Project Plan – Lake Kipawa Concerted Development Plan

Purpose of Document

The purpose of the present document is to provide an accurate framework for the preparation of the Lake Kipawa Concerted Development Plan. A brief historical background will allow understanding the origin of this Concerted Development Plan. The following sections explain the necessary steps for its successful implementation.

Historical Background

Lake Kipawa is richly endowed with biological species, beautiful landscapes and social diversity. It has been occupied since time immemorial by First Nations and later by settlers who profitably developed its resources.

In the early 1980's, the reported precariousness of the lake trout stock lead the ministère des Loisirs, de la Chasse et de la Pêche (MLCP*) to declare a regional administrative moratorium on the development and increase of the outfitters' accommodation capacity. The purpose was to limit the fishing pressure.

Later in the mid- 1980's, the agreement was applied to the whole cottaging sector.

Following an agreement between the Ministry of Natural Resources (MRN) and FAPAQ in February 2001, the implementation of this agreement involved the identification of areas whose main wildlife characteristics imposed adjustments to recreational and tourism development. The criteria established to identify these areas were: recognition of local populations and users, wildlife potential, outfitters' accommodation capacity, level of tourist traffic, occasional users and interest for wildlife (wildlife related celebrations, spawning ground stocking or development, etc.) and importance of constraints related to development (scarcity of public lands, number of private cottages, etc.).

In April 2009, as part of the Regional Plan for Public Land Development (PRDTP), Lake Kipawa was designated as an area of wildlife interest and a moratorium was declared on cottaging development. Eleven additional lakes in Abitibi-Témiscamingue also have this status.

Different major problems have lead to the designation of Lake Kipawa as an area of wildlife interest: wildlife potential, paramount use by First Nations, outfitters' accommodation capacity, importance of tourist traffic, constraints related to development (scarcity of lots suitable for development), importance for local communities, etc. These problems required adjustments to new developments.

The implementation of a Concerted Development Plan supported by a Consultative Committee is considered the preferred way to lift the moratorium. Ensuring that existing wildlife characteristics are maintained is an implicit condition.

*list of acronyms is at the end of the document

Scope and objectives

The ultimate goal is to draft a Concerted Development Plan that would be the result of a literature review on the issues affecting Lake Kipawa and a collective reflection by all actors concerned. The territory to be covered by the Concerted Development Plan includes Lake Kipawa itself and a few satellite lakes (Grindstone, Mungo, MacLauchlin among others, at the Red Pine Chute level) surrounded by a 300 metre shoreline buffer strip, corresponding to the area of wildlife interest identified in the Public Land Use Plan (PATP).
For all the potential uses of the lake, the government expects the different land and resources management practices to be adapted in a way that will contribute to maintaining the wildlife potential and a management framework supporting the wildlife-based resources. More particularly, it should be noted that lake trout is a species to be protected for its attractiveness for anglers.
The present Project Plan will serve as a guideline for future actions to be carried out for a successful consultation process. The expected deliverables, timeframes and budget evaluation will all be fundamental elements addressed in the following sections.
To oversee the development of this plan, the Quebec government has allocated funds through the Regional Board of Elected Officials of Abitibi-Témiscamingue (CRÉ-AT), following a recommendation by the Regional Commission on Natural Resources and Public Lands (CRRNT) – $75,000 – and the Témiscamingue Regional County Municipality (MRCT) – $25,000.

The initiative to develop the plan came from the MRCT. The latter will ensure its elaboration in close partnership with the Témiscamingue watershed organisation, aka OBVT. The OBVT's mandate mainly consists in drafting the plan, drawing a profile of the territory, consulting with the actors to identify the concerns, issues and desired objectives, as well as proposing actions. The MRCT will work jointly with the OBVT at implementing the Lake Kipawa Concerted Development Plan and related activities, notably on the elements that are outside the OBVT's expertise. The MRCT is responsible for the plan's approval at the end of the process. It will then be submitted to MRN for final approval. The implementation will be done in partnership between the MRN and the MRCT.

Project Deliverables

The project's main deliverables are as follows:

- A profile of the territory highlighting the resources and specific characteristics to be preserved;
- The development issues and objectives resulting from the consultation (we will distinguish the individual objectives as expressed by the population and the organisations from the collective objectives, which take into account the documented issues such as threats on fish populations, drawdown zones, etc.

- The lake's vocations
- A lakeshore zoning plan taking into account the lake's potential development
- Regulations regarding the issuance of land rights
- An action plan

The core of the project, represented by the definition of the issues, objectives and the lake's vocations, allows preparing a realistic lakeshore zoning plan. It derives from the literature review, various meetings and the general consultation (see Communication and Consultation section).

Project Follow-up & Regulatory Compliance

Steering Committee

Each important step of the Lake Kipawa Concerted Development Plan (as identified in the protocol and funding agreement between the CRÉAT, MRCT and OBVT) will be validated by the Steering Committee. This committee is comprised of the organisations funding the process and the OBVT and includes:

- Tomy Boucher, Assistant Director General, MRC de Témiscamingue (MRCT),
- Claude Massé, Management Unit Director, Ministry of Natural Resources (MRN),
- Jean-François Turcotte, Development Officer, Regional Board of Elected Officials of Abitibi-Témiscamingue (CRÉAT),
- Norman Young, Mayor, Municipality of Kipawa,
- Ambroise Lycke, Director General, Organisme de bassin versant du Témiscamingue (OBVT),
- Thibaut Petry, Project Manager, OBVT.

A first draft of each document will be sent one or two weeks prior to the final draft deposit, then the Steering Committee provides comments and, if need be, a meeting may be organised to validate the modifications.

Consideration of Laws, Regulations and Administrative & Normative Frameworks

The Lake Kipawa Concerted Development Plan will be drafted in compliance with existing laws. The application of the lakeshore zoning plan is the municipalities' responsibility while the other regulations are under the MRCT's jurisdiction. MRN remains the public land manager.

During the drafting of the PRDTP, Lake Kipawa was classified separately. A total of 12 lakes were classified as areas of wildlife interest in Abitibi-Témiscamingue. Interim measures were applied to cottaging development on each one of them, but additional restrictions applied to Lake Kipawa.
All criteria for designating areas of wildlife interest were strongly represented on this lake, which lead to more sustained restrictions than on the other areas of wildlife interest. Private cottage development was granted on certain lakes of wildlife interest, but not on Lake Kipawa.

The PRDTP is the support for the basic rules that will need to be applied for the lake's development.

Communication and Consultation

To sum it up, the line of conduct will be the same throughout the process:
Consultation with the actors, drafting of different documents by the OBVT, validation by the Users Consultative Committee, approval at each step by the Steering Committee (progress reports).
The scheduled dates appear in Appendix 1, but the key steps are summarised as follows:

Media Communication

Regional medias have already announced the intention to create a Concerted Development Plan for Lake Kipawa even before the project started (*La Frontière*, December 18, 2012; *Le Reflet*, January 9, 2013; *Radio-Canada*, January 8, 2013, etc.).

Nevertheless, a press conference will be organised with the major regional medias to:

- officially announce that the project has started, that a project manager was hired for one year at the OBVT and that he is encouraged to participate in the consultation activities;
- announce a general public information and consultation meeting.

Through this press conference, the general public will be invited to attend the information and consultation meeting. Radio and newspaper advertising will also allow disseminating the information on the general meeting.

It is important to mention that people wishing to voice their concerns and expectations will have an opportunity to do so at this meeting as well as through a survey.
The press conference could be held in the week of March 27.

Consultation

In addition to being based on available literature on the lake's main issues, the Concerted Development Plan relies on the efficient and comprehensive recording of the concerns of both the public and various organisations. The consultation method is as follows:

- Public consultation through the general meeting
- Survey to collect remaining concerns
- Users Consultative Committee mandated to closely follow-up on the different steps of the plan's development
- Specific meetings will be held with municipalities, First Nations and organisations wishing so or representing a particular issue to be clarified.

Considering that certain actors on the territory are English speakers, the general information and consultation meeting will be held in both languages. Furthermore, the letters of invitation,

the survey questionnaire, the present Project Plan and the final Lake Kipawa Concerted Development Plan final will also be translated to English. For logistical and budgetary reasons, the Users Consultative Committee meetings and other documents will be in French only.

During the process, should conflicts or major disagreements arise between the actors and if the OBVT cannot resolve them, the MRCT will be responsible for re-establishing an appropriate working atmosphere to ensure the smooth conduct of the activities.

- **General information and consultation meeting**

The general meeting will include 3 major steps:

- Presentation of the process
- Creation of a Users Consultative Committee comprised of the large user groups and administrative managers
- Consultation with general public through workshops

- **Broad consultation: Survey**

The survey will include a few general questions to gather the concerns and objectives of the actors on the territory. It will be sent with the invitations for the general information and consultation meeting. It will also be handed out at the meeting and will be available on the OBVT Web site. The public and organisations will thus have about one month to answer it, i.e. about two weeks before the general information and consultation meeting and two weeks after such meeting.

- **Users Consultative Committee**

The purpose of this committee is to bring out the concerns of all the actors around the lake. The sharing of arguments, of each one's objectives and explanation of points of view will allow a clear insight of all perspectives to emerge. This joint process will not lead to a decision, but it is rather aimed at preparing the ground for it. Only the elected officials can apply the final decision and this decision will integrate the consultation's outcome.

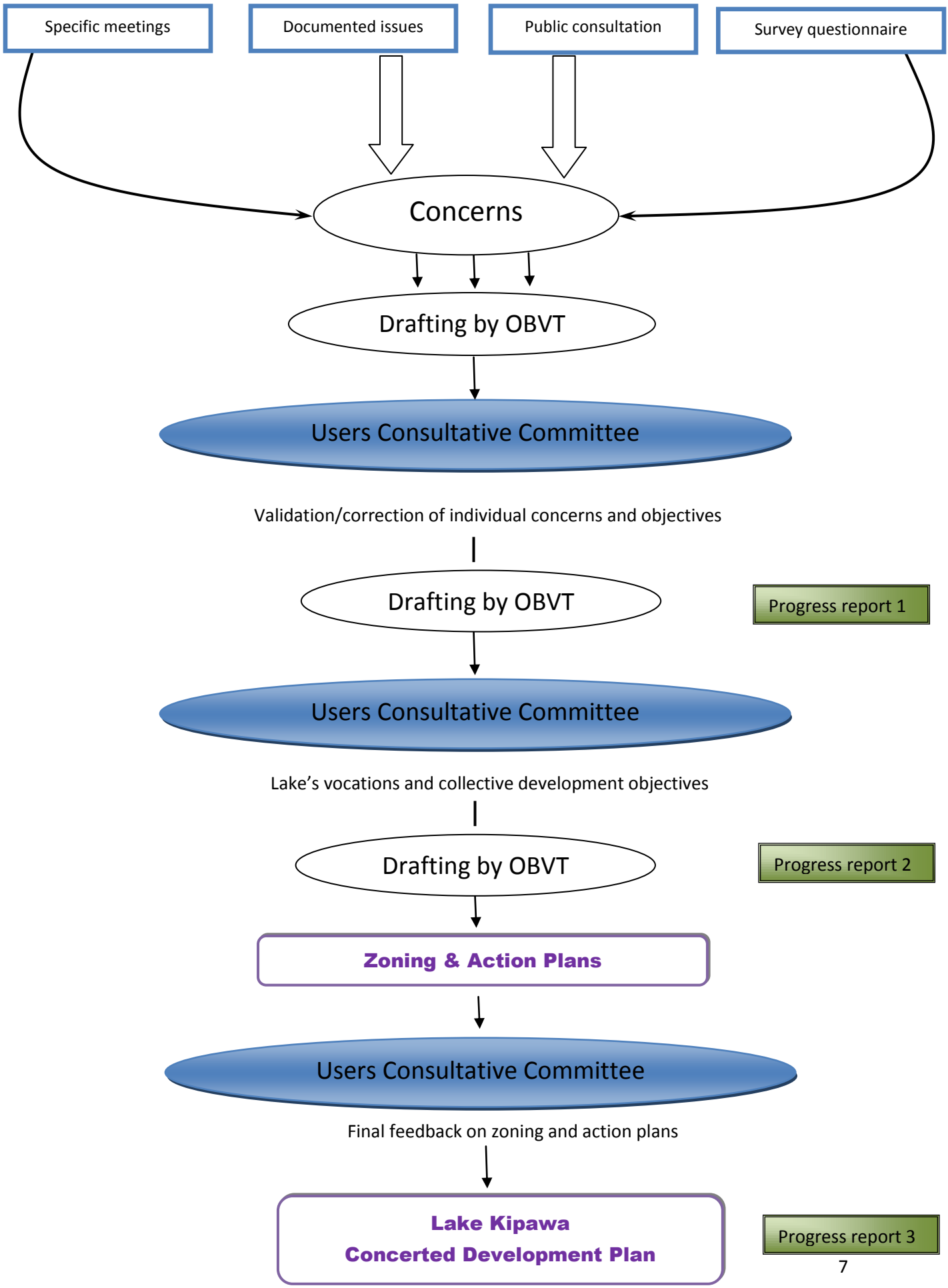
The major groups represented on the Users Consultative Committee are the following:

- municipalities (Kipawa, Témiscaming, Béarn and Laniel),
- First Nations (Eagle Village and Wolf Lake),
- economic sector (APAT, SDT, forest companies, mining companies, hydroelectric, etc.),
- environmental and community organisations (APART, CREAT, shoreline owners associations, kayakers and canoeists, AGZAT, etc.),
- government departments and SEPAQ representatives as resource persons.

The complete list of identified users to be consulted around the lake will be validated by the MRCT and MRN, and more users can be added by the local actors.

Ideally, a group of some fifteen participants would be advisable in order to ensure an efficient functioning of the committee. A total of 3 meetings is planned to allow commenting the different drafting steps of the Concerted Development Plan:
- end of May: 1st meeting of the committee members and comments on the initial concerns gathered through the general public meeting, the specific meetings and the survey; this will lead to identifying the different actors' concerns, individual development objectives and intentions
- July: consultation on the issues, concerted development orientations, collective objectives and vocations of Lake Kipawa
- October: consultation on the zoning plan and action plan; this will allow drafting the last progress report and the Concerted Development Plan.

The major steps of the process are illustrated in the following flowchart.


Specific meetings
Documented issues
Public consultation
Survey questionnaire
Concerns
Drafting by OBVT
Users Consultative Committee
Validation/correction of individual concerns and objectives
Drafting by OBVT
Progress report 1
Users Consultative Committee
Lake's vocations and collective development objectives
Drafting by OBVT
Progress report 2
Zoning & Action Plans
Users Consultative Committee
Final feedback on zoning and action plans
Lake Kipawa
Concerted Development Plan
Progress report 3

Aboriginal Involvement

From the very beginning of the process, the Wolf Lake and Eagle Village First Nation communities will be approached for a presentation on the process and to invite them to take part in the consultation activities. An individual meeting will also be proposed to explain the process. The MRN has confirmed that only these two communities occupy the territory around the lake and must be consulted as part of the process.

The MRN has the legal obligation to directly and specifically consult each community regarding the Lake Kipawa Concerted Development Plan. Furthermore, the communities will be invited to participate in the elaboration process of the Lake Kipawa Concerted Development Plan with the other actors so that they may, if they so wish, bring their views from the outset of the process. However, even if the communities do take part in the consultation processes, the MRN must still consult them in a specific manner. An English letter explaining this situation will be drafted by MRN at the beginning of the process and sent to the communities. A copy of this letter will be provided to the OBVT.

Summary Schedule and Budget

Major Steps

- March 11, 2013: approval of Project Plan
- March 27, 2013: press conference
- April 18, 2013: general public information and consultation meeting
- June 28, 2013: first progress report (including profile of territory, development potential, individual objectives)
- August 31, 2013: second progress report (including the lake's problematics, issues, development objectives and vocations)
- November 29, 2013: third progress report (including lakeshore zoning plan, development and action plan targets)
- End of December 2013: Lake Kipawa Concerted Development Plan
- January 31, 2014: final project report

See Appendix 1 for details on the sequence of the steps required to meet the above timeframe.

Costs

The costs forecast budget is presented below.

BUDGET ITEMS	Comment	Allotment
Human resources	According to OBVT wage policy, project manager and director general	$64,000.00
Travel expenses		$5,000.00
Office logistics	Includes rent, phone, Internet, photocopier, computer, stationary, etc.	$5,000.00
Communication and promotion		$5,000.00
Translation	Simultaneous translation for the general meeting and written translation of documents	$13,000.00
Consulting fees	Graphic artist, facilitator, Web programming	$5,000.00
Meeting logistics	Meals, room rental, etc.	$3,000.00

Plan Structure and Format

The Plan is directly based on the criteria required by MRN, which criteria were based on the PRDTP. The Plan will include the main following sections:

1) Issue-based Profile of the Territory

1-1 Location and description of Lake Kipawa
1-2 Land use
1-3 Faunal population status
(Fishing quality, habitat quality, economic spinoffs)
1-4 Shoreline condition
1-5 Sites of various interests
(Beaches, observation sites, marshes, etc.)
1-6 Habitats requiring protection and fragile sites
1-7 Access to the lake
1-8 Constraints and specific problems
(Ex: drawdown, moratorium, waste management, etc.)
1-9 Existing agreements

1-10 Regulatory instruments and existing planning tools

2) Individual Needs/Issues Assessment

2-1 Municipalities
2-2 Outfitting businesses and other service companies
2-3 Forest entrepreneurs
2-4 Vacationers/cottagers
2-5 Fishing associations
2-6 Aboriginal people
2-7 Etc. (dams, occupants without land rights)

3) Collective Objectives to be Achieved

4) Consultation Method

5) Lake Kipawa's Vocations

6) Maximum Development Capacity

7) Shoreline Zoning Plan

8) Land Rights Issuance Rules

9) Action Plan

List of acronyms :

- AGZAT : Association des gestionnaires de zecs d'Abitibi-Témiscamingue
- APAT : Association des pourvoyeurs d'Abitibi-Témiscamingue
- APART : Association pour l'avenir des ressources Témiscamiennes
- ATRAT : Association touristique régionale de l'Abitibi-Témiscamingue
- CCU : Comité de concertation des utilisateurs
- CPRRO : Commission de planification de la régularisation de la rivière des Outaouais
- CREAT : Conseil régional de l'environnement de l'Abitibi-Témiscamingue
- CRÉAT : Conférence régionale des élus d'Abitibi-Témiscamingue
- CRRNT : Commission régionale des ressources naturelles et du territoire
- FAPAQ : communément appelé la Société de la faune et des parcs
- MLCP : Ministère des loisirs, de la chasse et de la pêche
- MRCT : Municipalité régionale de comté de Témiscamingue
- MDDEP : Ministère du développement durable, de l'environnement et des parcs
- MRN : Ministère des Ressources naturelles
- OBVT : Organisme de bassin versant du Témiscamingue
- PATP : Plan d'affectation du territoire public
- PRDTP : Plan régional de développement du territoire public
- PRDIRT : Plan régional de développement intégré des ressources et du territoire
- SÉPAQ : Société des établissements de plein air du Québec
- SDT : Société de développement du Témiscamingue
- TCF : Territoire à caractère faunique