SKEENA-QUEEN CHARLOTTE REGIONAL DISTRICT

BY-LAW NO. 199

Being a By-Law to confirm and ratify the preparation of an Official Community Plan under Division (1) PART 29 of the "Municipal Act".

WHEREAS it is enacted by Division (1) PART 29 of the Municipal Act that the Board may have community plans prepared or revised from time to time, which plans may be expressed in maps, reports, or any combination thereof;

AND WHEREAS, the Board has caused the Community Plan to be prepared as aforesaid and it is deemed expedient to authorize, ratify and confirm the preparation thereof by by-law and identify the same as the plan so prepared;

AND WHEREAS, the Board has examined the aforesaid plan according to the requirements of Section 948 of the Municipal Act and the plan has been found to comply;

NOW THEREFORE, the Board of directors of the Skeena-Queen Charlotte Regional District in open meeting assembled, enacts as follows:

1) The Text and maps attached hereto and made part of this By-Law is hereby designated as the Official Community plan for the settlement of Dodge Cove.

2) This By-Law may be cited as the "Official Community Plan of Dodge Cove, No. 199, 1989".

READ A FIRST TIME THIS 28th day of July, 1989.

READ A SECOND TIME THIS 24th day of November, 1989.

READ A THIRD TIME THIS 26th day of January, 1990.

RECONSIDERED AND ADOPTED THIS 25th day of May, 1990.

Public meeting held November 9th, 1989.

Chairman

Secretary

Certified a true copy of By-Law No. 199, cited as the "Official Community Plan of Dodge Cove No. 199, 1990".
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## THE OFFICIAL COMMUNITY PLAN

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The community of Dodge Cove is situated on a cove on the east coast of Digby Island across the harbour from the city of Prince Rupert (see Map 1). The majority of the settlement is built along a narrow north-south strip about 900 meters long. Isolated dwellings are also found both on the north and south end of the community.
DODGE COVE HISTORY

Human activity in Dodge Cove has been traced over more than 5000 years. The area was used as both a seasonal fishing camp and a wintering location by Tsimpsean Indians. Several archeological sites have been identified from this period of which the most significant is on Elizabeth Point.

The cove was named in honour of George Dodge who surveyed the Prince Rupert harbour. In the early 1900's the area was settled by Norwegian fishermen who called their community Norwegian Village. During the depression years several families moved to the settlement to 'dodge' high taxes in Prince Rupert. Soon Dodge Cove became the popular name to describe both the community and the cove.

In 1912 a quarantine hospital was built on Dodge Island by the Department of Immigration which had anticipated a great influx of settlers to the region following the completion of the Grand Trunk Pacific Railway to Prince Rupert. Immigration turned out to be much lower than anticipated and the hospital only had a total of 5 patients during its years of operations. The site was a popular destination for picniers in the 1920's and 30's. The ruins of the hospital still stand.

Ever since Ed Wahl established a boatyard shortly after World War I, small boat building and repair shops have been an important component of the community. The Wahl boatyard was the most famous; it built over 100 boats before it was finally closed in 1981.

A one room school operated in Dodge Cove until 1971. The building was purchased by the Dodge Cove Recreation Society for $1.00 in 1989 for use as a community centre.

DODGE COVE IN 1989

In January 1989 the Dodge Cove Improvement District (DCID) requested that the Regional District prepare an Official Community Plan for the settlement. The boundaries for the Dodge Cove Community Plan area (as shown in map II) were determined at an DCID meeting in May and were approved by the board in the same month.

The key issue that lead to the initiation of the planning process was the proposed relocation of the Digby Island airport to either Toby Point, Parizeau Point or Casey Cove. Any such relocation would have a major impact on the lifestyle of Dodge Cove residents who currently have no vehicular access. Other issues include sewage and garbage disposal and dock maintenance.
In June 1989, all 35 Dodge Cove households responded to a questionnaire that was designed to determine a community profile. The following background information to the community plan reflects the conditions experienced by residents in 1989. Such profiles should be done periodically to ensure that the community plan reflects the wishes of future residents.

Figure I: Population Change in Dodge Cove & Prince Rupert, 1966-1989

Figure I shows that since 1971 the population of Dodge Cove rose or declined in a manner parallel to the Prince Rupert population. The sharp decline in population from 1966 to 1971 came at a time when the population of Prince Rupert was increasing. This was likely due to changes in household size after the Dodge Cove school closed in 1971. Unless new lots are developed, any population change will be the result of either changes in household size or the vacancy rate in Dodge Cove. The high level of home ownership by residents (76% compared to 58% in the Regional District) may help buffer the community from any extreme fluctuations in population.

A large number of households in Dodge Cove could be characterized as young families. The only groups underrepresented (compared to the provincial average) are teenagers and those older than 65. From comparing the 1983 and 1989 profiles (figure II) it appears that families leave Dodge Cove when their children reach their teens or after retirement.
Most households (74%) were initially attracted to Dodge Cove because of the unique lifestyle it offers. Such a lifestyle might be described as 'rural marine' and is characterized by a closeknit community, quiet slow-paced living on large lots having easy access and a view to salt water.

Adult Population 19-64 years : 58
Employed June 30: 52(fulltime)
: 18(parttime)
Commuting to Prince Rupert : 22 (42%)
Most Common Occupation : 20 fishers

Figure III: Occupations of Dodge Cove Residents, 1989

The marine orientation of the community is also evident in the occupation of residents (fig. III). Over 60% of adults work at least part time in marine occupations such as fishing, boat repairs or on the docks. Fishermen living in the community have the convenience of being able to walk to their boats, which in many cases can be docked next to their property. There are several small boat shops in Dodge Cove that serve both local fishermen and others from Prince Rupert.

Most households are financially well off: over half of households have net incomes over $45,000. Property owners (76% of households) choose to live in Dodge Cove by choice rather than by economic necessity. Affordable accommodation is more important for renters with half earning less than $10,000. Map 3 shows the current pattern of land ownership in Dodge Cove. The federal crown land administered by the CBC and all foreshore and salt water are outside the jurisdiction of the community plan.

Other than expansion or building of new boat repair shops, few business ventures are being planned for Dodge Cove in the next few years. Most residents would like to see a small store operating in the community. Cottage industries and small marine orientated businesses are also viewed favorably by residents while any operation causing pollution of any type (noise, air, water or visual) are opposed.

Currently, services to Dodge Cove are provided by many different agencies. Residents are most satisfied with hydro and telephone services and dissatisfied with garbage and sewage disposal for which no organized services exist. Many residents indicated that they would be willing to contribute to some sort of sewage and garbage disposal system.

All dwellings within Plan 1442 have water service provided by the Dodge Cove Improvement District. The DCID acts as the local government with three elected trustees ensuring the water system continues to meet the needs of residents. Dodge Cove is represented by the Electoral "A" director on the Skeena-Queen Charlotte Regional District Board.
Currently, a playground and a large deck are maintained on the old school lots by a Recreation committee. At one time a park reserve was created on Lot 193 adjacent to Casey Cove. This site, Hospital Island and Elizabeth Point are used by residents for recreation purposes. See Map IV for current land use in Dodge Cove.

At present, transportation services in Dodge Cove are limited. A one lane gravel road maintained by the Department of Highways runs from Casey Cove at the south of the community to Lot 41 of Plan 1442. A footpath extends north from Lot 41 to the dwellings on Lot 7321. This path continues to Crippen Cove. There are no paths connecting to the airport ferry road. At the south end of the road a pathway extends to the CBC transmitter site on Parizeau Point and continues to the CBC dock at Elizabeth Point. Another pathway goes from the playground to Mt. Comblain and on to a lake used for skating.

The road does not have a foundation that permits regular use by cars and trucks. Any possible improvements to the road will be hindered by both the limited 12 meter right of way and the necessity to relay the waterline. Most residents use their own small boats to travel to Prince Rupert. The limited thrice weekly water taxi service from downtown Prince Rupert to Dodge Cove is not a viable alternative for the 22 people who commute daily. On schooldays the twice daily water taxi service allows Dodge Cove children to attend schools in Prince Rupert.

The majority of residents park their motor vehicles at Fairview Bay in Prince Rupert. Inadequate parking at Fairview Bay has been identified as a problem for more than 10 years now.

In December 1988 Transport Canada agreed to provide funds for relocating the airport ferry road provided that the service would run every half hour for 16 hours every day. Such regular ferry service is supported by 69% of Dodge Cove residents and opposed by only 16% (the remaining 15% were unsure). The most favored location for a possible relocation is Toby Point (44%) followed by those supporting a landing at Parizeau Point (25%).

While residents generally welcome the convenience and opportunities that would result from improved ferry service, they also want to maintain their existing lifestyle by restricting vehicular access. 35% of residents felt that the best way to limit access would be to have a parking area built near, but not connecting to, the existing road. Another 23% felt that the best way to restrict access would be to limit the road to 1 lane. A sizeable proportion of residents (19%) did not want to see any connection from the existing road to any new ferry road.

Residents had concerns that the improved ferry access might result in an unwelcome increase in non-resident visitors which may in turn lead to an increase in vandalism and disrupt the existing community atmosphere. On the other hand, regular ferry service could eliminate the three things that residents most dislike about living in Dodge Cove: crossing the harbor in small boats during stormy weather, poor access to Prince Rupert and the need to use a wheel barrow to transport goods.
DODGE COVE IN THE FUTURE

The type of community Dodge Cove will be in the future largely depends on what sort of transportation link it will have with Prince Rupert. In the near future (within 20 years), unless Prince Rupert experiences some unforeseen rapid growth, any improved transportation link will be in the form of improved ferry service rather than a bridge link. A range of possible futures are represented schematically in figure IV.

DODGE COVE TODAY

NEW ferry service

NO new ferry service

Scenario 'A'

Existing Site

Tobey Point

Scenario 'B'

Casey Cove

Scenario 'C'

Parizeau Pt.

Scenario 'D'

Scenario 'E'

Figure IV: Possible Dodge Cove Futures

The major factor impacting Dodge Cove will be whether or not there is a new improved ferry link. If not, the future may be represented by circle A. If there is a ferry link its impact on Dodge Cove will vary depending on where it is located. Scenario B will result if the existing location is used for a more regular improved service. Scenario C represents a Tobey Point landing, Scenario D at Casey Cove, and Scenario E a landing at Parizeau Point. The closer the circles are to each other, the more similar the represented future scenarios will be.

The community plan addresses issues that may stem from any developments resulting from improved ferry service. Stage One of the plan applies to scenario A which assumes no major change in ferry service to Digby Island. Stage Two of the plan applies to the remaining scenarios. Maps V, VI, VII and VIII, reproduced from the plan, each correspond with one of the scenarios.

SCENARIO A: No new ferry link

With no new ferry access Dodge Cove will not likely experience any significant changes. Some existing dwellings may be replaced by newer, larger structures and three new houses could be built on existing vacant lots. No new subdivisions would be likely because of the prohibitive cost of building the required sewer system. The population would likely fluctuate between 75 and 100 people, varying with changes in average household size. Map V represents land use for this scenario.
SCENARIOS ASSUMING IMPROVED FERRY SERVICE TO DIGBY ISLAND:

Any regular ferry service to Digby Island will make the island an attractive location for the approximately 60 people who currently work at the airport. Others will be attracted by the possibility of owning large lots close to the coastline but still easily accessible to Prince Rupert. This demand for land will eventually have an impact on Dodge Cove in any of these possible futures.

The cost of developing land on Digby Island will decline significantly if supplies and equipment can be brought in from Prince Rupert on trucks. However, the existing road running through Dodge Cove will limit any future development because of the great expense that would be involved to upgrade the road to serve as a thoroughfare. For this reason it is anticipated that any development will only occur on the side of Plan 1442 on which the new ferry access road will be built.

The major expense of any new development will be the provision of sewer service that meets provincial health standards. The existing water system in Dodge Cove could supply an additional 100 households (using the reservoir capacity of 140,000 gallons estimated in 1980 and the "Design Guidelines for Residential Community Water Systems", BC Water Management Branch, 1988). Tying into this existing service will make subdivision costs lower in Dodge Cove than elsewhere on Digby Island.

Even if all services were available, growth in Dodge Cove will still be limited by the limited amount of land that is suitable for development. If the existing low density residential landuse is to be continued, only 15 to 25 lots could be subdivided from crown land that is easily accessible to the existing road and water system. Assuming these lots were developed along with the vacant lots in Plan 1442, with the current household size of 2.6 the future population of Dodge Cove could be expected to grow to somewhere between 140 and 165 people. The population could grow even larger if some of the larger private lots were ever subdivided.

SCENARIO B: Regular Service to Existing Landing (DuVernet Pt.)

In the short term this would have very little impact on Dodge Cove because the community would still have no road access. In this case Stage One of the plan would still apply and land use would follow the pattern shown on Map V. However, with regional growth it is possible that areas near Crippen Cove would be developed for residential use. Eventually there would be pressures from the school board and some residents to build a road linking Dodge Cove to the ferry access road. Once a connecting road is built, the community can follow the Toby Point future land use map (map VI, with the exception of the transportation corridor from Toby Pt. to the existing ferry right of way).
SCENARIO C: New Ferry Landing at TOBEY POINT

Even with regular ferry service to Tobey Point, residents will not have immediate vehicular access to the ferry. Initially the trail on the hydro right of way could be improved until funds became available for a connector road. Such a road would likely be built shortly after the new ferry road because it would result in substantial savings for the school board in busing children to Prince Rupert. A parking area would be recommended near where the connector road meets the existing road. Residents could use this area to park their vehicles while repairs were made on the north end of the existing road so that it could accommodate at least limited vehicular traffic. The parking area would also allow residents to park their vehicles at a location other than their lots. Given the narrow right of way on the existing road, no street parking would be possible.

With a ferry landing at Tobey Point, future land use could follow the pattern shown in Map VI.

SCENARIO D: New Ferry Landing at CASEY COVE

A ferry landing at Casey Cove would have a similar impact on Dodge Cove as one that would land at Tobey Point. The difference would be that the connector road and thus any future development will happen in the south rather than the north side of the existing community (see Map VII). It is likely that the connector road will be built at the same time as the new ferry access road so that the impact of the ferry landing will be felt sooner than it would at the Tobey Point site.

SCENARIO E: New Ferry Landing at PARIZEAU POINT

If a new ferry landing is built at Parizeau Point, the access road will cross the existing Dodge Cove road, resulting in an immediate impact on the community. The existing road would soon be unusable if unrestricted vehicular access was allowed before necessary upgrading was completed on the road. For this reason, a parking area should be provided at the intersection of the two roads to help reduce the use of the Dodge Cove road until it is able to handle vehicular traffic. Any repairs that limit access to the road should be commenced at an early stage, before residents become accustomed to the convenience of vehicular access.

Map VII shows recommended future land use given a Parizeau Point ferry landing.
THE DISTANT FUTURE

Looking far into the future means looking at trends in the larger society. For Dodge Cove, the most significant impacts will come from changing technologies for waste management and transportation. Even if no new ferry service was implemented, the development of small scale, inexpensive sewage treatment units might allow Dodge Cove to grow. New lightweight vehicles using a variety of different fuels may reduce the need to rebuild the Dodge Cove road.

Continued pressure on land in other parts of the continent, coupled with improved transportation and communication technology, may increase the value of land in Dodge Cove. This would result in increased pressure for further development no matter what the cost of sewage treatment facilities may be.

And, of course there is always the possibility of a bridge to Prince Rupert...
Statutory Approval

Under the provisions of section 946 of the MUNICIPAL ACT

I hereby approve Bylaw No. 199 of SKEENA-QUEEN CHARLOTTE REGIONAL DISTRICT a copy of which is attached hereto.

Dated this 11h day of APRIL, 1990

Minister of Municipal Affairs, Recreation and Culture
Contour Interval: 10 Feet

Map 1: DODGE COVE COMMUNITY PLAN AREA
SKEENA-QUEEN CHARLOTTE REGIONAL DISTRICT
SECTION ONE: OBJECTIVES

1.0 It is the objective of the board in this plan to:

1.1 promote a healthy, safe and convenient community;

1.2 assist, wherever possible, in promoting a sense of pride in the community by fostering and supporting the involvement of citizens in the overall development of the community;

1.3 accommodate future development that can be serviced without undue cost and disamenity;

1.4 promote a network of local roads with adequate parking facilities that is acceptable to the community;

1.5 identify, protect and/or regulate areas that are subject to hazardous conditions or that are environmentally sensitive to development, including the Dodge Improvement District watershed map reserve as shown on map 2 hereto;

1.6 coordinate, communicate and work cooperatively with all senior government agencies, the Dodge Cove Improvement District, the Dodge Cove Recreation Society and the City of Prince Rupert that have an interest in the community;

1.7 encourage all owners of waterfront property to follow the necessary legal requirements of obtaining a foreshore lease from the Prince Rupert Port corporation.

1.8 encourage the Prince Rupert Port Corporation to provide notice to the Board of any request for foreshore leases within Dodge Cove and thereby allow for any public input to any such lease prior to approval by the Port Corporation;

1.9 recognize the importance of the plan, its reflection of the community and also to recognize that plan amendments may be required as circumstances change;

1.10 encourage the development of a parking facility at either end of the road in Plan 1442 instead of widening and rebuilding the road to highway standards.
SECTION TWO - PLAN STAGES

2.0 It is the policy of the Board that at the outset this plan is to show two stages and that:

2.1 the current stage of the plan as shown on map 3 hereto be the only plan that represents current stage plan policy and that this apply until it is deleted from the plan after the location of the future Digby Island ferry terminal and approach road have been determined when;

2.2 the appropriate second stage map in the plan shown on either map 4 or map 5 or map 6 hereto is enacted to show second stage policy and those second stage maps not applicable are deleted from the plan.
Map 3:
Stage 1
FUTURE LAND USE

- Transportation
- Residential
- Rural
- Open Space
- Watershed Map Reserve

Map 4:
Stage 2
FUTURE LAND USE (with levy to TOBEY PI)

- Transportation
- Residential
- Rural
- Open Space
- Watershed Map Reserve
SECTION THREE - LAND USE POLICIES

3.0 To help achieve the objectives of this plan it is the policy of the board to:

3.1 apply all land use policies set out in this section of the plan to the appropriate designations on maps 3, 4, 5 and 6 as referred to in Section Two of this plan;

LAND USE

GENERAL

3.2 include in each category of designation both existing and proposed land uses;

3.3 consider allowing those uses legally existing at the time of the enactment of the zoning bylaw to be zoned to render them conforming uses regardless of the designation of land in this plan;

3.4 consider allowing accessory uses, home occupations, home industries as well as bed and breakfast in conjunction with other uses;

RESIDENTIAL

3.5 consider in the Residential designation that all anticipated housing needs for the next 5 years are met by infilling existing serviced vacant small lots and by creating some new lots providing that the Improvement District can supply a sufficient volume of water meeting Provincial health standards without reducing the quantity of water available for fire protection and that any sewage disposal systems for these new lots meet Provincial health standards;

3.6 allow on land designated Residential primarily single family residential with one dwelling unit per lot on lots large enough to safely dispose of all effluent generated on that lot;

COMMERCIAL

3.7 allow one commercial site for a small scale retail use with a maximum area of 2000 square meters (one half acre) adjacent to the parking facility, the location of which is shown on Map 4, 5 or 6 of this plan but such commercial site shall not be allowed until the exact location of the parking facility, ferry terminal and approach road have been determined and shall be allocated on a first come first serve basis but the creation of any new lot is conditional on the Improvement District being able to supply a sufficient quantity of water meeting Provincial health standards without reducing the quantity of water available for fire protection and that any sewage disposal system for any new lot meet Provincial health standards;
LIGHT INDUSTRIAL

3.8 consider further small scale light industrial uses provided the location is near the parking area as shown on Map 4, 5 or 6 of this plan and provided that the said use can be justified and would not adversely affect the land or adjacent lands but such industrial lands use shall not be allowed to develop until the exact location of the parking facility, ferry terminal and approach road have been determined but the creation of any new lot is conditional on the Improvement District being able to supply a sufficient quantity of water available for fire protection and that any sewage disposal system for any new lot meet Provincial health standards;

WATERSHED

3.9 prevent the use or development of land in the area designated "Watershed Map Reserve" in an effort to protect Improvement District water quality and quantity;

RURAL

3.10 allow residential use of land designated rural at a density no greater than one dwelling unit per 16 hectares (40 acres) but the creation of any new lot is conditional on any sewage disposal system for any new lot meeting Provincial health standards;

OPEN SPACE

3.11 allow the area designated as open space to be used for park, recreation and water utility uses;

PARKING AREA

3.12 encourage the Ministry of Transportation and Highways to locate the parking facility as shown approximately on Maps 4, 5 or 6;

HERITAGE

3.13 encourage the protection and conservation of heritage sites within the area;

MISCELLANEOUS

3.14 not to include policies respecting agriculture, sand and gravel deposits and waste disposal sites in plan because there are none known in the plan area.

3.15 urge the design and construction of a sewage collection system with an adequate ocean discharge to reduce the health hazard arising from the pollution of the Dodge Cove foreshore area.
IMPLEMENTATION OBJECTIVES

4.0 It is the policy of the Board to:

4.1 implement the objectives and policies of this Official Community Plan as illustrated in figure 1;

4.2 support the Dodge Cove Community Plan Committee to provide the Board with advice on planning matters with advice on planning matters within Dodge Cove.

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**Figure 1: Implementation of the Dodge Cove Official Settle**
INTRODUCTION

The Municipal Act provides for the preparation of official community plans which apply to unincorporated communities under the jurisdiction of a regional district board. An official community plan contains "a statement of broad social, economic and environmental objectives to be achieved by implementation of the plan and a statement of the policies of the regional district board on the general form and character of the future land use patterns in the area covered by the plan".

Although regional district boards use official community plans as the basis for the preparation and adoption of land use regulating bylaws they are not obligated to undertake any project that is proposed in these plans. A regional district board or the trustees of an improvement district can not adopt a bylaw or construct works which are contrary to an official community plan.

Where provisions of the Plan concern matters beyond the jurisdiction of the Board, the senior levels of government are requested:

a) to regard them as the considered wishes of the community and the Board; and
b) to use them as guidelines wherever possible for making decisions which affect the community.

COMMUNITY PLAN BOUNDARIES

The Dodge Cove community plan area is within the Skeena-Queen Charlotte Regional district as illustrated on Map 1.

At present there are no known subsurface resources in the plan area, however, administration of subsurface tenures is a provincial responsibility.
Dodge Cove Official Community Plan

Skeena-Queen Charlotte Regional District