



# STAFF REPORT

---

**Date:** March 11, 2015

**File No.:** GM 6500-20  
Gambier OCP Review

**To:** Gambier Island Local Trust Committee  
For the meeting of March 26, 2015

**From:** Aleksandra Brzozowski, Island Planner

**CC:** Courtney Simpson, Regional Planning Manager

---

**Re: Gambier Island Official Community Plan (OCP) Review**

## Preliminary Report

The purpose of this report is to provide the Local Trust Committee (LTC) with staff analysis of first steps for the Top Priority Gambier Official Community Plan review project.

## Project Background

---

An Official Community Plan (OCP) is the overarching land use planning document for an island, outlining the community's goals and policies regarding land use, environmental protection, and community services. Section 877 and 879 of the *Local Government Act* requires that an OCP include statements and map designations respecting a number of land use topics, and enables the local government to include policies on a range of topics. OCPs also provide the enabling foundation for regulatory measures in the Land Use Bylaw. An OCP review is an opportunity to assess whether policies in the plan are in need of revision.

Part 1 of the Gambier OCP notes that the OCP should be reviewed in its entirety every five years. While plans in the Islands Trust often go longer than five years between review, there remains an effort to monitor the age of OCPs for the main islands. This OCP Review project was originally brought forward by Local Planning Services, identifying the 2002 plan as warranting review after 12 years. 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.

In previous years, the LTC has expressed a desire to pursue a comprehensive plan for the area that would holistically address cross-jurisdictional issues such as road networks and forest tenure in Crown land; such a project has been on the Projects List since 2010. Staff recognizes that there remains trustee desire to apply a comprehensive planning lens to this OCP review as appropriate.

## **Project Objectives**

---

At present, objectives for this project have not yet been set.

## **Relevant Policy and Land Use Considerations**

---

### Trust Council Strategic Plan

This project will potentially work toward a number of objectives identified in the current Trust Council Strategic Plan:

- 1.1.3 Improve and update mapping of natural and modified environments, including terrestrial ecosystem mapping, protected area networks, nearshore mapping and areas under sustainable forestry or sustainable agricultural use.*
- 1.3.4 Improve mapping of additional riparian areas in Gambier Local Trust Area.*
- 1.3.7 Adopt new bylaws to implement Riparian Areas Regulation on all Lasqueti and Gambier watersheds.*
- 3.3.2 Amend Official Community Plans to include new policies for water resource protection.*
- 4.3.1 Amend Official Community Plans to include affordable housing policies.*
- 4.4.1 Amend Official Community Plans to include food security and farmland production policies.*
- 5.1.4 Implement First Nations liaison improvements at an informal political level.*

A related Strategic Plan item that impacts the Gambier Island OCP review is a new item introduced in September 2014, “Negotiate a new protocol agreement and letter of understanding with the Ministry of Forests, Lands, and Natural Resource Operations”. Trust Area Services has begun work on this item; status on this item is discussed later in this report.

### Trust Policy Statement

At the stage of draft bylaw development, the Islands Trust Policy Statement will be referred to in detail to ensure that all resulting amendments are in compliance with it. At consideration of First Reading, a completed copy of the Policy Statement Directives Checklist will be presented to the LTC to determine that the amending bylaw is not contrary to or at variance with the Islands Trust Policy Statement.

### Islands Trust Fund:

The Memorandum of Agreement between the Gambier Island Local Trust Committee and the Trust Fund Board, 1996, identifies that Local Trust Committee bylaws will be referred to the Trust Fund Board when they may have an impact on the responsibilities of the Board. The Memorandum of Agreement only requires referral of draft bylaws, but staff will recommend that the Trust Fund Board is notified earlier in the process to solicit input and identify any relevant goals and objectives in the Regional Conservation Plan.

### Regional Conservation Plan:

The Regional Conservation Plan 2011-2015 identifies Gambier Local Trust Area for a high conservation focus, due to high amounts of unprotected high relative biodiversity composition values. The 2011-2015 Regional Conservation Plan sets a goal to protect 15% of Gambier LTA

land under conservation covenants or as protected nature reserves. Currently, 10.7% of land in the LTA is protected.

#### Bylaw Enforcement:

Staff will recommend that Bylaw Enforcement be notified early in the process to solicit input and identify any relevant goals and objectives in their work plan.

#### Climate Change Mitigation and Adaptation

A new section of the OCP with climate change mitigation and adaptation policies (Part 11 - Climate Change Mitigation and Adaptation) was added to the Gambier Official Community Plan in August 2010.

#### Sensitive Ecosystem, Hazard, Shoreline, or Archaeological Resources

Gambier Island is home to a significant number of sensitive ecosystem features, shoreline features, and archaeological sites. Much of the data gathered for these features is new or updated since the last OCP review and mapping for certain OCP schedules should be updated in turn. Moreover, this geographically specific information will likely inform discussion during the review.

#### 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. These Nations will be engaged early and continually in the project in order to identify their Aboriginal rights in the area and involve them in the project. Preliminary staff-to-staff arrangements with the Squamish Nation have already been established to share data and information.

Staff advises that these First Nations also be communicated with as community stakeholders, especially the Squamish Nation considering that the New Brighton dock was recently divested to their development corporation.

#### Gambier LTC 2014-2018 Term Draft Goals

The Gambier OCP review has the potential to address all nine draft term goals that the LTC set on February 12, 2015:

- Improve & remediate foreshores*
- Preserve sensitive ecosystems*
- Develop rich partnerships with neighbouring First Nations*
- Encourage island-appropriate development*
- Modernize bylaws to better reflect changing communities (Gambier & Keats)*
- Facilitate public access green space*
- Become compliant with Riparian Areas Regulation*
- Preserve Howe Sound*
- Raise profile & credibility of Islands Trust*

## **Project Outcomes**

---

Before embarking on this project, a key first step for the LTC will be to identify the desired outcomes of the Gambier OCP review. Staff notes that discussion of these desired outcomes should also consider their scope and the time estimated to achieve them.

Project outcomes could include items such as: “address community needs that are within the scope of land use planning”, “engage with First Nations”, “adopt policies and regulations to advance the stewardship of coastal areas and marine shore lands”, and “play an advocacy role to help the community achieve goals outside of the Local Trust Committee’s authority, when appropriate”.

## **Project Charter and Communications Plan**

---

First steps for planning staff in launching the OCP review will be to develop a draft Project Charter and Communications Plan for LTC review. Following discussion at the March 26, 2015 meeting regarding the information in this staff report, any particular input the LTC wishes to make regarding scope, stakeholder engagement, or the timeline should be communicated to planning staff.

## **Project Scope**

---

As this review has been triggered by the length of time since the last review, a key question is “Which parts of the OCP remain current and relevant, and which have become problematic?”

A handful of topics have already been recently identified by the community, government agencies, and/or planning staff as potentially in want of review:

- Land uses and policies for the current Wilderness Conservation (Crown) lands
- Park and trail prioritization
- Protection of archaeological and cultural sites
- Shoreline protection
- Updating OCP schedules based on more current mapping data
- Policies to promote economic development
- Review of advocacy policies

There may also be other topics of concern that have not been previously identified. Staff advises consulting with the community at the outset of the project to assess whether the community goals and other specific policies in the OCP continue to reflect the community or are in need of review.

Part of the draft Project Charter will be a delineation of In Scope / Out of Scope. Carefully identifying subjects that should fall out of scope of the OCP review project can be just as important as identifying which topics to review, as this will help to avoid ‘scope creep’ when the project moves forward. For example, Out of Scope items in other project charters have included: “review of density cap and development potential”, “identification of suitable commercial lands”, and “review of bed and breakfast policies”. Staff will be seeking input from the LTC when the Project Charter is presented at a future LTC meeting.

## **Project Timeline**

---

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. However, background work can begin on this project, especially for matters that overlap with the other top priority project work (i.e. RAR measures for Gambier Island, foreshore protection policies for Gambier Island). Staff will provide a more detailed analysis of anticipated workload considerations when the draft Project Charter is presented to the LTC for review.

Due to the cross-jurisdictional communication and coordination required for land use planning on Gambier Island, timing for this project will be a key consideration for discussion. Staff provides the following four updates to assist in preliminary discussions regarding the project timeline.

### **Reviewing the Wilderness Conservation Land Use Designation**

In January 2015, the Gambier Conservancy sent the LTC a request to pursue, in advance of the OCP review, amendment bylaws to review the permitted uses for both the Wilderness Conservation land use designation in the OCP and for the Wilderness Conservation zoning in the Land Use Bylaw. At its February 12, 2015 meeting, the LTC requested staff to provide a report examining the feasibility of a review of Gambier's Wilderness Conservation land use designation as the first item in the OCP review.

Staff has followed up recently on the woodlot situation with both the Squamish Nation and staff at Forests, Lands, and Natural Resource Operations (FLNRO) and has been advised that no movement is expected on the woodlot matter in the coming year. This alleviates some of the immediate urgency anticipated for this issue. In addition, the Ministry of Community, Sport, and Cultural Development recently renewed emphasis on its requirements to consult and follow up on referral responses with both First Nations and government agencies on OCP bylaws. The issue of woodlot use in the Gambier Crown land involves both FLNRO and the Squamish Nation as key stakeholders; as such, any OCP bylaw amendment will require a robust level of consultation and collaboration with both in order to meet the requirements of the Ministry.

Staff recommends that this topic be pursued as a major part of the OCP review. However, this topic should not be completed as a separate item before the OCP review begins, as the expected timeline for completing this OCP amendment will now be much longer than it would have been in previous years. It is more likely that work on this topic will run alongside work on other topics while waiting on engagement and response from the key stakeholders.

### **New Protocol Agreements with Forests, Lands, and Natural Resource Operations**

Trust Area Services (TAS), Forests, Lands, and Natural Resource Operations (FLNRO), and Bowen Island Municipality have committed to amending and consolidating a Letter of Understanding regarding Crown Land. The draft objective for the project is “Formal and consistent consideration of the Islands Trust Object during provincial decisions about Crown Land within the Islands Trust Area”. The draft project scope is to consolidate three letters of understanding and three protocol agreements regarding data sharing, referrals and decisions regarding Crown Land.

Work is set to begin in April 2015 and a draft is expected to go to Trust Council in March 2016. This new protocol agreement should be set in place before drafting bylaw amendments for the Gambier OCP review as the referral process may change as a result of the new agreement.

### Crown Land Profile for Gambier Island

In August 2014, Trust Programs Committee returned a Crown Land Profile project to its priority list after many years of dormancy, and directed staff to assess the resources required to complete it for Gambier, Bowen, and Gabriola Islands. During initial project scoping, TAS staff discovered significant changes since completion of the previous round of reports; mapping technologies have evolved substantially in the last decade as well as expectations for consultation with affected communities (including First Nations). Staff advised that these factors would affect the cost, timing and process for defining and gathering the information as well as the format for the information.

At their February 17, 2015 meeting, Trust Programs Committee approved the Project Charter in principle, but directed staff to defer starting work until after Trust Council clarifies its priorities upon establishing the new Protocol with FLNRO.

### Squamish Nation Marine Use Plan

The Squamish Nation is exploring the creation of a Marine Use Plan for the Howe Sound area. The Squamish Nation is expected to share updated information about their funding for this strategy and anticipated timelines at an upcoming Howe Sound Community Forum meeting. Staff recommends that the LTC and Staff monitor this project to share relevant information and pursue possible synergies.

### Staff Analysis

While some items are not possible to pursue in this coming year, there is a significant amount of background work, community consultation, and review of policies not directly related to Crown land policies that could be done in the current fiscal year.

## **Project Resources**

---

Official Community Plan reviews often begin with the development of a Community Profile. Community Profiles summarize historical and current information on settlement patterns, sensitive ecosystems, and development potential. Such profiles require a substantial amount of front end workload to compile, but offer a good opportunity for early stakeholder engagement and prove to be an invaluable resource as the review moves forward. Staff recommends that a Community Profile be an early deliverable for this project.

Planning Staff had hoped that the LTC's timeline for this OCP review would coordinate with Trust Programs Committee's work on the Crown Land Profile, as the profile would provide significant data to inform conversations around the Crown lands currently designated as Wilderness Conservation. However, this project has been placed on hold until at least 2016 and its scope and focus is unclear. If the LTC wishes to use the 2015-2016 fiscal year to compile a profile similar to the Crown Land Profile that was tailored to the needs of the OCP review, this could be incorporated into the project scope and budget for the coming year as background work.

The 2015-2016 budget has allotted \$10,000 to the Gambier OCP Review project.

Completing a Community Profile, a deliverable equivalent to a Crown Land Profile, and a preliminary community engagement piece will be a significant amount of work for planning staff for the 2015/2016 year. Depending on whether the LTC scopes any particular studies in the coming year, the budget may allow for an external contract to assist to complete the work.

## Project Roles

---

The primary role of the LTC at this point in the project is to provide preliminary input and direction. Once a Project Charter and Communications Plan are drafted, they will be presented to the LTC for endorsement.

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.

The staff lead on this project will be the Island Planner for Gambier LTC, Aleksandra Brzozowski. Once the scope of the project is clarified, other staff will be included in the Project Team as needed.

## Next Steps

---

The LTC will be asked to review the draft Project Charter and draft Communications Plan at a future LTC meeting.

## RECOMMENDATIONS:

1. That the Gambier Local Trust Committee identify the desired outcomes of the Gambier Official Community Plan review.
2. That the Local Trust Committee consider and provide any preliminary input to Staff regarding the following:
  - issues of concern for review.
  - topics in scope / out of scope.
  - project timeline, particularly for the 2015-2016 fiscal year.
  - early deliverables and background work.
  - early stakeholder engagement.

---

Prepared and Submitted by:

*Aleksandra Brzozowski*

March 16, 2015

---

Aleksandra Brzozowski,  
Island Planner

---

Date

Concurred in by:

*Courtney Simpson*

---

Courtney Simpson, RPP MCIP  
Regional Planning Manager

March 17, 2015

---

Date