

File No.: GM-6500-20
(Gambier OCP Review)

DATE OF MEETING: February 2, 2017
TO: Gambier Island Local Trust Committee
FROM: Aleksandra Brzozowski, Island Planner
Northern Office
SUBJECT: Gambier Island Official Community Plan Review
Applicant: LTC-initiated Project
Location: Gambier Island

RECOMMENDATIONS:

1. That the Gambier Island Local Trust Committee endorse the revised Project Charter for the Gambier Island Official Community Plan review project.
2. That the Gambier Island Local Trust Committee endorse the draft work plan for the engagement phase of the Gambier Island Official Community Plan Review project.
3. That the Gambier Island Local Trust Committee refer to the Advisory Planning Commission, for their review and comment, the results of the 2016 Gambier Island Community Survey and the current Official Community Plan policies related to economic development and liveability.

REPORT SUMMARY

The purpose of this report is to provide the Local Trust Committee (LTC) with an update on the Gambier Island Official Community Plan review project including a draft revised Project Charter.

BACKGROUND

A review of Gambier's Official Community Plan (OCP) is currently Priority #2 on the Top Priorities work program. For information regarding background and relevant policy and land use considerations, please refer to the reports presented at LTC meetings, which can be found at <http://www.islandstrust.bc.ca/islands/local-trust-areas/gambier/projects-initiatives/gambier-official-community-plan-review>.

PROJECT UPDATE

Consultation

Squamish Nation

Representatives from the Squamish Nation are scheduled to meet with members of the Gambier public on February 2, 2017. Topics for dialogue include the Wilderness Conservation land use designation, protecting shorelines, protecting cultural sites, and the New Brighton dock.

Referral Agency Working Group

Representatives have been identified for the first roundtable of the agencies in this working group, which will engage agencies relevant to the review of the permitted uses in the Wilderness Conservation land use designation, as well as the attendant policies and advocacy policies related to Crown land on Gambier Island.

Terms of Reference are currently being finalized in advance of the project.

Advisory Planning Commission

The Advisory Planning Commission (APC) met on January 6, 2017, established executive roles, and is prepared at this time to receive referrals from the LTC. The APC wishes to hear significant comments from the public and requests that general public consultation activities coincide with APC referrals.

Camps Stakeholder Group

Planning staff has contacted the three camps on Gambier Island (Camp Latona, Camp Artaban, and Camp Fircom) soliciting their participation in the OCP review and requesting a contact representative for each camp.

Coastal Douglas-fir Conservation Partnership

The LTC is collaborating with the Coastal Douglas-fir Conservation Partnership (CDFCP) on a mapping project, the deliverables of which will inform the following OCP topics under review:

- Permitted Uses in the Wilderness Conservation lands
- Park and Trail Prioritization
- Sensitive Ecosystem protection
- Updating OCP Schedules (maps)

The Project Coordinator is currently hiring mapping staff to execute modelling and mapping. Upon completion of the mapping, the results will be presented to the LTC. The Project Coordinator intends to attend the LTC meeting to assist in presenting the results.

Project Charter

The Gambier OCP Review Project Charter has been revised and is attached for LTC approval (Attachment 1).

Both the Engagement and Bylaw Amendment phases have been revised to reflect anticipated timelines and approaches. Staff notes that the Project Scope has not changed from the most recent Project Charter revision in August 2016.

Engagement Topics

Permitted uses in the Wilderness Conservation land use designation

The Community Survey provided useful information regarding public opinions about land use in the Wilderness Conservation area on Gambier. The meeting with the Squamish Nation to discuss, among other topics, the Wilderness Conservation area is set for February 2, 2017. A possible federal park proposal will be presented and discussed at a public meeting on February 4, 2017. Staff will undertake a compilation and analysis of all public comments regarding Wilderness Conservation land uses after these meetings.

The land on Gambier designated as Wilderness Conservation is comprised of what is commonly referred to as Crown land. As such, engagement on policies around Wilderness Conservation land use also requires the

interests and comments from Provincial agencies and the First Nations that assert their rights and title over that land.

Staff anticipates that staff analysis of preliminary comments will generate further, more specific, questions for the public and for the Advisory Planning Commission. Further public consultation, and a referral to the APC, is anticipated for later in the year.

Alternatively, the LTC may wish to immediately identify further questions to ask the public on the topic of the Wilderness Conservation lands. Should the LTC wish to choose this alternative, it should provide direction to staff regarding the questions for further discussion.

Shoreline Protection

The Community Survey indicated a good level of support to review and strengthen policies that protect shoreline ecosystems. The meeting with the Squamish Nation on February 2, 2017 will discuss, among other topics, protecting shoreline ecosystems.

Staff believes that a staff analysis of the OCP's Marine and Foreshore Areas section can proceed without further technical work. A staff report reviewing these policies will be presented at a future LTC meeting, including suggested questions for a referral to the APC.

The LTC may later wish to direct questions to the public or to the APC to gather feedback on the planning tools and policies identified as available to better protect shoreline ecosystems.

Parks and Trails

The Community Survey asked four targeted questions about parks and trails on Gambier, garnering a significant amount of public input about park and trail use on the island. From a more environmental focus, mapping deliverables from the Coastal Douglas-fir Conservation Partnership will be produced in the spring, and may include information to inform the prioritization of natural areas and trails. Once the mapping deliverables are received, staff will analyse the potential to prioritize trails and natural areas for certain uses, as well as conduct a staff review of the Parks and Recreation policies.

Strengthening policies about parks and trails on Gambier Island will be a project that involves collaboration with the Sunshine Coast Regional District parks planning division, in addition to the provincial agencies and First Nations that have interest in the trails in the Wilderness Conservation area. The SCRD may be asked to take part in the Referral Agency Working Group for this portion of the OCP review.

Staff envisions that this topic will go back to the community and referred to the APC later in the year.

Sensitive Ecosystems

Mapping deliverables from the Coastal Douglas-fir Conservation Partnership will be produced in the spring and may include information recommending certain areas for protection. Information and mapping conducted over the last ten years will also provide important technical information.

Staff analysis on this topic will include a review of existing policies, and identify any additional protection measures housed in OCPs, such as development permit areas. This portion of the policy review also requires the revision of Map Schedule C and potentially Schedules E and F. Lastly, a review of Text Schedules G and H is needed, with an aim to incorporate the criteria and considerations into other parts of the OCP and eliminate the cumbersome text schedules.

The LTC may wish to direct questions to the public or to the APC to gather feedback on the planning tools available to protect sensitive ecosystems.

Liveability Policies

This is a new area of scope for the OCP review, aimed to promote liveability and services for island residents. Because this area was added to the project partially as a result of the Community Survey, detailed questions have not been asked of the community about this topic.

Staff recommends this topic be the first topic referred to the APC. Once referred existing policies related to this topic as well as the results of the community survey (including comments about revitalizing New Brighton), the APC could be tasked with identifying detailed questions on the subject for public consultation. This topic would in turn be the first area of engagement with the public in the spring, through an online survey and kitchen table meetings with neighbourhoods. The APC would be invited to attend and observe meetings where possible.

Staff recommends that public engagement on this topic occur concurrently with other social policy topics such as Economic Development.

Economic Development

Staff recommends that engagement about economic development policies occur alongside engagement on policies to promote liveability for residents. Staff recommends referring to the APC all current policies related to economic development and the Community Survey results, in order to solicit comments and recommendations for further questions to the public.

Staff recommends that this be a topic for public engagement in the spring, through an online survey and kitchen table meetings with neighbourhoods. The APC would be invited to attend and observe meetings where possible.

Private Institutional Camp Policies

This is a new area of scope for the OCP review. Engagement on these policies will happen directly with representatives from the three camps on Gambier.

Staff envisions that comments and suggested policy changes will be presented to the community in the later stages of the engagement phase.

Archaeological and Cultural Sites

Engagement on policies relating to archaeological and cultural sites will predominantly be work completed by staff in collaboration with First Nations and the Provincial Archaeology Branch. Protection of cultural sites in the Wilderness Conservation area will be work reviewed by the Referral Agency Working Group.

This portion of the review will likely not require in-depth public or APC input.

Advocacy Policies

Staff recommends that engagement on advocacy policies occur near the end of the engagement phase. A staff report reviewing these policies will be presented at a future LTC meeting, including suggested questions for a referral to the APC.

Draft Work Plan for Stakeholder Engagement

To assist staff and the LTC proceed with the Engagement Phase of the project, a detailed Work Plan has been drafted to outline an anticipated sequence of staff analyses, engagement activities, and cross-jurisdictional discussions. It is attached (Attachment 2) for review and comment. This work plan is very subject to change, but provides a framework to guide the engagement phase.

Rationale for Recommendation:

Engagement for the Gambier OCP Review will encompass a variety of approaches, each with its own logistics. Certain topics will benefit from a bottom-up approach beginning with public consultation, others from a technical review to start, and others will require inter-agency collaboration.

The draft Engagement Work Plan is intended to provide a framework to effectively manage the concurrent engagement processes.

ALTERNATIVES

- 1. Request changes to the Project Charter or draft Work Plan**
- 2. Receive Staff Report for information**

Submitted By:	Aleksandra Brzozowski, MCIP, RPP, Island Planner	January 26, 2017
Concurrence:	Ann Kjerulf, MCIP, RPP, Regional Planning Manager	January 31, 2017

ATTACHMENTS

1. Project Charter
2. Draft Work Plan for Gambier OCP Review Engagement

Gambier OCP Review - Engagement Phase Project Charter

Gambier Island Local Trust Committee

Date: April 20, 2015

Revised: November 19, 2015; July 28, 2016

Purpose To review the OCP to address topics deemed out-of-date or problematic to better reflect the Gambier community and achieve the object of the Islands Trust.

Background The LTC identified this project as a Top Priority in February 2015.

Objectives

- To adopt policies that advance the stewardship of sensitive ecosystems on Gambier Island
- To address community needs that are within the scope of land use planning
- To engage and collaborate with First Nations
- To revise land use and advocacy policies with the aim to reflect current realities

In Scope

- Land uses and policies for the Wilderness Conservation lands
- Park and trail prioritization
- Updating OCP schedules with current mapping data
- Protection of archaeological and cultural sites

- Shoreline protection
- Policies to promote economic development
- Policies to promote liveability and services for island residents
- Review of advocacy policies
- Review of DPAs
- Review of Private Institutional policies

Out of Scope

- Review of Density/Build-Out
- Review of Land Use Designations outside of WC
- Operational concerns under the authority of other agencies

Workplan Overview

Deliverable/Milestone	Date
Early consultation with local governments, agencies, and First Nations	September 2015—end of 2016
Information gathering and mapping regarding environmental topics (Shoreline info, OCP Schedules to update, Sensitive Ecosystems)	Spring 2016—Spring 2017
Community To Community Forum with First Nations to share histories and interests and to explore possible Arch Overview	March 2016
Prepare preliminary survey for consultation	Summer 2016
Stakeholder engagement regarding economic development and liveability	2017
Stakeholder engagement regarding shoreline protection, sensitive ecosystem mapping	2017
Stakeholder engagement regarding Park and Trail prioritization, and Wilderness Conservation lands	2017
Report to LTC regarding results of engagement phase	2018

Project Team

Aleksandra Brzozowski	Project Manager
Ann Kjerulf	Project Sponsor
Penny Hawley	Admin Support
Barb Dashwood	GIS technician

Budget

Budget Source: \$ 5,000 (2017/2018 Fiscal)

Fiscal	Item	Cost
2017-2018	Communications & Meetings	\$ 3,000

RPM Approval:

Date: June 3, 2015

LTC Endorsement:

Resolution: GM-2015-033 (June 18, 2015); GM-2016-050 (July 28, 2016)

Gambier OCP Review Bylaw Amendment Phase Project Charter

Gambier Island Local Trust Committee

Date: May 26, 2015

Revised: November 15, 2015; July 28, 2016

Purpose To review the OCP to address topics deemed out-of-date or problematic to better reflect the Gambier community and achieve the object of the Islands Trust.

Background The LTC identified this project as a Top Priority in February 2015.

Objectives

- To adopt policies that advance the stewardship of sensitive ecosystems on Gambier Island
- To address community needs that are within the scope of land use planning
- To engage and collaborate with First Nations
- To revise land use and advocacy policies with the aim to reflect current realities

In Scope

- Land uses and policies for the Wilderness Conservation lands
- Park and trail prioritization
- Updating OCP schedules with current mapping data
- Protection of archaeological and cultural sites
- Shoreline protection
- Policies to promote economic development
- Policies to promote liveability and services for island residents
- Review of advocacy policies
- Review of Development Permit Areas
- Review of Private Institutional policies

Out of Scope

- Review of Density/Build-Out
- Review of Land Use Designations outside of WC
- Operational concerns under the authority of other agencies

Workplan Overview

Deliverable/Milestone	Date
Consultation with First Nations on outline of draft amendments	Early 2018
Present draft amendments to LTC	Spring 2018
Referral to Gambier APC on first draft of bylaw	Spring 2018
First Reading	Summer 2018
Consultation regarding draft bylaws	Summer 2018
Referral to SCRD, agencies and First Nations re draft bylaws	Summer 2018
Second Reading	Fall 2018
Public Hearing and Third Reading	Fall 2018

Project Team

Aleksandra Brzozowski	Project Manager
Ann Kjerulf	Project Sponsor
Penny Hawley	Admin Support
Barb Dashwood	GIS technician

Budget (Budget Source: \$5,000 2017/2018 budget)

Fiscal	Item	Cost
2017—2018	Communication Materials	\$ 500
2017—2018	Meetings and Public Hearing	\$1,500
	Total	\$2,000

RPM Approval:
Date: June 3, 2015

LTC Endorsement: GM-2015-033 (June 18, 2015); GM-2016-050 (July 28, 2016)
Resolution: GM-2015-033 (June 18, 2015);

ATTACHMENT #2 – DRAFT WORK PLAN FOR GAMBIER OCP REVIEW ENGAGEMENT

	TASK	TIMELINE	RESPONSIBILITY
1.	Assemble Working Groups		
1.1	Assemble Advisory Planning Commission (APC)	Winter 2017	APC / Staff
1.2	Assemble Referral Agency Working Group (RAWG)	Winter 2017	Staff
2.	Public Engagement		
2.1	APC review Economic Development and Liveability Policies and suggest questions for public consultation	Winter 2017	APC
2.2	Staff analysis of Shoreline Protection policies	<i>March 23, 2017 (LTC meeting)</i>	Staff / LTC
2.3	Presentation of Coastal Douglas-fir mapping deliverables	<i>March 23, 2017 (LTC meeting)</i>	Staff / LTC
2.4	Newsletter mailout to Gambier property owners	Spring 2017	Staff
2.5	Consultation with Gambier residents re: liveability, economic development, and shoreline protection	Spring 2017	All
2.6	APC provide input on shoreline protection options	Summer 2017	APC
2.7	Results of Spring Consultation	<i>July 27, 2017 (LTC meeting)</i>	Staff / LTC
2.9	Newsletter mailout to Gambier property owners	September 2017	Staff
2.10	Further public consultation regarding Wilderness Conservation uses	Fall 2017	All
2.11	Staff analysis of Sensitive Ecosystem policies	<i>November 26, 2017 (LTC meeting)</i>	Staff / LTC
2.9	Newsletter mailout to Gambier property owners	Winter 2017 / 2018	Staff
2.12	Public consultation on parks and trails and sensitive ecosystem protection options	Early 2018	All
2.13	Staff analysis of advocacy policies	<i>2018 LTC meeting</i>	Staff / LTC
2.15	APC provide input on advocacy, camps, and all topics	2018	APC
3.	Referral Agency Working Group Engagement		
3.1	Share interests regarding Wilderness Conservation land uses	Spring 2017	RAWG
3.2	Present results of RAWG discussion about Wilderness Conservation use	<i>July 27, 2017 (LTC meeting)</i>	RAWG
3.3	Collaborate on interests regarding Parks and Trails	Summer - Fall 2017	RAWG
3.4	Present results of RAWG discussion about Parks and Trails	<i>October or November LTC meeting</i>	RAWG
3.5	Meet regarding any remaining issues	2018	RAWG
4.	First Nations Engagement		
4.1	Collaboration on archaeological and cultural site policies	Summer - Fall 2017	FN / Staff
4.2	Collaborative review of interested topics, input on policy options	Winter 2017 - 2018	FN / Staff
5.	Camp Stakeholders		
5.1	Meet with Camp representatives re: objectives & policies	Spring Summer 2017	Camps / Staff
5.2	Results of Camp stakeholder consultation	<i>August 31, 2017 (LTC Meeting)</i>	Staff / LTC