to the Provincial Government, passage by foot is perfectly legitimate, even if this information is not widely known to Nova Scotia residents or non-residents.³⁹ The shore above the high water mark is presumed to belong to the adjoining owner. The *Beaches Act*, legislated through the Province of Nova Scotia, carries on this distinction; it dedicates all beaches below the high-water mark for the benefit of Nova Scotians. It also permits the provincial government to expand the designation of a beach to lands adjacent to beach areas. This kind of designation restricts an owner’s activities on the designated land.⁴⁰ Despite this legislation protecting access to the coastline, much of the coast is so rugged that it is almost impossible to walk the shoreline between the high and low tide marks.⁴¹ Individuals who act to restrict public access to coastal areas commonly argue threats of private property damage and liability risks as justifications for restricting public access.

³⁷ *An Act to Protect Property*. R.P.N.S. 1982.

³⁸ Breeze, H. 1998. *Exploring the Implications of Non-Resident Land Ownership in Nova Scotia*. Master of Environmental Studies Thesis, School for Resource and Environmental Studies. Dalhousie University. Halifax, NS, Canada.

³⁹ Voluntary Planning, Non-Resident Ownership Taskforce. December 2001.

⁴⁰ Cameron, 1993. Cited in, Voluntary Planning, Non-Resident Ownership Taskforce. December 2001.

⁴¹ Fawson, F. 2004. *Losing the Right to Roam, Nova Scotia Land: Another Global Commodity*. Bridgewater, NS, Canada.

5.2.1 What Was Heard

In focus group discussions, there were many examples of traditional public access being threatened by existing or proposed developments. For instance, Louis Head Beach in Shelburne County is threatened by a cottage subdivision and road infrastructure. Traditional access to the beach has been threatened, natural drainage patterns of a sensitive salt marsh ecosystem have been restricted by road development and endangered bird species such as the Piping Plover have had their habitat disturbed.

“We have a loss of access, traditional access to the coastlines, and that is a real concern to the residents, the ones that have been born here, that have been here for a long time. They are used to going down to the coast, crossing someone’s property, whether it was an old abandoned road or just someone’s hill. You know, you have people that come into the area from other locations, and that is their land now, and the welcome to cross that land is no longer there.” Municipal

In some situations, residents don’t permit public access across their properties for fear of property damage and liability risks. The abuse of access points by off-road vehicles was cited as one reason for strongly restricting use of private property. Additional concerns of public access came up over protection of sensitive habitats. Species sensitive to human disturbance do well when public access is restricted. Kejimakujik Seaside Adjunct National Park in Queen’s County closes portions of the park to lessen the disturbance on nesting Piping Plovers. Piping Plover numbers have declined on beaches where restrictions to public access have been removed.

“We live in a litigious society...It may well be the property owners have a legitimate concern, that if people access their property and they are injured in some way, that they could be facing a law suit.” Municipal

Protecting coastal access becomes more important when balanced with development that impedes movement along the coastline. Many research participants recognized that coastal access includes access to the coast and along the coast.

“Everybody is bouldering their property in the New England way, you can’t even walk at low tide any more because these walls stick out and consequently you are trespassing to even walk what is public land.” Community

The disappearance of view planes is another form of loss of coastal access. View planes have been disrupted by other buildings and other introduced developments.

“Most of the aesthetic landscape views no longer exist. Everything is power poles and buildings.” Community

5.2.2 Suggested Solutions

Nova Scotia is not alone in attempting to balance the rights of private property owners with the need for public access to coastal areas. International examples from the United States and Europe provide examples for how public access can protect private property and public interest at the same time.

Looking Elsewhere:**Finland, Everyman's Right**

The Finnish legal concept of “*everyman's right*” allows free right of access to the land and waterways, and the right to collect natural products such as wild berries and mushrooms, no matter who owns the land. Certain exceptions to this law relate to local boating, fishing, and hunting rights.⁴² *Everyman's right* means that access to the land is free of charge, and does not require the landowner's permission. People taking advantage of these rights are obliged not to cause any damage or disturbance.⁴³ *Everyman's right* consists of a set of generally accepted traditions that have also been enshrined in various laws and regulations.

Within the European Union, such rights are most widely applied in the Nordic Countries where the right to roam and pick berries and mushrooms is an important part of the local culture.⁴⁴ *Everyman's right* restricts the use of off-road vehicles without the expressed permission of the landowner. It is intended for low impact use of the land.

Looking Elsewhere:**Connecticut's Landowner Liability Law**

The *Landowner Liability Law* in Connecticut addresses liability concerns of private landowners with regards to permitting public access. *Landowner Liability* also demonstrates a type of legislation that could be used in a Nova Scotia context. *Landowner Liability* ensures that any individual landowner who allows his or her land to be used by the public for recreation without charge is protected from any liability.⁴⁵

Under the *Landowner Liability Law*, landowners who make all or any part of privately owned land “available for public recreation without charge, rent, fee, or other commercial service for recreational purposes owes no duty of care to keep such land or the part thereof so made available safe for entry or use by others for recreational purposes, or to give any warning of a dangerous condition, use, structure, or activity on such premises to persons entering for such purposes.”⁴⁶ *Landowner Liability* extends to take into account off-road vehicles. Under Connecticut law, landowners are not held responsible for injury sustained by any person operating a snowmobile, all terrain vehicle, motorcycle, or mini-bike. This right extends to whether or not the landowner has provided expressed permission, written or oral, to access individually owned private property.⁴⁷ As long as the private landowner is not charging a fee for access to privately owned land, the *Landowner Liability Law* applies.

⁴² Everyman's Right. <http://www.ymparisto.fi/default.asp?contentid=49256&lan=EU>. Site accessed: August 8, 2005.

⁴³ Ibid.

⁴⁴ Ibid.

⁴⁵ A Guide to Protecting our Blue Trails: Landowner Liability Law. <http://www.ctwoodlands.org/Resourcecentre/trailpro.html> Site accessed: August 5, 2005.

⁴⁶ Landowner Liability Law. Section 52-557g. <http://www.ctwoodlands.org/Resourcecentre/trailpro.html> Site accessed: August 5, 2005.

⁴⁷ A Guide to Protecting our Blue Trails: Landowner Liability Law. <http://www.ctwoodlands.org/Resourcecentre/trailpro.html> Site accessed: August 5, 2005.

To ensure public access to coastal areas, the following solutions are suggested based on the results from focus group discussions.

1. Develop and strengthen municipal planning strategies

Local communities need to be empowered, working through their rights as defined in the *Municipal Government Act*. Part VIII of the *Municipal Government Act* entitled Planning and Development outlines the participatory process required at the community level when undergoing planning strategies.⁴⁸ Consultation with community members and environmental specialists ensures that public access points are situated in areas that minimize environmental impact. Residents determine for themselves land-use bylaws and zoning in relation to environment, social and economic considerations.

Municipalities and local community groups engaged in coastal issues could work together to complete coastal inventories outlining traditional and current coastal access points.

Policies implemented at the provincial level such as a provincial *Right to Roam* could be adjusted at the local level. Municipal planning strategies could define the limitations best protecting those common rights.⁴⁹

2. Exploring policy options at the provincial and municipal levels

The Voluntary Task Force report on non-resident land ownership determined that Nova Scotians are interested in overall land management practices. Of the 21 recommendations made by the Voluntary Task Force report on non-resident land ownership, ten focused on public access in response to the concerns raised at public meetings and through submissions to the task force.⁵⁰ As with non-resident land ownership, there is growing frustration over the provincial government's failure to address this issue.

A number of policy options exist for exploration at the provincial level. Municipal and provincial governments could restrict development close to the shoreline where access paths fall and offer reduced assessments for property owners designating access routes across their lands.⁵¹ The liability concerns of landowners could be addressed through a model similar to that adopted in Connecticut through the *Landowners Liability Law* where provincial legislation clearly states that access users assume all risks and liabilities.

A suggestion for improving public access to municipal shorelines was made in terms of new subdivisions on waterfront locations. For example, municipalities requiring a minimum percentage of public access for every metre of water frontage in a subdivision. This could be done through an amendment to municipal subdivision bylaws.

⁴⁸ *Municipal Government Act of Nova Scotia*

⁴⁹ Fawson, F. 2004. *Losing the Right to Roam, Nova Scotia Land: Another Global Commodity*. Bridgewater, NS, Canada.

⁵⁰ *Ibid.*

⁵¹ *Ibid.*

3. Recognition that the type of access to the coast is critical

It is not enough to simply ensure access to the coastline. Focus group participants expressed the need to maintain access along the coastline. With this in mind, a provincial Right to Roam, or universal access to the coastline, would guarantee access to and along the coastline.

5.3 Rural Out-Migration

“There are no opportunities for employment in our community. Teenagers are going off to work elsewhere. We are trying to teach children the importance of education yet don’t provide them the opportunities to work in their home communities.” Community

The rural landscape of Nova Scotia is changing. Migration of youth away from rural communities is an issue in many rural municipalities. Examined as a whole, the province of Nova Scotia is experiencing lower birthrates. Nova Scotia’s rate of natural increase has consistently declined since 1990, and with current projections, it is expected to turn negative by 2006-2007.⁵² While highly urban areas such as Halifax continue to draw newcomers, the picture is different in rural areas. Between 1991 and 2000 there was a considerable net loss of youth from rural Nova Scotia communities, coupled with a considerable net gain of seniors in the same time period.⁵³ Between 1991 and 2001 there was an 8.7 per cent decrease in the population of people aged 15-24 in rural Nova Scotia. Between 1991 and 2001 there was a 5.6 per cent increase in the population of people 65 years and older in rural Nova Scotia.⁵⁴

Between 1986 and 2002, Shelburne and Queens County experienced negative population growth: negative 5.49 per cent for Shelburne County and negative 9.95 per cent for Queens County.⁵⁵ In contrast, Lunenburg County recorded positive growth of 4.82 per cent over the same period - mostly owing to its closeness to the Halifax metropolitan area.⁵⁶ An overall decline in population for those aged 20-34 years of age was reported across the three South Shore Counties in the research study areas. (Figure 5)

⁵² Statistics Canada. 2004. Catalogue Number 91-002-XPB. *Quarterly Demographic Statistics*. Statistics Canada Internet Site, <http://dsp-psd.pwgsc.gc.ca/Collection-R/Statcan/91-002-XIP/0020491-002-XIB.pdf>. Site accessed August 12, 2005.

⁵³ *Rural Report: Painting the Landscape of Rural Nova Scotia*, Rural Communities Impacting Policy Project, October 2003

⁵⁴ Ibid.

⁵⁵ Ibid.

⁵⁶ Statistics Canada. E. Stat. 2002. *2001 Census of Population*. Link for entry point: <http://estat.statcan.ca/cgi-win/CNSMCGI.EXE?ESTATFILE=Estat/English/E-Main.htm>

Table 2: Percent Population Change in Labour Force Years for South Shore Counties⁵⁷

County	Location	Percent Population change (1991-2001) ages 20-34	Percent Population Change (1991-2001) ages 35-54	Percent Population Change (1991-2001) ages 55-64)
Lunenburg County	Mahone Bay	-45.3	21.2	8.7
	Lunenburg	-37.1	18.1	5.2
	Bridgewater	-27.8	21.4	36.7
Queens County	Liverpool	-33.6	10.4	15.7
	Port Mouton	-36.7	3.8	6.8
Shelburne County	Lockeport	-45.1	10.6	15.4
	Shelburne	-39.6	12.4	29.1
	Barrington	-19.6	21.3	9

The decline in population for ages entering into the labour force is a concern for municipalities eager for new investment and development opportunities. Attracting a skilled labour force is proving to be a challenge for many rural municipalities.

5.3.1 What Was Heard

Participants were frustrated over the lack of opportunities for young people. Rural out-migration of youth is becoming a serious concern for a number of municipalities along the South Shore.

“There are no jobs. No opportunities for keeping or bringing youth back to the community. We have lost 30 per cent in the last five to seven years. Our youth are being educated and they move into the cities, and they are basically not coming back.” Municipal

Municipalities are exploring policies to help bring youth back into the community. One of these policies is the development of initiatives to attract rural health professionals. The Rural Communities Impacting Policy (RCIP) Project and Yarmouth County Health Board conducted a study in the summer of 2005 on the retention of health professionals in Yarmouth County. The

⁵⁷ Nova Scotia Communities Counts web page. Data modelled from Statistics Canada, Census of Population, 1991, 1996, and 2001.

findings of that report, available through the RCIP Project would be useful for many municipal units along the South Shore.⁵⁸

Frustration was also expressed with a province that is becoming increasingly centered on the city of Halifax. Growth within the metropolitan limits of Halifax is seen to occur at the expense of rural areas of the province.

“At one UNSM meeting that we had, an economist got up and showed us all the graphs and what areas were growing in the Province. Halifax was just exploding. All the rural communities have fewer people. So it only stands to reason, the bottom line is eventually everything is going to be in Halifax. Outlying communities will just be a retirement home for the people who don’t need a job.” Municipal

There was a lot of discussion generated about the idea of rural communities offering telecommuting options. Telecommuting permits individuals to remain at home while conducting business in larger urban areas through use of high-speed Internet connections and computer technology. Expansion in new industry, particularly those using computers is seen as one measure of attracting youth back into rural communities. More aggressive advertising campaigns were discussed as a means of raising awareness of the qualities of life offered in rural areas such as better air quality, less traffic, and slower pace of life as compared to urban areas.

“I feel a lot of it is the barrier of attitude of those who live in the cities or those who hold the power of just not knowing. They view us as being a small town and hokey and not knowing anything.” Municipal

Changing perceptions of rural communities will not be an easy task. Increasing economic activity and providing opportunities for youth is an ongoing challenge. Municipalities are working to address these issues through attracting new industries. For example, call centers in some communities along the South Shore are providing employment opportunities. Although these jobs are not always ideal, they have allowed individuals to remain in rural areas that may have otherwise had to relocate to larger urban areas.

5.3.2 Suggested Solutions

To address the issue of youth out-migration, the following solutions are suggested based on the results of focus group discussions.

1. Develop a public policy to aid in the retention of health professionals

Rural communities are struggling to retain health professionals. The Rural Communities Impacting Policy Project has recently completed a report on the Retention of Rural Health Professionals in Yarmouth County. This report provides suggestions for retention of health professionals for other rural communities in Nova Scotia.⁵⁹

⁵⁸ Lombard, A. Retention of Health Professionals in Rural Nova Scotia. Rural Communities Impacting Policy (RCIP) Project. November 2005. Available online at: <http://www.ruralnovascotia.ca/internreports.asp>

⁵⁹ Ibid.

2. Develop and support the use of technology within rural communities

Rural communities need to encourage investments in technology. High-speed Internet access (or wireless technology) can help support the growth and development of new industries dependent on these types of technologies.

3. Develop a civic atmosphere that includes youth in municipal decision-making

Involving youth in municipal decision-making can provide a greater sense of community involvement. Young individuals can provide important feedback on what type of opportunities are worth investing in and what needs to occur to encourage retention of youth in rural communities. Individuals working together can help identify critical skill shortages in communities and provide specialized training programs that lead towards permanent local positions.

5.4 Loss of Coastal Culture and Connection to the Sea

“The coastline is sort of our natural heritage. It is very precious and it is very linear, and there is not a whole lot of it.” Municipal

An underlining theme in most focus group discussions was the intimate connection individuals had to the coast. Culture is important, and is closely linked to the health of rural communities. Coastal culture represents a connection to the sea in both physical and psychological terms. Lighthouses, wharfs, and fishing all symbolize physical cultural forms that are slowly eroding from many communities. A loss of heritage and an influx of individuals who have “come from away” are seen as an emotional threat to a coastal culture that has been the result of generations of making a living from the sea.

Harbours and Wharves: A Loss of Connection to the Sea

A controversial issue arising from focus group discussions is the Federal Government divestiture of harbours and wharves in South Shore communities. Recent studies completed by the Coastal Communities Network document the importance of harbours as essential to the economic, social, and cultural viability of coastal communities in Nova Scotia.⁶⁰ Looking at the entire province, 28 per cent of the population lives in rural harbour communities, 24 per cent of the employed labour force works in rural harbour communities and 14 per cent of the labour force is employed in industries that make use of wharves or benefit from harbours.⁶¹ The fishery represents a significant portion of overall exports in the province and the industry relies heavily on harbours and wharves for access to the ocean - they are the “highway to the sea.” The majority of wharf users of wharves are fish harvesters and the most important economic impacts generated by harbours are directly or indirectly related to fish harvesting and processing. Closely connected to

⁶⁰ *Between the Land and Sea: The Social and Economic Importance of Wharves and Harbours in Nova Scotia.* The Coastal Communities Network. New Glasgow, NS, Canada. <http://www.coastalcommunities.ns.ca>

⁶¹ Ibid.

fish production are the boatbuilding and aquaculture sectors. The tourism industry is less directly harbour dependent but remains an important component of the coastal economy.⁶²

The Coastal Communities Network states that wharves are the “...bridges between the land the sea and the failure to maintain wharves and harbours in coastal rural areas raises critical issues of public versus private control over access to a diverse range of economic, social and cultural uses of the maritime environment.”⁶³ In a social context, wharves often play host to a variety of festivals throughout the province. They represent a community asset that contributes to the health and vitality of rural life. Wharves and harbours are also key infrastructure for recreational activities including sailing, swimming, canoeing, kayaking, sport fishing and whale watching.⁶⁴

Small Craft Harbour exists as a division of the Federal Department of Fisheries and Oceans and is responsible for the management of departmentally-owned harbours that accommodate commercial fishing vessels and recreational vessels. Small Craft Harbour was introduced in 1973 under the *Fishing and Recreational Harbours Act* to focus on maintaining harbours critical to the commercial fishery at an acceptable standard.⁶⁵

In 1987, Small Craft Harbour introduced the Harbour Authority model that devolved responsibility of harbour management to harbour users. The move came as a result of financial constraints and political pressures. Under this program, Small Craft Harbour retains ownership of the harbours and leases them to representative user groups that have formed a Harbour Authority to take over management and daily operations of the harbour.⁶⁶ If there is no community response to assume management of the harbour facilities, or the harbour structure was deemed unsafe, then the wharf is usually slated for demolition or total divestiture.⁶⁷ As of October 2003, Harbour Authority groups managed more than 80 per cent of Small Craft Harbour sites or 164 harbours in Nova Scotia. In total 120 harbours have been divested in Nova Scotia.⁶⁸

5.4.1 What Was Heard

“The disinvestment in wharves and harbours and the effect that has on community is huge. Talk to any fisherman along this coast, and I think they would tell you that the policies of the federal government, the way they see it, are designed to put them out of business.” Municipal

Research participants reflected on two trends that are impacting the ability to earn a living from the sea: Divestiture of wharves and consolidation of fishing licenses - both of which are the result of changes to federal policy related to fisheries and coastal infrastructure.

⁶² Ibid. p. xiii.

⁶³ Ibid.

⁶⁴ de Sousa, E., I. Munro. June 2005. *One Plank at a Time: Volunteer Harbour Management in Nova Scotia*. The Coastal Communities Network. New Glasgow, NS, Canada.

⁶⁵ *Between the Land and Sea: The Social and Economic Importance of Wharves and Harbours in Nova Scotia*. The Coastal Communities Network. New Glasgow, NS, Canada.

⁶⁶ de Sousa, E., I. Munro. June 2005. *One Plank at a Time: Volunteer Harbour Management in Nova Scotia*. The Coastal Communities Network. New Glasgow, NS, Canada.

⁶⁷ Ibid.

⁶⁸ *Between the Land and Sea: The Social and Economic Importance of Wharves and Harbours in Nova Scotia*. The Coastal Communities Network. New Glasgow, NS, Canada.

Over the last ten years the value of shellfish has steadily increased. Fish processors have been illegally buying control of shellfish licenses through trust agreements resulting in consolidation of shellfish licenses. Consolidation of the inshore fisheries to larger ports leads to a significant decline in incomes and employment for many smaller communities.⁶⁹ With the divestiture of wharves and harbours, rural communities are having difficulties in adequately maintaining the facilities. The financial weight of maintaining harbour facilities as government budgets shrink and existing wharves age and deteriorate is too great a burden for many small rural communities. “Public investment in maintaining and renewing harbour facilities continues to fall below the thresholds for sustainability.”⁷⁰ This trend is a growing concern for the viability of many coastal rural communities that already face serious demographic and economic challenges.⁷¹

“The divestiture of wharves and harbours to volunteer groups is just unconceivable in my mind. When you look at that infrastructure and how important it is, and not just necessarily to the immediate community but to even the regional community.” Municipal

“There is a burden on the local fisherman both to maintain an income but also to maintain the wharves.” Community

Divestiture in wharves and harbours has resulted in volunteer burnout for those who have been handed the responsibility of managing harbour facilities. The responsibilities of harbour volunteers are extensive and include a diverse range of governance and management tasks.⁷² These volunteer boards are responsible for the daily management and long-term strategic planning for maintaining harbours and wharves. Volunteer boards often lack the experience and knowledge to deal with complex government regulations and policies surrounding environmental and personal health parameters. Volunteers face challenges because government has designed and implemented the model of community management for harbours without creating complimentary programs to increase local skills and capacity in management.

It is crucial that capacity-building activities be implemented to aid volunteer Harbour Authorities who struggle with the management aspects of harbour facilities. Capacity building describes the initiatives that aim to increase the capability of those charged with managing wharves and harbours. Human capacity building includes anything from providing written training material, videos, facilitated meetings or workshops to extensive long-term education programs, partnerships and mentoring schemes.⁷³ They do not have to be restricted to administrative acts but also activities that strengthen research and communication capabilities of individuals.

5.4.2 Suggested Solutions

The Coastal Communities Network (CCN) has produced an extensive body of research on these issues, including an action plan for addressing management issues related to wharves and harbours. The Coastal Communities Network is recognized as being a voice for rural coastal

⁶⁹ Ibid.

⁷⁰ Ibid. Pg. xiii

⁷¹ Ibid.

⁷² Ibid.

⁷³ Kay, R., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. New York, NY, U.S.A. Pp. 375.

communities throughout Nova Scotia. Research participants recognize the important role that CCN plays in Nova Scotia.

1. Increasing financial support for harbour management groups and finding new means of income generators

Harbour management groups face tremendous barriers due to severe financial constraints in the maintenance and operation of harbour facilities. Community-based volunteer boards cannot overcome the burden of divestiture of wharves and harbours without financial support from upper levels of government. Fisheries are an important industry in Nova Scotia and fishermen rely on access to well maintained harbour facilities.

Volunteers have been creatively exploring new means of generating revenue for wharves and harbours. Some harbours have expanded operations to include recreational boats, a diversified fishery and tourism. Fishing multiple species can extend the amount of time the wharf is in use and fees are collected.⁷⁴ Some groups have explored reinventing their facilities to accommodate for tourist needs. Harbour festivals, which involve not only the immediate community but also the broader region, can increase community and regional knowledge about harbour infrastructure resulting in a greater feeling of community ownership.

2. Create a centralized support network for harbour authorities dealing with government regulations and policies

Volunteers seldom have the time to navigate through complicated government bureaucracy to determine the correct governmental departments they require. It is worth exploring the possibility of developing a centralized mechanism that can coordinate the different volunteer Harbour Authorities. Harbour Authorities often describe having to go through delays and frustrations in their efforts to get funding and regulatory approvals from different federal and provincial departments.⁷⁵ The centralized mechanism would work to free up time and resources of volunteers and increase the capacity of the volunteer groups to address issues related to environmental protection, workers and community health and safety.

3. Create networking, training and mentorship opportunities for Harbour Authorities

In a Coastal Communities Network study titled, *One Plank at a Time, Volunteer Harbour Management in Nova Scotia*, a major recommendation was about the role that networking can play in alleviating volunteer burnout. Networking supports the conditions that minimize burnout and change the situations that create burnout.⁷⁶ The study reported that

⁷⁴ de Sousa, E., I. Munro. June 2005. *One Plank at a Time: Volunteer Harbour Management in Nova Scotia*. The Coastal Communities Network. Pictou, NS, Canada.

⁷⁵ *Between the Land and Sea: The Social and Economic Importance of Wharves and Harbours in Nova Scotia*. The Coastal Communities Network. Pictou, NS, Canada. <http://www.coastalcommunities.ns.ca>.

⁷⁶ de Sousa, E., I. Munro. June 2005. *One Plank at a Time: Volunteer Harbour Management in Nova Scotia*. The Coastal Communities Network. Pictou, NS, Canada.

networking provided support for volunteers and facilitated the sharing of useful information. “Getting reliable, concise information is a challenge common to most harbour volunteers, however, through networking, volunteers have the opportunity to learn what other groups are doing, share information and consequently increase their ownership of their work.”⁷⁷ Increasing communication through networking and building capacity through training and mentorship programs can lead to increased user experience of wharves and harbour management, reduction in management costs through more effective use of available funds, and contribution to the development of community-based management.⁷⁸

5.5 Increasing Tourism

As the economy changes from its traditional focus on the fisheries to a more service-based economy, communities become both threatened and reinvented. Tourism generates more than \$1 billion in revenues in Nova Scotia. It provides employment for more than 30,000 people in all regions of the province.⁷⁹ Nova Scotia is working towards doubling tourism revenue by 2012. In realizing this goal, The Tourism Industry Association of Nova Scotia (TIANS) established the Sustainable Tourism Project in September 1993 to bring together stakeholders from industry and government to work toward a sustainable tourism strategy for Nova Scotia. The mandate has been guided by "two" words - Responsibility and Sustainability - how to maximize opportunities in a responsible way to ensure appropriate sustainable tourism activities. The project seeks to build awareness, encourage cooperation and strengthen partnerships in order to reduce the depletion of our natural resources.⁸⁰

5.5.1 What Was Heard

“There are opportunities for the community, province, and business to identify niche markets and to sell and market the area. There are opportunities for the private sector to develop businesses that will fit a more eco-tourism friendly product.” Community

Focus group participants were very aware of the importance of tourism in sustaining local economies. Communities have benefited from a coastal heritage that attracts visitors to working waterfronts and seaside villages. Visitors are also attracted to areas that offer beautiful natural environments. Many research participants stressed achieving a balance that allows for both kinds of attractions. An example of a beautiful natural environment is Cape Sable Island - a renowned birding area attracting birders from around the world. Cape Sable Island is recognized by research participants as important to eco-tourism. Eco-tourism was seen as a growing industry and important for South Shore areas to capitalize on.

⁷⁷ Ibid. Pg. 23.

⁷⁸ Kay, R., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. New York, NY, U.S.A. Pp. 375.

⁷⁹ *Between the Land and Sea: The Social and Economic Importance of Wharves and Harbours in Nova Scotia*. The Coastal Communities Network. Pictou, NS, Canada. <http://www.coastalcommunities.ns.ca>.

⁸⁰ Tourism Industry Association of Nova Scotia. Sustainable Tourism Project. <http://www.tians.org/sustain.html>
Website accessed: November 5, 2005.

Research participants also connected transportation infrastructure to tourism and economic growth - especially in locations at greater distances from Halifax.

“In recent years, the argument over the continuation of ferry service in rural communities along the South Shore has threatened to eliminate a historically important transportation link. They are not seen as part of the transportation system. Ferries are part of the transportation system of this province.” Municipal

There is growing excitement at the prospect of a new ferry service connecting the South Shore to Boston. In order to respond to the new demands of this link, the need to complete highway 103 through Shelburne County was stressed over and over. Highway 103 has become an important link along the South Shore. With investment in new highway infrastructure, traditional linkages must remain. Ferry service, such as the LaHave Ferry, remains an important means of transportation for many rural communities. Ensuring their existence into the future was important to research participants.

5.5.2 Suggested Solutions

To address issues related to the tourism industry, the following solutions are suggested based on the results of focus group discussions.

1. Complete highway 103 through Shelburne County

In order to effectively compete for tourism and economic development opportunities, Highway 103 through Shelburne County should be completed. With a reduction in international ferry service this summer and closure of the Yarmouth airport, areas along the South Shore are increasingly economically isolated from communities either closer to Halifax or better serviced by highway infrastructure.

2. Maintain traditional ferry service

Ferry service is part of the transportation system of Nova Scotia. It remains an important link for many residents. Ferry service reflects historical development patterns and was seen by focus group participants as something quite separate from modern highway developments such as the 103. Ferry service is important on the original coastal highway, Highway 3.

5.6 Coastal Erosion - Sustaining Coastal Landforms

“We need to understand the issues related to the natural systems of the coastline, whether it be the dune system and the role that vegetation plays on that dune system, and the relationship that has with development...we just don’t know.” Municipality

Landscape erosion threatens coastal developments across the South Shore. Coastal erosion is seen as a natural process but also as a process that is being manipulated. Inappropriate coastal development is most often seen as the cause. Because municipal governments are responsible for

ensuring the protection of life and property, coastal erosion is high on the agenda of many South Shore governments.

Coastal landforms are valuable environmental, aesthetic and recreational resources that are subject to natural processes and the effects of human activities. Beaches, dunes, barrier beaches, coastal banks, salt marshes and coastal floodplains are appreciated by the general public and, to some degree, regulated by government agencies that help ensure protection of the beneficial functions of these landforms. Despite these efforts, coastal landforms are vulnerable to human alterations - resulting in less stable landforms and lessening the value of these resources for generations.

It is important to state that while coastal erosion is considered a major economic problem to the developed environment, coastal erosion plays an important role in seacoast landscape development. Erosion of coastal landforms provides a major source of sand for functioning beaches, dunes, and barrier beaches.⁸¹ Without naturally occurring coastal erosion, many biologically productive bays, estuaries, salt marshes and tidal flats would not exist.⁸²

The economic importance of the coast is often easier to measure than the value of naturally occurring environmental services that the coastal environment provides. For example, in developed areas, proximity to the waterfront adds approximately 28 per cent to the value of the real estate.⁸³ Along the South Shore the bulk of the population lies directly on or very near the coastline. In many cases, development has occurred without consideration of long- and short-term shoreline change, particularly erosion.

The causes of shoreline change are natural and human-induced. The primary causes of shoreline erosion in Nova Scotia are sea level rise and storms. The South Shore of Nova Scotia is impacted by global sea level rise attributed to global warming. (The sea level off the Atlantic coast of Nova Scotia could rise 70cm by 2100.⁸⁴ Low lying coastal areas will be the most threatened.)

Sea level rise combined with increasing frequency and severity of storms has increased the rate of coastal erosion. The most frequent cause of human-induced erosion is the interruption of sediment sources. The building of protective seawalls, groynes and revetments all increase rates of human-induced erosion.⁸⁵ (The 2004 Standing Committee on Economic Development in Nova Scotia stated the following regional example for coastal damage NOT covered by insurance: 2003 Province-wide flooding has cost \$27 million and counting.⁸⁶)

Responses to coastal erosion are motivated strongly by the interests of property owners and coastal communities in protecting valuable shorefront property. To understand the maximum

⁸¹ Evaluation of Coastal Erosion Hazards: Results from a National Study and a Massachusetts Perspective. August 2001. Sea Grant Focal Points. Woods Hole Oceanographic Institution. <http://www.whoi.edu/seagrant>

⁸² Ibid.

⁸³ Shoreline Change and the Importance of Coastal Erosion. April 2000. Sea Grant Focal Points. Woods Hole Oceanographic Institution. Woods Hole, MA, U.S.A. <http://www.whoi.edu/seagrant>.

⁸⁴ http://www.climatechange.gc.ca/english/affect/prov_territory/ns.asp

⁸⁵ Shoreline Change and the Importance of Coastal Erosion. April 2000. Sea Grant Focal Points. Woods Hole Oceanographic Institution. Woods Hole, MA, U.S.A. <http://www.whoi.edu/seagrant>

⁸⁶ More information available from: <http://www.gov.ns.ca/legislature/COMMITTEES/Economic2004.pdf>

range of solutions, individuals need to be informed of erosion and flood risks as early and as often as possible.

5.6.1 What Was Heard

There is growing frustration on many fronts over the continued unchecked development of coastal lands. Focus group participants discussed erosion in two ways: a) erosion as a threat to life and property and b) the impact that inappropriate development is having on natural environments that are dependent on natural erosion processes.

“The building of groynes and protective stone walls is mushrooming [in Lunenburg County]. It is part of habitat manipulation and is having a significant effect on the travel patterns of wildlife and the changes of currents in the river.” Community

One of the most commonly appreciated aspects of Nova Scotia’s coastal area is the scenery. Participants reflected on the global draw the province enjoys because of its idyllic natural setting. Rugged cliffs, picturesque bays, beaches, rolling dunes, marshes and tidal flats all help create scenery that is highly prized by people. Landscape values include aesthetic (based on the perception of a place by the community), social (based on the association between community, including aboriginal people, and place), and historic (based on a connection with a historic figure, event, phase, or activity).⁸⁷

Identifying areas subject to both long- and short-term erosion and understanding the causes of erosion are important if development in areas at high-risk coastal areas is to be avoided. Also important is assessing what areas of the landscape are most valued for their enjoyment by local residents and tourists. The economic value of scenery is important in many South Shore locations that are becoming increasingly dependent on tourism as an economic base.

The correct interpretation of shoreline changes and assessment of valued landscapes can help coastal decision makers (e.g. municipal governments) to properly identify appropriate and inappropriate areas to place structures. This requires careful long- and short-term planning. Focus group participants especially noted long-term planning as very important because of the long-term impact of climate change and sea level rise.

5.6.2 Suggested Solutions

Inappropriate, unplanned development is threatening many coastal communities in Nova Scotia. Immediate threats resulting from increased storm severity and frequency are compounded by the long-term impacts of climate change and sea level rise. Overcoming these factors will require detailed planning and coastal management strategies.

⁸⁷ Kay, R., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. New York, NY, U.S.A. Pp. 375.

Looking Elsewhere:**Coastal Landform Management in Massachusetts**

The Woods Hole Oceanographic Institution undertook a Coastal Landform System Sustainability Project to answer questions related to the impact of activities on coastal landforms and their impact on erosion. The project focused on the management of coastal landforms on Cape Cod. The project began with a workshop in 1997 that addressed the science and management concerns of shoreline change and monitoring changes in coastal landforms. The format of the workshops allowed participants to assume the various roles of landowner, coastal resource manager, commercial or recreational user and public rights advocate in an effort to negotiate an action that imposed a minimal impact on the sustainability of the coastal landform.⁸⁸

To address issues related to inappropriate coastal development, the following solutions are suggested based on the results of focus group discussions.

1. Develop and strengthen municipal planning strategies

A municipal planning strategy that takes into account long-term factors such as climate change and sea level rise can outline the type and location of development that protects life and property from erosion.

2. Development of a provincial coastal management plan

A policy implemented at the provincial level would set the basic requirements to protect coastal areas in Nova Scotia. The piecemeal approach to addressing coastal issues throughout the province would be replaced by a standard set of coastal policies.

3. Involve the private sector in coastal management discussions

Developers are an important player in coastal management. Any process that seeks to protect coastal areas through policy development should include developers in the discussion. This would provide an opportunity to explore what sustainable coastal development would entail. Planning and design collaboration between municipal planners and developers can help ensure new developments in coastal areas that respect sensitive coastal ecosystems.

⁸⁸ Sustaining Coastal Landscapes. January 2001. Sea Grant Focal Points. The Woods Hole Oceanographic Institution. Woods Hole, MA, U.S.A. <http://www.whoi.edu/seagrant>

6. Assigning Roles in Coastal Management

Focus group participants were asked what they felt the roles of community-based organizations and municipal governments were in ensuring the sustainable use and development of coastal areas. Participants recognized the importance of collaboration between government and community-based organizations. Two primary themes evolved over the course of the summer focus groups: education and leadership. Municipal government was seen as a means of providing leadership and education to citizens. Community-based groups were seen as playing primarily an educational role. Both municipal government officials and members of community-based organizations expressed the need for greater communication between one another. Community groups involved in sustainable coastal management are seen as a valuable resource to municipal officials who aren't always familiar with coastal issues.

6.1 Providing Municipal Leadership

“Leading by example is an excellent point for a municipal unit to do, to say to the citizens, the constituents, “Hey, we are doing this right. Come on board with us.” If we follow our own rules, then maybe some other people might see that as a good example.” Municipal

Leadership is needed when difficult decisions or changes in the status quo are required as is the case when introducing planning criteria to protect coastal areas. Municipalities along the South Shore that undertake land use planning exercises and coastal management strategies are leading their own jurisdictions by example and also surrounding municipalities. The burden of leadership is not solely the responsibility of municipal government. There is an expressed desire to see the provincial government take a more active leadership role. Research participants want to work more closely with the Department of Natural Resources and expand provincial planning capacities. Investing in expanding the provincial planning department is viewed as a way for helping municipalities deal with complex planning issues. Provincial planning departments can also play an important role in municipalities where no planning is undertaken or there are no planners employed.

Focus group participants in both municipal and community sessions experience frustration with the apparent apathy of the provincial government in dealing with coastal issues.

“The role of municipal government has to be a concrete active role, and they have to take ownership of their role in municipalities, to provide some structure around enforcement and guidance for many people that get involved in the development area – they have a very strong role to play.” Community

At the municipal level, tools are available through the *Municipal Government Act* to address land use issues related to the sustainable use and development of coastal areas. Through the *Municipal Government Act*, the role of municipal governments is clearly outlined.

6.2 Community-Based Organizations - Filling in the Gaps

Today, all around Nova Scotia, community-based organizations play a variety of roles in managing the coast. In the past, government agencies have traditionally kept a distance from community-based groups. More recently, there is an increase in community willingness to participate and a greater readiness by governments to encourage such involvement. Even with an increased desire on the part of local government to work with community groups, focus group participants in both municipal and community-based meetings remarked that more could be done to encourage collaboration between the two.

“I think municipalities should better utilize community-based organizations. There are so many active groups out there that are very valuable to the municipality. There are some extremely knowledgeable people, and the information that they have at their fingertips can really help us. It is important to become more aware of them, and involve them more in the process.” Municipal

Community-based organizations are viewed as being extremely knowledgeable and an important source of information for municipal officials in addressing coastal management issues. Both community-based focus group participants and municipal-based focus groups participants stated it isn't always easy to keep communication channels open. Municipal councils cannot be expected to fully understand a variety of coastal issues. Many community groups feel they have an obligation to inform council on coastal issues. There is the desire to bridge the divide of council and community group so the two reflect a greater degree of co-operation and partnership. Municipalities need to be further involved with the work community organizations do.

“I feel that we have to be active partners [with municipalities] because the ‘on the ground’ local knowledge often rests with community groups. This can be extremely helpful to someone coming in at a different level, to have that background, to have the feel for the community, and to partner with the local organizations.” Community

The educational role that community-based groups play is not restricted to the municipal government. For example, community-based groups meet with school children - educating them on the importance of the sustainable use and development of coastal areas.

“The shortage of educational opportunity and the knowledge in our schools and to the general public on the importance of looking at the uses and the conservation of coastal areas. Without local buy-in, it is difficult to see any type of sustainable coastal concept.” Municipal

Work done by community groups along the South Shore includes public forums, school outreach, nature camps and lectures with local organizations. In Shelburne County, Elder Hostels offer the chance to reconnect with nature and present an emphasis on nature, ecology, birding and area history. Community groups are essential for getting community buy-in into different programs that are working towards sustainable coastal use.

Research participants remarked that coastal issues are extremely complex and difficult to deal with. Any issue concerning coastal habitat usually involves all three levels of government. It is essential that all three levels of government find better ways to work together. Cooperative

approaches, including inviting community members to be a part of the process, help in the success of adopting sustainable coastal management strategies.

“Co-operative approaches are never easy. It can get messy and quite vocal and quite a lot of things, and we would probably rather not deal with it. But by not dealing with it, it is not going to go away. And somehow or another, we’ve got to come to some resolution.” Community

Because many community-based organizations are comprised of a wide cross section of local communities, they tend to remain more static.

“These individuals are prepared to be vocal, to devote their time to voluntarily support their community. I see this as an opportunity for the municipality.” Municipal

Community-based organizations are in a constant struggle to maintain adequate funding and support the work of volunteers. Many research participants recognize the Coastal Coalition of Nova Scotia as a very important organization. It serves to provide a voice for the small and isolated organizations and concerned individuals. The Coastal Coalition is seen to add a fair bit of political pressure on government regarding coastal issues.

Through meeting with municipal councillors, planners, and community-based organizations it is clear that the roles of coastal management are blurred. Educational roles are carried out by municipal government and community-based groups. Leadership is an important role for municipalities but there is an identified need for the province to take a more active leadership role as well. With a better understanding of the roles the different coastal players have, it is easier to identify the challenges and opportunities that municipal officials and community groups face dealing with coastal management.

7. Challenges and Opportunities Associated with Coastal Management in Nova Scotia

Participants were asked to identify the challenges and opportunities associated with coastal management. At the local level there is often a lack of capacity. Community groups seldom have long-term funding. The work completed by many groups along the South Shore is continually threatened by funding shortfalls and volunteer burnout.

“There are five groups within Mahone Bay, Lunenburg, Riverport and Risers over as far as LaHave River. There are five groups that are burning out trying to champion protection of the coastline or access to the coastline.” Community

Jurisdictional conflicts compound the issue of not having the capacity. Multiple jurisdictions and government departments create difficulty in clearly understanding government roles and responsibilities as they relate to coastal management.

“From the perspective of the local person, you just spend all of your time sometimes just trying to find out who you can even ask the question of, who might be responsible for the area that you are concerned about.” Community

A Coastal Secretariat or some centralized mechanism that could serve as a ‘single point access’ in dealing with complex jurisdictional issues would be an asset to community groups, individuals and government employees who deal with coastal management. A provincial Coastal Secretariat could work on the behalf of community-groups serving as an ally in championing the cause of sustainable coastal management.

The lack of coastal standards throughout the province is seen as a barrier to sustainable coastal management in Nova Scotia. While some municipalities take a lead role in developing coastal management strategies, most do not. Provincial standards would outline the basic minimum requirements for coastal areas. South Shore municipalities are closely watching the Halifax Regional Municipality and its regional planning process. The Halifax Regional Municipality includes coastal issues in its regional plan - this is seen as a potential blueprint and catalyst for addressing coastal issues in other municipalities.

“The HRM planning process will kick us through the door. If they get through the planning process with all the requirements or setbacks from watercourses and the ocean and their restrictions on development... we will have a model in front of us.” Municipal

The Draft Regional Plan for the Halifax Regional Municipality outlines the following coastal strategies:

HRM shall prohibit all residential development in coastal areas of HRM, within a five-metre elevation above the ordinary high water mark, except for coastal areas around Halifax Harbour.⁸⁹

Residential uses may be considered within five metre elevation above the ordinary high water mark, provided a coastal hazard study, carried out by a qualified person, examines the full range of geologic and oceanographic factors affecting shoreline stability, including short-term events and long-term trends.⁹⁰

HRM shall require the retention of a riparian buffer along all watercourses throughout HRM to protect the chemical, physical, and biological functions of marine and freshwater resources. The minimum width of the riparian buffer shall be twenty metres from the high watermark from each side of the watercourse. No excavation, infilling, or any other alterations within this buffer, including the removal of trees or other vegetation excluding hazardous conditions, shall be permitted.⁹¹

While the lack of municipal planning strategies is seen as a challenge to effective coastal management, the current lack of comprehensive municipal plans in many municipalities along the South Shore is also identified as an opportunity. The lack of planning currently happening presents an opportunity for municipalities to chart a new course. Developments such as the decision to retain a working waterfront in Lunenburg reflect successful community engagement in the planning process:

Following the decision of Clearwater in Lunenburg to sell their property, there was a lot of concern within the community following the initial shock of the sale:

“There was sort of a ground swell of the community, and very interestingly, some real Lunenburg characters stood up and said, “This isn’t a problem. This is an opportunity.”
Municipal

As a result of the sale of Clearwater, the Lunenburg Heritage Foundation was established - gaining ownership of the former Clearwater Property. Lunenburg Heritage Foundation has moved the land out of the hands of a centralized company to a community-based organization with the goals of revitalizing and diversifying the waterfront.

As Nova Scotians prepare for a provincial election in the upcoming months, opportunities exist for coastal issues to become part of election platforms for candidates. Citizens in every corner of Nova Scotia are pressuring all levels of government, raising the awareness for the need of a comprehensive coastal management policy. As Nova Scotians head to the polls, voters must be aware of a candidate’s position on the development of a provincial coastal policy.

⁸⁹ Halifax Regional Municipality. Draft Regional Plan. April 26, 2005. 2.2.3 Coastal Inundation and Storm Surge Events, E-16, pg. 26.

⁹⁰ Ibid. E-17, pg. 26.

⁹¹ Ibid. E-18, pg. 27.

Identifying the challenges and barriers to sustainable coastal management confirms the need for comprehensive planning strategies to be undertaken at the municipal level. A number of policies intended to protect coastal areas exist at the federal and provincial levels. However, perhaps the most important policy to protect coastal areas lies at the municipal level. Exploring the tools available through the *Municipal Government Act* represents an opportunity for municipal governments to begin addressing the issues related to coastal management. This and other coastal policies are explored in the next section.

8. Coastal Policies

Besides the complexities of the role of municipalities, a major challenge in the sustainable use and development of coastal areas is the appropriate role of government in general for coastal management. Coastal area management is a challenge due to jurisdictional overlap between Federal, Provincial, and Municipal legislation. In a recent report entitled “*A Discussion Paper on Community Development*”, the Province of Nova Scotia questions the role of government as “...many communities throughout Nova Scotia are challenging traditional approaches and now successfully solving their own problems. While government still has a role to play in this process, it is a changing one. These changes require a significant shift in thinking and action among government departments.”⁹²

Focus group participants identified coastal policies that they feel contribute to the sustainable use and development of coastal areas and, in some cases, assessed whether or not these policies were effective. Many research participants stated that many of the policies implemented at the federal and provincial government level tend to be reactive and deal with issues after the damage has already occurred. Participant’s experiences working with government have led to issues of mistrust towards provincial and federal departments.

“[Provincial and federal departments] don’t work for municipal government. They are not part of the community. They are not directly involved so they don’t have that direct hands-on experience with the problem.” Municipal

At the federal level, many departmental mandates impact and influence coastal management. The Department of Fisheries and Oceans is the main federal agency responsible for coastal areas. The *Oceans Act* and *Canada’s Ocean Strategy* commits to integrated coastal management and give the Minister of Fisheries authority.⁹³ The *Oceans Act* lays out the requirements for oceans and coastal management based on sustainable development, integration and collaboration and precautionary and ecosystem approaches.⁹⁴ The *Fisheries Act* has some coastal jurisdiction, primarily for coastal waters and inland activities that affect fish passage.⁹⁵ The *Fisheries Act* sets out the framework for the protection and management of fisher, fisheries, and fish habitat. Key elements of the *Fisheries Act* affecting land use planning are the habitat provisions that ensure that no activity can result in a net loss of fish habitat.⁹⁶

There is no one provincial department responsible for managing coastal areas. A number of separate departments have duties and responsibilities over coastal areas. Participants identified

⁹² Province of Nova Scotia. 2003. *A Discussion Paper on Community Development*. September 2003.

⁹³ Hynes, N., Graham, J. *Coastal Zone Planning in Nova Scotia*. In: T. Barr and M. Shookner. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia.

⁹⁴ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada.

⁹⁵ Hynes, N., Graham, J. *Coastal Zone Planning in Nova Scotia*. In: T. Barr and M. Shookner. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia.

⁹⁶ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada.

the *Environment Act*, the *Wilderness Areas Protection Act*, the *Beaches Act*, and the *Wildlife Act* as provincial Acts that address coastal issues.

The *Environment Act* is administered through the Department of Environment and Labour. The department is responsible for the health of the Nova Scotia environment. The *Environment Act* does not directly protect salt water but does regulate water resource management, industrial land use and effluent discharge and environmental impact assessment.⁹⁷ The Department of Environment and Labour is also responsible for protected areas under the *Wilderness Areas Protection Act*, although only seven of these contain coastal areas.⁹⁸

The *Beaches Act* regulates the removal of sand, gravel, stone or other material from a beach. A permit is required to construct a path, trail, or road, build a structure or use a vehicle on a beach.⁹⁹ The *Wilderness Areas Protection Act* applies to Crown lands with provisions for adjacent private lands. Section three of the Act defines land to include waters covering the land. Section 17 prohibits the acquisition of mineral rights, forestry or aquaculture development, power lines and agriculture or development.¹⁰⁰ Nova Scotia Department of Natural Resources is responsible for administering the *Wildlife Act*. Under the *Wildlife Act* the Department of Natural Resources has the authority to designate wildlife management areas, which can include areas of coastal habitat such as coastal islands.¹⁰¹

Participants recognized the important role that municipalities have in the sustainable use of coastal areas. It was well recognized that Nova Scotia's municipalities have power over coastal development through the *Municipal Government Act*. This allows them to develop municipal planning strategies and zoning by-laws that regulate land use.¹⁰² Sections of the *Municipal Government Act* outline what municipalities can regulate through land-use bylaws. Municipalities can assign buffers for non-disturbance setbacks; erosion and sedimentation control; lot sizes; excavation and infilling of land or floodplains; and performance standards. Municipalities also have authority to zone individual properties as hazard land and prohibit development. Hazard lands include floodplains, steep slopes and marshy and other unsuitable land.¹⁰³

Provincial *Subdivision Regulations* set up the process to divide land in Nova Scotia, controlling the relationship between buildings and water on private land. These regulations serve as the template for all municipal subdivision by-laws and are provincially binding. The use of this regulation in terms of coastal management isn't always realized as one participant remarked.¹⁰⁴

⁹⁷ Ibid.

⁹⁸ TIANS. 2004. Sustainable Coastal Strategy for Tourism. Visioning Workshop – Information Package.

⁹⁹ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada.

¹⁰⁰ Ibid.

¹⁰¹ Ibid.

¹⁰² Hynes, N., Graham, J. *Coastal Zone Planning in Nova Scotia*. In: T. Barr and M. Shookner. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia.

¹⁰³ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada.

¹⁰⁴ Ibid.

“The Municipal Government Act has been amended so that at any time you have a subdivision of land on the coastline, you can require dedication of coastal areas. Municipalities now have the ability to capture a waterfront area, whether it be on the ocean or on a lake, which has never happened before...It’s one of those nicely kept secrets.” Municipal

The various policies related to coastal management reflect multiple jurisdictions. The multi-jurisdictional regulations result in a difficult and frustrating process for individuals seeking information regarding area specific coastal issues. Through the *Municipal Government Act*, municipal government has the right to undertake land-use planning strategies and development of a comprehensive municipal plan. Planning was viewed as something essential to the sustainable management of coastal areas in Nova Scotia.

9. The Role of Planning in Coastal Management

“Without a comprehensive vision, it is just going to continue to be piecemeal, piecemeal, piecemeal. And politically, economically, socially, that is just a destructive process.” Community

Municipalities have the authority to undertake municipal planning strategies that address coastal issues yet only 56 per cent of municipalities have them.¹⁰⁵ There is overwhelming support by focus group participants for the development of comprehensive municipal plans that address coastal issues. Participants feel planning represents a process that, when correctly applied, engages citizens in community decisions, providing citizens with an opportunity to be involved in development. The *Municipal Government Act* outlines the responsibility municipalities have in ensuring meaningful public input is undertaken. Part VIII of the *Municipal Government Act* outlines a highly participatory public involvement process at the community level.¹⁰⁶

Planning is seen as a means of producing a comprehensive vision for future municipal development. It is seen as a means of addressing many coastal issues in a manner that supports community involvement. It is not apathy on the part of municipal governments for not undertaking planning processes. It relates to a lack of capacity to undertake complicated planning exercises and a lack of provincial support for capacity-related issues such as planning experience and technical support. Lastly, financial barriers often prevent municipalities from completing comprehensive planning exercises or enforcing the existing land-use bylaws.

“Proper planning – integrated planning – is a must. But to go along with that, there has to be enforceable bylaws. There has to be some support for that enforcement.” Community

When done properly, coastal management plans can be powerful documents. They can help bring together a variety of stakeholders such as government, private sector, and community activities related to the coast.¹⁰⁷ Coastal planning is about developing policies, plans and programs that have an underlying goal of ensuring the sustainable use and development of coastal areas. The policies, plans and programs have to be strategic in the sense that they look to the future and are integrative in nature involving a variety of stakeholders.¹⁰⁸ Strategic coastal planning attempts to set broad, long-term objectives and defines the structures and approaches required to achieve them. It is an ongoing, flexible process that addresses changing municipal needs over time and is able to adapt as needed.

Research participants stress that any coastal management document has to be open to change. A planning document is seen as a living document reflecting the realities of a community or communities. It has to address existing economic conditions and be able to plan for future economic diversification.

¹⁰⁵ Weiss Reid, J. 2004. Researching the Role of Communities in Integrated Coastal Management in Nova Scotia. Independent Research Project Prepared in partial fulfilment of a Master of Planning at Dalhousie University, Halifax, NS, Canada.

¹⁰⁶ *Municipal Government Act*. R.S.N.S.

¹⁰⁷ Kay, A., Alder, J. 1999. *Coastal Planning and Management*. Spon Press. New York, NY, U.S.A. Pp. 375.

¹⁰⁸ Harvey, N., Caton, B. 2003. *Coastal Management in Australia*. Oxford University Press. Melbourne, Victoria, Australia. Pp. 342.

“We’ve got to be very careful in our planning to ensure that we do not unintentionally dispose of economic opportunity that has been available in our region.” Municipal

Nova Scotia municipalities have an advantage in developing coastal strategies due to provisions outlined in the *Municipal Government Act*. While the majority of municipalities engage in some form of land-use planning, coastal planning is quite different. Traditional forms of planning, such as town or regional planning often have distinct boundaries. Coastal planning has the problem of identifying how to work with the land-sea interface. For example, development controls for residential development on a stable rocky coast may need to incorporate different principles, compared to similar controls on a fragile dune coast.¹⁰⁹

“Planning needs to include an assessment of what the present state of the municipality is. This includes examining issues of water and land ecosystems and human use patterns. It should include a social, economic, and environmental inventory.” Community

In municipalities without current plans there is a lack of understanding of the current state of the land. It is difficult to begin to devise a coastal strategy without being aware of the complete nature of coastal issues, development needs and community objectives. Municipalities that have completed coastal strategies can serve as educators for those municipalities who are eager to begin the process but are not sure how to complete a coastal management plan.

Research participants argue that planning exercises that restrict coastal area designation to the land and sea interface is limiting. It is important to ensure planning that encompasses coastal watershed approach. With this in mind, municipalities are limited in their ability to work on a watershed scale. However, the *Municipal Government Act* allows governments to have joint planning strategies. The *Act* allows for two or more municipalities to establish joint planning advisory committees.¹¹⁰ The *Act* also permits councils from two or more municipalities to adopt a mutually binding inter-municipal planning strategy.¹¹¹ The provisions within the *Municipal Government Act* provide the means for municipal cooperation in developing watershed-based guidelines for coastal areas.

While planning is very important to the majority of focus group participants, some people also spoke about the need to go beyond planning and work towards developing an Integrated Coastal Management strategy (policy) for the entire province. Integrated Coastal Management (ICM) integrates the different agencies involved in coastal management. Implemented at the provincial level, it would clearly assign standards applicable to every region of Nova Scotia. Several community-based focus group participants stressed the need for province-wide ICM. This concept is explored in the next section.

¹⁰⁹ Ibid.

¹¹⁰ *Municipal Government Act*. R.S.N.S. 1998. s. 200 (1,2)

¹¹¹ *Municipal Government Act*. R.S.N.S. 1998. s. 201 (1, 2) cited in Weiss, Reid, J. 2004. *Researching the Role of Communities in ICM in Nova Scotia*. School of Planning, Dalhousie University. Halifax, NS, Canada.

9.1 Integrated Coastal Management - Sustainability in Practice

“There needs to be an integrated plan that looks at the economic and cultural aspects of the coastline as well as the environmental and spiritual. This integrated policy would recognize the intrinsic value of land for its own sake.” Community

Integrated Coastal Management (ICM) implies a conscious management process that acknowledges the interrelationships among most coastal and ocean uses and the environments they potentially affect.¹¹² Research participants recognize the absence of provincial ICM. The current fragmented approach to examining coastal issues in the province results in lack of coordination between federal, provincial, and municipal departments. Integrated Coastal Management at the provincial level would improve coastal management efforts within Nova Scotia by providing provincial standards relating to the sustainable use and development of coastal areas.

Integrated Coastal Management would cover five areas including: a) inland areas, which affect the oceans via rivers and non-point sources of pollution; b) coastal lands, wetlands, and marshes; c) coastal waters, where the effects of land-based activities are most apparent; d) offshore waters, out to the edge of national jurisdiction; and e) high seas, beyond the limit of national jurisdiction.¹¹³ An important factor of ICM is the inclusion of inland areas - including upland watersheds, the shoreline and unique landforms such as beaches, dunes and wetlands. This form of management is intended to overcome the fragmentation inherent in single-sector management approaches such as fishing operations, oil and gas development and municipal planning.¹¹⁴

Integrated Coastal Management for Nova Scotia works towards achieving the sustainable use and development of coastal and marine areas. This type of provincial policy would work to reduce the vulnerability of coastal areas and their inhabitants to natural hazards and maintains essential ecological processes and biological diversity in coastal areas. At the provincial level, standards impose a level playing field for all municipal units. Integrated Coastal Management would assess the implications of coastal developments, conflicting uses, and interrelationships among physical processes and human activities, and it would promote linkages between different stakeholders and jurisdictional areas.

Implementing ICM at the provincial level requires inter-departmental and inter-governmental (horizontal and vertical) cooperation between municipal, provincial and federal governments.¹¹⁵ Working within the *Municipal Government Act*, there are provisions that lead to the adoption of province-wide ICM. A Statement of Provincial Interest (SPI) would indicate that the province is beginning to address coastal management concerns in Nova Scotia in an integrated way. (see next section)

¹¹² Cicin-Sain, B., Knecht, R. 1998. *Integrated Coastal and Ocean Management: Concepts and Practices*. Island Press. Washington, D.C., U.S.A. Pp. 517.

¹¹³ Ibid.

¹¹⁴ Ibid.

¹¹⁵ For more information about this type of intersectoral action, see the reports: *Intersectoral Action...Towards Population Health AND Intersectoral Action (ISA) for Health Toolkit: Case Studies*. Report of the Federal/Provincial/Territorial Advisory Committee on Population Health. 1999 & 2000. Both available online at: <http://www.phac-aspc.gc.ca/ph-sp/phdd/resources/index.html>

10. Adopting a Statement of Provincial Interest related to Coastal Management

In the *Municipal Government Act*, the province has no zoning power and cannot require municipalities to adopt an official plan. However, the province does have the authority requiring that new planning must abide by any Statements of Provincial Interest (SPI) that are created. These may include matters such as: protection of the environment & natural resources (such as in agriculture or forestlands) or investments. (e.g. for sewer and water facilities) Within the defined area of a SPI, the Minister can indicate permitted activities and a municipality cannot issue permits contrary to the order. The *Municipal Government Act* provides for the adoption of additional statements in the future where the province believes a Statement is necessary to protect its interests.¹¹⁶

Emerging from the Coastal Coalition of Nova Scotia's "Changing the Tides Workshop," held November 5-7, 2004, was the prospect of a SPI targeting coastal management. The Coastal Coalition of Nova Scotia is interested in using a Statement of Provincial Interest as one way of increasing awareness of the importance of protecting coastal areas in Nova Scotia. Current efforts of the Coastal Coalition are focused on raising awareness of coastal management through municipal-level stakeholders.

Under the *Municipal Government Act*, current SPIs recognize the importance of Nova Scotia's land and water resources. The statements serve to address issues related to the future growth of communities. They are intended to serve as guiding principles to help provincial government departments, municipalities and individuals in making decisions regarding land use. They are supportive of the principles of sustainable development.¹¹⁷ Any development undertaken by the province and municipalities should be reasonably consistent with the statements. The statements are general in nature and provide guidance rather than strict standards and are intended to reflect the diversity found in the province and do not take into account all local situations. They are to be applied with common sense and "thoughtful, innovative, and creative application is encouraged."¹¹⁸

Research participants were asked how their community-based organization or municipal government would feel towards the adoption of a Statement of Provincial Interest regarding the sustainable use and development of coastal areas. Results varied significantly between community-based and municipal-based participants. Community-based participants are generally in favour of adopting a SPI.

¹¹⁶ Stewart, P., Rutherford, R., Levy, H., Jackson, J. January 2003. *A Guide to Land use Planning in Coastal Areas of the Maritime Provinces*. Oceans and Environment Branch, Maritimes Region Department of Fisheries and Oceans, Bedford Institute of Oceanography. Dartmouth, Nova Scotia, Canada. Pg. 78-79.

¹¹⁷ *Municipal Government Act*. R.S.N.S.

¹¹⁸ *Ibid*. Schedule B. Statement of Provincial Interest

“It would set a tone, from the province that this is something important. And it would, I think, give us a little bit more clout if we are lobbying our councillors, or our own municipality to tackle municipal plans and say, “Look, the province has adopted a Statement of Provincial Interest on coastal planning. Obviously it is important on a provincial level so why is our municipality dragging its heels? Why can’t we be a leader?” Community

Municipal participants viewed a SPI relating to coastal management with a greater degree of skepticism. Statements of Provincial Interest are viewed as suggested guidelines and unless they are rigorously enforced, they are not effective.

“Let me put to you this way, it doesn’t do anything to us because half the time they don’t implement those statements. They have no teeth. A Statement of Provincial Interest with no teeth and no enforcement ability, and no money to implement it, will not be effective.” Municipal

Municipal research participants did not indicate that a SPI was a bad idea but that it requires measures assuring it is actually applied on a provincial level. Both municipal and community-based participants feel strongly that the process of developing a SPI needs to involve the cooperation of all municipalities. It is important that the SPI reflect a bottom-up approach. Research participants want the SPI to discuss the positives and be forward thinking. The SPI has to be enforceable, easily implemented and easily understood.

Coastal stakeholder collaboration is crucial for effectively developing the SPI. To encourage a high degree of collaboration, participants want to see the Union of Nova Scotia Municipalities (UNSM) take a lead position. The development component is best handled through building partnerships with the Union of Nova Scotia Municipalities. There is opportunity for the Coastal Coalition of Nova Scotia to work more closely with the Union of Nova Scotia Municipalities in terms of community collaboration and promoting the involvement of all municipal government units.

11. Recommendations

Project recommendations are based on the viewpoints of participants. The five recommendations emerging from this research project reflect the concerns raised by participants and build on the themes resulting from focus group discussions. They are intended to address critical areas of need to support the desire to ensure the sustainable use and development of coastal areas in Nova Scotia.

Recommendations resulting from the 2005 RCIP Rural Policy Forum reflect a degree of similarity to those emerging from this research project.¹¹⁹ The Rural Policy Forum provided the initial push to begin a research project examining the role of municipalities in coastal area management in Nova Scotia. Recommendations are listed in order of importance as identified by focus group participants:

Recommendation One: Work to address non-resident land ownership in Nova Scotia

Overall

Research participants reflected growing frustration on the provincial government's failure to react to non-resident land ownership. Voluntary Planning's report on Non-resident land ownership provided a province wide perspective on the matter. Recommendations were made but were not acted on.

Provincial Role

Limiting the amount of land that non-residents would be able to purchase would require provincial legislation.

Municipal Role

Strengthening municipal planning strategies provides community input on the type of growth and development individuals wish to see. Municipalities must require public access points to the coast in new waterfront subdivisions.

Recommendation Two: Increase provincial support for municipal planning and the development of municipal planning strategies

There is overwhelming support from both municipal and community-based participants for the development of comprehensive planning strategies that include coastal areas. This is important to consider since many current municipal planning strategies do not include coastal areas. Planning is viewed as an effective way to address coastal area management and it is a process that allows for public consultation - leading to empowered citizens and communities. The economic, social and environmental costs of recent "one-off" events such as Hurricane Juan, coupled with the constant and cumulative costs of sea-level rise and storm surges serve as a wake-up call for the need to develop municipal planning strategies that incorporate coastal management.

¹¹⁹ Barr, T. and M. Shookner. 2005. Rural Policy Forum Report, February 17-19, 2005. Rural Communities Impacting Policy (RCIP) Project, Nova Scotia. Available online at: <http://www.ruralnovascotia.ca/policyforum2005.asp>

Recommendation Three: Create a province-wide Coastal Secretariat

Citizens find it difficult to effectively deal with coastal issues because of the multiple jurisdictions involved. For already stressed volunteers and citizens, establishing a “single point access” for people to get and share information, obtain financial support and take action is a clear solution. The provincial government must take a lead role in creating a Coastal Secretariat with broad coastal stakeholder representation.

Recommendation Four: Increase community and government capacity

Effective planning leads to better, more coordinated coastal area management initiatives. Lack of education, training and volunteer burnout all get in the way of coastal management efforts. Capacity building and education at the community and government levels will work to raise awareness of coastal management issues.

The Coastal Coalition of Nova Scotia and the Coastal Communities Network are two organizations that provide support for community-based groups. These two organizations do a high level of work assisting in capacity building for community-based organizations and government. Capacity building and education activities will demonstrate how the desire for development and economic expansion can be met while at the same time promote the sustainable use and development of coastal areas. These activities will also provide a forum where government-level officials can network and become more involved with community-based organizations.

Recommendation Five: Develop a province-wide Integrated Coastal Management Strategy - including a Statement of Provincial Interest for coastal area management

Implement an Integrated Coastal Management strategy (ICM) at the provincial level - this requires inter-departmental and inter-governmental (horizontal and vertical) cooperation between municipal, provincial and federal governments. Working within the *Municipal Government Act*, there are provisions that lead to the adoption of province-wide ICM. A Statement of Provincial Interest (SPI) implemented at the provincial level would indicate that the province is beginning to address coastal management concerns in Nova Scotia in an integrated way.

The SPI should be the result of province-wide municipal engagement. A SPI will provide a coordinated mandate at the provincial level to support local coastal area management initiatives. The means of enforcement should also be attached to any SPI regarding coastal management.

The Union of Nova Scotia Municipalities (UNSM) needs to take a lead role in providing opportunities for municipalities to identify what they want to see included in the SPI. It is important that the development of a Statement of Provincial Interest reflect a bottom-up approach and include the needs of all Nova Scotians. There is opportunity for the Coastal Coalition of Nova Scotia to work more closely with the Union of Nova Scotia Municipalities in terms of coastal stakeholder collaboration and promoting the involvement of all municipal government units.

Recommendation Six: Conduct further research

Perceptions of Coastal Management

There is a need to include a much broader range of stakeholders in the discussion. Specifically, the participation of the insurance industry, land developers and major economic agents is important when discussing coastal management strategies. Future research is required to document how these groups perceive coastal management.

Social, Economic and Environmental Impact of Nova Scotia's Coasts

A broader range of economic, social and environmental data and information needs to be available to coastal stakeholders. The Coastal Coalition of Nova Scotia must collaborate with current data providers (e.g. Coastal Communities Network, Nova Scotia Community Counts, GeoNova, Bay of Fundy Marine Resource Centre) to determine data and information needs and accessibility.

12. Conclusion

After numerous focus groups with municipal councillors, planners and members of community-based organizations, it is clear that there is a strong desire for the development of coastal management strategies in the province. Municipal planning is viewed as a primary tool for achieving sustainable coastal management. There is frustration in municipal areas where no planning is currently being undertaken and praise in areas that have become provincial leaders in coastal planning. Most research participants agreed that many of the serious coastal issues within communities can be addressed through municipal planning exercises.

The economic, environmental and social costs of recent “one-off” events in the southern United States such as Hurricane Katrina have demonstrated the need for effective coastal management strategies. Likewise, Nova Scotians won’t soon forget damages resulting from Hurricane Juan in October 2003 that equated to over \$100 million in environmental and material damages in Halifax Regional Municipality alone.¹²⁰ Comparable to these “one-off” events, coastlines in Nova Scotia are affected every year by sea level rise and storm surges.¹²¹ Money invested by the province to enhance municipal planning capabilities of rural municipalities will greatly reduce future public payouts resulting from erosion, storms and sea level rise which threaten life and property. Through effective planning, municipalities can chart their own course and begin to address their coastal needs. The development of provincial policies like a Statement of Provincial Interest (SPI) is one option for asserting a province-wide level of coastal management. Such a SPI must reflect the voices of municipal units across the province. A united front will ensure a common voice is heard and in-turn lead to the greatest chance of acceptance.

Community-based groups have been leading the charge for an Integrated Coastal Management strategy and are ready to offer support for municipal governments facing uncertainties in coastal management. Removing communication barriers and increasing public involvement in municipal planning exercises leads to mobilized and empowered communities. Including community-based organizations is important, but including land-developers, insurance agencies and major economic agents is also important to ensure planning decisions reflect a variety of stakeholder opinions. Focus group participants feel that a broader viewpoint is needed for coastal management discussions. Encouraging a multi-stakeholder approach in future coastal management research and action is strongly recommended.

Coastal communities along the South Shore appear to be resolved to address coastal management issues. Nova Scotia has the opportunity to lead by example in sustainable coastal management - support is well-established at the ground level. Province-wide recognition, support and capacity towards the importance of coastal areas will turn the tide and ensure the long-term sustainability of Nova Scotia’s most important asset – its coastline.

¹²⁰ http://www.halifax.ca/environment/climate_smart.html

¹²¹ The 2004 Standing Committee on Economic Development in Nova Scotia stated the following regional example for coastal damage NOT covered by insurance: 2003 Province-wide flooding has cost \$27 million and counting. More information available from: <http://www.gov.ns.ca/legislature/COMMITTEES/Economic2004.pdf>

Appendix A - Interview Guide

1. What does the sustainable use and development of coastal areas mean to you?
2. What do you feel are the coastal issues in your region?
3. What do you see as the role of municipalities/community-based organizations in engaging in the sustainable use and development of coastal areas?
4. What do you see as the barriers/challenges to the sustainable use and development of coastal areas in your region?
5. What do you see as the opportunities to the sustainable use and development of coastal areas in your region?
6. What is the role of planning to ensure the sustainable use and development of coastal areas?
7. What policies do you know of to help promote the sustainable use and development of coastal areas in your region?
8. Do you feel these policies are effective?
9. How open would your municipality/community-based organization be to adopting a Statement of Provincial Interest regarding the sustainable use and development of coastal areas?
10. Is there anything else you would like to add to this discussion regarding the sustainable use and development of coastal areas in your region?

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