

Date: May 8, 2015

File No.: GM 6500-20
Gambier OCP Review

To: Gambier Island Local Trust Committee
For the meeting of June 18, 2015

From: Aleksandra Brzozowski, Island Planner

CC: Courtney Simpson, Regional Planning Manager

Re: Gambier Island Official Community Plan (OCP) Review

Purpose

The purpose of this report is to provide the Local Trust Committee (LTC) with the draft Project Charter and Communications Plan for the Top Priority Gambier Official Community Plan review project.

Project Background

A review of Gambier's Official Community Plan (OCP) was placed as Priority #4 on the Top Priorities work program at the February 12, 2015 LTC meeting.

For information regarding background and relevant policy and land use considerations, please refer to the reports presented at the March 26, 2015 and May 7, 2015 LTC meetings.

Draft Project Charter

Staff has prepared a draft Project Charter for the OCP Review project, breaking the project into two phases – an Engagement phase and a Bylaw Amendment phase.

The Engagement Phase comprises background research and information gathering, mapping to assist discussion, and engagement with the community, other agencies, and First Nations on identified topics. Once prospective bylaw amendments are identified, the project will move into the Bylaw Amendment Phase.

The Bylaw Amendment Phase comprises the regular bylaw amendment process – drafting of bylaws, revisions, referrals, official readings of the bylaw, consultation, public hearings, and adoption.

Both the Engagement and the Legislative phases have the same Objectives and Scope.

Project Charter Draft Objectives

Staff has drafted four draft objectives for the project, and solicits any feedback on these objectives.

In Scope & Out of Scope

Based on previous discussion with the LTC, the following is drafted as in scope for the project:

- Policies regarding the current Wilderness Conservation (Crown) lands
- Park and trail prioritization
- Shoreline protection
- Updating OCP schedules based on more current mapping data
- Review of Development Permit Areas (including Riparian Areas Regulation)
- Protection of archaeological and cultural sites
- Review of advocacy policies
- Policies to promote economic development
- Policies to support the revitalization of New Brighton

Also in scope are housekeeping matters such as adding needed definitions, updating Ministry titles, and removing typographical errors.

The Wilderness Conservation land use designation is the only land use designation that has been identified as warranting review; as such, review of land use designations in general is Out of Scope.

Also noted as out of scope are issues that fall under the authority of other agencies, and issues concerning operations on the island (e.g. maintenance of trails or roads), and discussions regarding density (save possibly for New Brighton).

Milestones and Work Plan

The milestones and work plan are divided out into the two phases.

For the Engagement Phase, the first items on the work plan focus on gathering data to use during stakeholder engagement and to provide background information for the bylaw amendment content.

Part of this information gathering stage includes both an Island Profile and a Crown Land Profile. The Island Profile will compile information about both the ecosystems and the community on Gambier Island through the lens of land use planning. This Island Profile will also feature research on Gambier histories and interests from the Squamish and Tsleil-Waututh Nations. The Crown Land Profile will compile information and various interests found on the Crown land on Gambier. A Crown land profile is to be completed in 2016-2017 by Trust Area Services (TAS) as part of their larger project; however, TAS supports the LTC pursuing the Crown Land Profile project with the intention to better serve the LTC with land-use planning information.

The next milestone in the Engagement Phase focuses on stakeholder engagement. Stakeholders for this project include agencies such as the Sunshine Coast Regional District, the Ministry of Transportation, the Ministry of Forests, Lands and Natural Resource Operations, as well as all the neighbourhoods and community organizations that make up the Gambier Island community. Staff proposes that the LTC pursue online engagement and contract a firm experienced in this type of engagement.

Stakeholder engagement is proposed to take place by topic, and engagement will be tailored to best suit the consultation needs of each topic.

Bringing together the information gathered in the early part of the project and the results of the stakeholder engagement, Staff will conduct an analysis of the entirety of the Engagement Phase

and introduce next steps for the Bylaw Amendment Phase, including an outline of draft amendments.

The milestones and work plan for the Bylaw Amendment Phase unfold in the regular manner using the legislative process with bylaw drafts, engagement with First Nations, First Reading, referrals to agencies and the APC, consultation with the public, Second Reading, further public consultation, Third Reading, and approval by the Executive Committee and the Ministry of Community, Sports, and Cultural Development.

Project Charter Budgets

There is \$10,000 allocated in the 2015/2016 budget for this project. The Engagement Phase draft Project Charter details the proposed expenditures, including hiring a contractor for the Crown Land Profile. Another item in the budget is \$5,000 to contribute to an Archaeological Overview Assessment in partnership with the Squamish Nation.

An additional amount of funding is available for staffing to address the shortfall in in-house staffing for the remainder of 2015, and could be used to hire a consultant for communications work for the Gambier OCP review.

Currently, there is no budget for the Bylaw Amendment Phase of the project. Staff anticipates that a \$3,000 budget will be requested for the 2016/2017 to see the LTC through the legislative process, which will include meetings for the Advisory Planning Commission.

Communications

Goals of communication for this project include informing and engaging property owners, relevant agencies, First Nations, and others identified as having an interest. This engagement is needed to ensure that relevant bylaw objectives, policies and regulations are adopted that meet the needs of property owners and other regulatory agencies both in the present and into the future.

Communications with property owners will be an important part of this project and may require unique approaches. There is no one convenient meeting location for property owners, and no newspaper that would be likely to reach the majority. Communications may include a combination of direct mail-outs, the Islands Trust website, an email list, online surveys, or receipt of input via mail or email. Community Information Meetings (CIM) may be held on Gambier in various locations; for example, a meeting may be scheduled for North or West Vancouver, as the majority of property owners live in these locations.

Due to staffing changes in the Northern Office, direct staffing resources for the remainder of 2015 will be more limited than anticipated when the LTC set this project as a work program priority. However, the short staffing in the office offers increased budget for external consultants, and management is willing to allot a good portion of this budget to the Gambier OCP review project. Online engagement is an area of communication not often pursued in the Islands Trust due to its high demand on human resources to create and monitor websites, message boards, and/or forums. The LTC could regard this staffing challenge as an opportunity to contract professionals in public consultation who have experience in online engagement. Planning staff would oversee and manage the contract, ensuring that the particular needs of the LTC and the Gambier community are met.

The external contract would be managed by Planning Staff, from the Request for Proposals through the oversight of the work. Contracted staff would be responsible for preparing and

distributing communication materials, as well as compiling a final report at the end of the consultation period.

Staff anticipates that the bulk of resources for progressive communications work will occur in the Engagement Phase of the project, and that the Bylaw Amendment Phase will follow a more straightforward consultation approach.

Staff has prepared a draft Communications Plan for the Engagement Phase of the OCP Review (attached). This Communications Plan lays out the anticipated schedule of communication with the public and agencies, and the key messages intended for each item of communication.

First Nations Engagement

The Province's Consultative Areas Database identifies the Squamish Nation and the Tsleil-Waututh Nation as having Aboriginal rights in the project area. At the May 7, 2015 business meeting, the LTC passed a formal resolution to engage in early and ongoing consultation with both First Nations.

Part of the proposed Project Charter work plan is sharing information with the two First Nations. The Squamish Nation is exploring the creation of a Marine Use Plan for the Howe Sound area and will likely have data that could prove useful for land use planning purposes. The Tsleil-Waututh Nation has employed a bioregional planning approach to the area in past initiatives. The Squamish Nation has also expressed interest in pursuing an Archaeological Impact Overview for Gambier Island, which, if affordable, would be a major item on the project work plan in the early part of 2016.

There is a funding opportunity through the Union of BC Municipalities (UBCM) to support events between First Nations and local governments with the aim to advance tangible outcomes that will advance relationships between the parties. On May 7, 2015, the LTC passed a resolution directing staff to investigate and prepare an application for the Community to Community funding to support engagement with the local First Nations regarding discussion of the Official Community Plan for Gambier Island. At the time of writing this report, Planning staff have been liaising with the Grants Administrator and the two First Nations to submit an application to the UBCM.

Project Priority

This project currently sits at #4 on the Priority Project list, meaning that the other three priority projects – Foreshore Protection, Riparian Areas Regulation, and Implementation of OCP Advocacy Policies – take precedence for Staff and Trustee workload.

With the sinking of the HMS Annapolis, the Woodfibre LNG environmental assessment process nearing completion, and the BURSCO environmental assessment set to take place in summer, Staff recommends moving this project to Priority #3 on the Top Priorities list.

Project Resources

As noted earlier in this report, staffing resources are reduced for the remainder of 2015. This project charter and communications plan takes this situation into consideration. The Northern Office does have a summer student planner who has been assigned to assist with the Gambier

LTC work program; the summer planner will assist with the research for the Island Profile in the later half of the summer.

External contracts will be pursued to assist with compiling technical information for the Crown land profile, and with the public engagement work.

Project Roles

Stakeholder engagement at the information and consultation level will be the joint role of Planning Staff and the LTC.

Stakeholder engagement at the political level will be the role of the LTC. Bodies that will likely require direct political engagement are the Sunshine Coast Regional District, First Nations, FLNRO, and community organizations.

RECOMMENDATIONS:

That the Gambier Local Trust Committee:

1. Endorse the draft Project Charter as amended; and,
2. Endorse the draft Communications Plan as amended.

Prepared and Submitted by:

Aleksandra Brzozowski

June 1, 2015

Aleksandra Brzozowski,
Island Planner

Date

Concurred in by:

David Marlor

June 9, 2015

David Marlor, RPP MCIP
Director, Local Planning Services

Date

Attachments:

- 1) Draft Project Charter
- 2) Draft Communications Plan