



Islands Trust Council

Committee of the Whole Meeting Agenda

Date: Thursday, March 6, 2025

Time: 1:00 p.m. - 4:00 p.m.

Location: Electronic Meeting, and a physical location to view the livestream of the meeting:
Islands Trust Victoria Office
#200 - 1627 Fort Street
Victoria, BC V8R 1H8

Pages

1. CALL TO ORDER

2. TERRITORIAL ACKNOWLEDGEMENT

3. APPROVAL OF AGENDA

4. MINUTES

For review and adoption.

4.1 Draft Committee of the Whole Meeting Minutes of February 6, 2025

3 - 8

Adoption of these minutes was deferred from the last meeting.

4.2 Draft Committee of the Whole Meeting Minutes of February 21, 2025

The meeting minutes of February 21, 2025 were not ready for inclusion at the time of agenda circulation.

5. FOLLOW UP ACTION LIST

5.1 Committee of the Whole Follow Up Action List

9 - 22

No updates have been made to the FUAL since the February 6th, 2025 meeting.

6. TRUST AREA SERVICES

6.1 Hazard Risk Mitigation and Management Policy - Request for Decision

23 - 33

*Item 6.1 was addressed at the February 6th, 2025 meeting.

6.2 Draft new Policy Statement Redline version - For Discussion

34 - 56

This redlined version incorporates proposed revisions from the following Committee of the Whole meetings: September 5, October 3, November 6, December 12, 2024, and January 8, February 6 and February 21, 2025. At its February 6 and 21 meeting, Committee of the Whole requested staff to return with additional information across a range of several topic areas. As such, while Committee of the Whole awaits this information from staff, it may wish to pick up its review of the document at Policy 3.4.19.

7. **CLOSED MEETING**
8. **RISE AND REPORT**
9. **NEW BUSINESS**
10. **NEXT MEETING**

The next Committee of the Whole meeting is scheduled to be held electronically on Monday, March 31, 2025 at 1:00 p.m.

11. **ADJOURNMENT**



Trust Council Committee of the Whole Minutes of a Regular Meeting

Date: February 6, 2025
Location: Electronic Meeting

Executive Members Present:

1. Tobi Elliott, Acting Chair, Vice-Chair, Gabriola Trustee
2. Peter Luckham, Trust Council Chair, Thetis Trustee
3. Timothy Peterson, Vice-Chair, Lasqueti Trustee
4. David Maude, Vice-Chair, Mayne Trustee

Members Present:

5. Sue Ellen Fast, Bowen Municipal Trustee
6. Judith Gedy, Bowen Municipal Trustee
7. Sam Borthwick, Denman Trustee
8. David Graham, Denman Trustee
9. Lisa Gauvreau, Galiano Trustee
10. Susan Yates, Gabriola Trustee
11. Joe Bernardo, Gambier Trustee
12. Mikaila Lironi, Lasqueti Trustee
13. Jeanine Dodds, Mayne Trustee
14. Jamie Harris, Salt Spring Trustee
15. Laura Patrick, Salt Spring Trustee
16. Mairead Boland, Saturna Trustee
17. Kristina Evans, South Pender Trustee
18. Dag Falck, South Pender Trustee
19. Ken Hunter, Thetis Trustee

Members Regrets:

20. Ben Mabberley, Galiano Trustee
21. Kate-Louise Stamford, Gambier Trustee
22. Alex Allen, Hornby Trustee
23. Grant Scott, Hornby Trustee
24. Aaron Campbell, North Pender Trustee
25. Deb Morrison, North Pender Trustee
26. Lee Middleton, Saturna Trustee

Staff Present:

Rueben Bronee, Chief Administrative Officer
Julia Mobbs, Director, Finance and Employee Services
David Marlor, Director, Legislative and Information Services
Clare Frater, Director, Trust Area Services
Stefan Cermak, Director, Planning Services
Joe Elliott, Senior Indigenous Advisor
Jason Youmans, Senior Policy Advisor
Lisa Millard, Meeting Administrator/Recorder

Others Present: There were no members of the public in attendance.

1. CALL TO ORDER / LAND ACKNOWLEDGEMENT

Acting Chair Elliott called the meeting to order at 5:32 p.m.

2. TERRITORIAL ACKNOWLEDGEMENT

Acting Chair Elliott acknowledged that the meeting was held on the territory of the Coast Salish First Nations.

3. APPROVAL OF AGENDA

By general consent the agenda was approved as presented.

5. FOLLOW UP ACTION LIST

4.1 Committee of the Whole Follow Up Action List

The Follow Up Action List was received for information.

Director of Trust Area Services Frater summarized feedback received from Quw'utsun First Nation representatives regarding the Islands Trust Policy Statement process.

5. TRUST AREA SERVICES

5.1 Hazard Risk Mitigation and Management Policy - Request for Decision

The Senior Policy Advisor summarized draft Policy 3.4.6 and noted the following:

- Committee of the Whole previously requested alternative wording suggestions for directing development away from hazardous areas versus managing development;
- The *Local Government Act* requires that hazard areas are addressed in Official Community Plans;
- The language of directing development away from hazard areas comes from the existing Trust Policy Statement;
- The term “restrict” is used in the *Local Government Act* and is what the Provincial Government says local governments must do in relation to hazard areas.

Trustee Gauvreau arrived to the meeting at 6:20 p.m.

Discussion ensued and the following comments were recorded:

- The term “restrict” does not mean prohibit, is very specific, is often used within the framework of larger regulations, and is often assumed to mean prohibit;
- Wildfire is a natural hazard risk and should be used in place of term “fire”;
- There are different types of fire including wildfire, accidental, prescribed, and cultural, and all can be hazardous;
- The term regulate seems to infer enforcement, and actions that are regulated are thought to be monitored;
- Definition of the term “restrict” is required to ensure it is clear it does not mean prohibit; and
- The term “restrict” does not appear anywhere else within the document.

DRAFT

Trustee Falck left the meeting at 6:40 p.m.

TC-COW-2025-009

It was MOVED by Trustee Evans, and SECONDED by Trustee Peterson, that Committee of the Whole recommends to Trust Council that the word “fire” in Policy 3.4.6 of the Islands Trust Policy Statement amendment be replaced with the word “wildfire.”

CARRIED

It was MOVED by Trustee Evans, and SECONDED by Trustee Borthwick, that Committee of the Whole recommends to Trust Council that after the word “restrict” in Policy 3.4.6 of the Islands Trust Policy Statement amendment add the words “but not necessarily prohibit”.

TC-COW-2025-010

It was MOVED by Trustee Dodds, and SECONDED by Trustee Peterson, that Committee of the Whole table the motion.

CARRIED

TC-COW-2025-011

It was MOVED by Trustee Patrick, and SECONDED by Trustee Yates, that Committee of the Whole recommends that Trust Council revise proposed Directive Policy 3.4.6 to read:

Hazardous Areas

Identify areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and wild fire.

CARRIED

TC-COW-2025-012

It was MOVED by Trustee Evans, and SECONDED by Trustee Peterson, that Committee of the Whole recommends to Trust Council to request staff to add a definition of the word “restrict” with the meaning to not necessarily prohibit to the glossary.

CARRIED

Trustee Borthwick left the meeting at 6:56 p.m.

Trustee Fast left the meeting at 6:57 p.m. and returned at 6:58 p.m.

Trustee Borthwick returned to the meeting at 7:04 p.m.

5.2 Draft new Policy Statement Redline version - For Discussion

Discussion ensued on the redline version of the Draft Policy Statement and the following comments were noted:

3.4.10 – Short-Term Rentals

- It is important to balance tourism needs with the social and environmental well-being of a community;

DRAFT

- Location, quantity, and density of short-term rentals should be taken into consideration when assessing impacts; and
- Eliminating short-term rental units does not necessarily increase long-term rental unit availability; however, the short-term rental business impacts long-term rental rates.

Trustee Lironi left the meeting at 7:10 p.m.

3.4.11 – Floor Area and Lot Coverage Limits

- The correlation between lot coverage and greenhouse gas emissions is not clear, nor is the method of how a local trust committee would determine appropriate floor area and lot coverage limits for the purpose of minimizing greenhouse gas emissions;
- Floor area and lot coverage limits are relevant to environmental impacts because a larger floor area necessitates more clearing and tree removal;
- Many properties that have a small dwelling also have several outbuildings resulting in similar impacts to the natural environment;
- The proposed language originated from a previous Trust Council’s discussion about seeking ways to demonstrate action on climate change;
- Maximum floor area coverage can be split over multiple dwellings situated on one property; and
- There is value in specifying land use for agricultural purposes outside of the Agricultural Land Reserve.

The meeting was recessed for a break at 7:22 p.m. and reconvened at 7:28 p.m.

Trustee Falck returned to the meeting at 7:45 p.m.

TC-COW-2025-013

It was MOVED by Trustee Benardo, and SECONDED by Trustee Evans, that Committee of the Whole recommend to Trust Council to amend Policy 3.4.11 of the Islands Trust Policy Statement amendment so it reads “Determine appropriate floor area and lot coverage limits for residential development to minimize negative environmental impacts.”

TC-COW-2025-014

It was MOVED by Trustee Patrick, and SECONDED by Trustee Evans, that Committee of the Whole amend the motion by adding “and negative impacts on agricultural land” to the end of the sentence.

CARRIED

Trustee Harris joined the meeting at 7:55 p.m.

TC-COW-2025-015

It was MOVED by Trustee Peterson, and SECONDED by Trustee Evans, that Committee of the Whole amend the amendment by changing “and negative impacts on agricultural land” to read “including on land used for agricultural purposes.”

CARRIED

DRAFT

The question on the following motion, as amended, was then called:

that Committee of the Whole recommend to Trust Council to amend Policy 3.4.11 of the Islands Trust Policy Statement amendment so it reads “Determine appropriate floor area and lot coverage limits for residential development to minimize negative environmental impacts, including on land used for agricultural purposes.”

CARRIED

Discussion ensued about the order of debate, and when to propose motions, during future Committee of the Whole meetings and the following points were noted:

- Trust Council policy dictates one cannot speak to a motion until it is seconded;
- All changes and wordsmithing should be done prior to a motion being seconded, or prior to proposed language being put on the table as a motion; and
- Allow discussion first, identify issues and goals, and then propose a motion.

3.4.12 Housing Diversity

- A housing agreement is a tool and if a policy is needed to state how that tool is used said policy could read “ensure that housing agreements used to secure affordable and/or special needs housing are flexible to accommodate changing resident, market and funding conditions”;
- Housing agreements seem to be prescriptive versus flexible; and
- Housing agreements are very prescriptive as per the *Local Government Act* and staff could be asked to report back regarding the ability for them to be flexible.

TC-COW-2025-016

It was MOVED by Trustee Graham, and SECONDED by Trustee Yates, that Committee of the Whole recommend to Executive Committee to request staff bring back options:

- to explain housing diversity;
- some policy options that encourage alternative approaches to rural residential density;
- some policy options that encourage alternative types and forms of buildings to the traditional wood-frame;
- clustering residential development in appropriate locations;
- potential for flexibility in housing agreements; and
- to provide advisory policy options and analysis that supports consideration of downzoning for development that is not in the best interest of community.

CARRIED

- 6. CLOSED MEETING** - None
- 7. RISE AND REPORT** - None
- 8. NEW BUSINESS** - None
- 9. NEXT MEETING**

DRAFT

Trustees Bernardo, Dodds, and Hunter left the meeting at 8:30 p.m.

Discussion ensued.

TC-COW-2025-017

It was MOVED by Trustee Graham, and SECONDED by Trustee Yates,
that Committee of the Whole adopt the following meeting dates and times
through June, 2025:

1. Friday, February 21 (1:00 - 4:00 p.m.)
2. Thursday, March 6 (1:00 - 4:00 p.m.)
3. Monday, March 31 (1:00 - 4:00 p.m.)
4. Tuesday, April 15 (1:00 - 4:00 p.m.)
5. Tuesday, May 6 (5:30 - 8:30 p.m.)
6. Tuesday, May 13 (1:00 - 4:00 p.m.)
7. Thursday, May 29 (1:00 - 4:00 p.m.)
8. Friday, June 6 (1:00 - 4:00 p.m.)
9. Monday, June 30 (1:00 - 4:00 p.m.)

and that all meetings be held electronically.

CARRIED

10. ADJOURNMENT

By general consent the meeting was adjourned at 8:40 p.m.

Tobi Elliott, Acting Chair

Certified Correct:

Lisa Millard, Meeting Administrator/Recorder

Minutes are not official until adopted at a subsequent meeting.

Follow Up Action Report

Committee Of The Whole

Chief Administrative Officer

Progress	Activity	Responsibility	Dates	Status
100%	1 Staff to schedule the following electronic Committee of the Whole dates until June 30, 2025: 1. Friday, February 21 (1:00 - 4:00 p.m.) 2. Thursday, March 6 (1:00 - 4:00 p.m.) 3. Monday, March 31 (1:00 - 4:00 p.m.) 4. Tuesday, April 15 (1:00 - 4:00 p.m.) 5. Tuesday, May 6 (5:30 - 8:30 p.m.) 6. Tuesday, May 13 (1:00 - 4:00 p.m.) 7. Thursday, May 29 (1:00 - 4:00 p.m.) 8. Friday, June 6 (1:00 - 4:00 p.m.) 9. Monday, June 30 (1:00 - 4:00 p.m.)	Rueben Bronee	Meeting: 06-Feb-2025 Target: 21-Feb-2025	Completed

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	1 Staff to forward COTW's recommendation to Trust Council that the first sentence in each objective description box be removed (for example "This objective advances principle 2.1.2") because it is not necessary to link each objective to only one "Guiding Principles and Priorities".	Clare Frater Jason Youmans	Meeting: 25-Sep-2024 Target: 31-Jan-2025	In Progress
0%	2 Staff to forward COTW's recommendation to Trust Council that Part 3 title be changed to read Objectives, Directive and Advisory Policies.	Clare Frater Jason Youmans	Meeting: 25-Sep-2024 Target: 31-Jan-2025	In Progress
0%	3 Staff to forward COTW's recommendation to Trust Council that staff add Western redcedar after Coastal Douglas-fir in Draft Policy Statement Section 3.3.3.	Clare Frater Jason Youmans	Meeting: 25-Sep-2024 Target: 25-Oct-2024	In Progress
0%	4 Staff to forward COTW's recommendation to Trust Council that staff replace the word "maintain" the with word "sustain" in Draft Policy Statement Section 3.3.1.	Clare Frater Jason Youmans	Meeting: 25-Sep-2024 Target: 31-Jan-2025	In Progress
0%	5 Staff to forward COTW's recommendation to Executive Committee that Policy 3.4.1 be amended to read: "Consider site capabilities, environmental and protected areas, and existing development patterns when determining the land use designation and appropriate locations and intensities of various uses of the land".	Clare Frater Jason Youmans	Meeting: 03-Oct-2024 Target: 31-Jan-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	6 Staff to forward COTW's recommendation to Executive Committee that Policy 3.4.2 Density Limits - Establish appropriate density limits for efficient and sustainable use of the land base that help to safeguard protected area networks, and is compatible with preservation and protection of the Trust Area and its unique amenities and environment be amended to read: "Manage community growth and its associated impacts by directing residential and mixed use development into appropriate locations, to prevent sprawl and relieve growth pressure in the surrounding rural areas, and to help safeguard protected area networks."	Clare Frater Jason Youmans	Meeting: 03-Oct-2024 Target: 31-Jan-2025	In Progress
0%	7 Staff to strike words after "diverse and affordable housing" in item 3.4.8.	Clare Frater Jason Youmans	Meeting: 06-Nov-2024 Target: 31-Jan-2025	In Progress
0%	8 Staff to add words "and encourage adoption of" after "Identify" in item 3.4.5.	Clare Frater Jason Youmans	Meeting: 06-Nov-2024 Target: 31-Jan-2025	In Progress
0%	9 Staff to attend to outdoor recreation in item 3.4.4 by adding words "and outdoor recreation" after recreational facilities and services.	Clare Frater Jason Youmans	Meeting: 06-Nov-2024 Target: 31-Jan-2025	In Progress
0%	10 Staff to forward COTW's recommendation to Trust Council for staff to revise proposed Directive Policy 3.4.7 to read as follows: Economic Activities Support sustainable economic activities that are compatible with preservation and protection of the Trust Area and its unique amenities, environment, community health, and that consider transportation and infrastructure capacity.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	11 Staff to forward COTW's recommendation to Trust Council for staff to revise proposed Directive Policy 3.4.6 to read as follows: Hazardous Areas Identify areas at elevated risk of environmental and climate change-related hazards and manage development related to them including, but not limited to, areas subject to flooding, erosion, fire, and slope instability.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	In Progress
100%	12 Staff to come back with alternate wording suggestions to Item 3.4.6 Hazardous Areas regarding wording "direct development away from" versus "manage development related to", as amended.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	Completed
100%	13 Staff to schedule the next meeting of Committee of the Whole for January 30, 2025 at 1:00 p.m, electronically.	Clare Frater	Meeting: 12-Dec-2024 Target: 01-Jan-2025	Completed
100%	14 Staff to forward COTW's recommendation to Executive Committee that staff schedule a Committee of the Whole meeting on January 8, 2025 in the evening, electronically, for the continuance of the agenda of December 12, 2024 subject to availability of staff and quorum.	Clare Frater	Meeting: 12-Dec-2024 Target: 01-Jan-2025	Completed
0%	15 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.3.3 as follows: Forest Ecosystems Identify forest ecosystems and prioritize the preservation and protection of unfragmented forests, with a particular focus on the maintenance and restoration of their ecological integrity.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	16 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Directive Policy 3.3.4 to read as follows and renumber accordingly: Coastal Oak and Prairie Ecosystems Identify and prioritize the preservation and protection of coastal oak and prairie ecosystems, with a particular focus on their maintenance, restoration and management of its ecological integrity.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	17 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Ecosystem Integrity Advisory Policy 3.3.9 as follows: Indigenous Ecosystem Management Through engagement with Indigenous Governing Bodies, support opportunities for Indigenous-led ecosystem management.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	18 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.2.1 to read as follows: Indigenous Cultural Heritage Sites Minimize potential negative impacts to Indigenous cultural heritage sites including, but not limited to, known village sites, burial sites, middens, cairns, petroglyphs, culturally modified trees, fish traps, clam gardens, pictographs, and known (registered), unregistered, or newly discovered archaeological sites.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	19 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.2.2 to read as follows: Indigenous Marine Harvesting Areas Minimize potential negative impacts to marine harvesting areas used by Indigenous Peoples including, but not limited to, fish weirs and clam gardens.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	20 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Directive Policy 3.2.3 to read as follows: Indigenous Harvesting and Hunting Areas Minimize potential negative impacts to land-based harvesting and hunting areas used by Indigenous Peoples.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	21 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Advisory Policy 3.2.4 to read as follows: Indigenous Harvesting and Hunting Areas Access Through engagement with Indigenous Governing Bodies, identify and pursue opportunities to improve access by Indigenous people to marine and land-based harvesting and hunting areas.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	22 Staff to forward COTW's recommendation to Trust Council that the word 'fire' in Policy 3.4.6 of the Islands Trust Policy Statement amendment be replaced with the word 'wildfire.'	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	23 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.4.6 to read: Hazardous Areas Identify areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and wild fire.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress
0%	24 Staff to forward COTW's recommendation to Trust Council that Trust Council request staff to add a definition of the word 'restrict' with the meaning to not necessarily prohibit to the glossary.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress
0%	25 Staff to forward COTW's recommendation to Trust Council that Trust Council amend Policy 3.4.11 of the Islands Trust Policy Statement amendment so it reads 'Determine appropriate floor area and lot coverage limits for residential development to minimize negative environmental impacts, including on land used for agricultural purposes.'	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Director, Trust Area Services

Progress	Activity	Responsibility	Dates	Status
0%	26 Staff to forward COTW's recommendation to Executive Committee that Executive Committee request staff bring back options: - to explain housing diversity; - some policy options that encourage alternative approaches to rural residential density; - some policy options that encourage alternative types and forms of buildings to the traditional wood-frame; - clustering residential development in appropriate locations; - potential for flexibility in housing agreements; and - to provide advisory policy options and analysis that supports consideration of downzoning for development that is not in the best interest of community.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	1 Staff to forward COTW's recommendation to Trust Council that the first sentence in each objective description box be removed (for example "This objective advances principle 2.1.2") because it is not necessary to link each objective to only one "Guiding Principles and Priorities".	Clare Frater Jason Youmans	Meeting: 25-Sep-2024 Target: 31-Jan-2025	In Progress
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Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	6 Staff to forward COTW's recommendation to Executive Committee that Policy 3.4.2 Density Limits - Establish appropriate density limits for efficient and sustainable use of the land base that help to safeguard protected area networks, and is compatible with preservation and protection of the Trust Area and its unique amenities and environment be amended to read: "Manage community growth and its associated impacts by directing residential and mixed use development into appropriate locations, to prevent sprawl and relieve growth pressure in the surrounding rural areas, and to help safeguard protected area networks."	Clare Frater Jason Youmans	Meeting: 03-Oct-2024 Target: 31-Jan-2025	In Progress
0%	7 Staff to strike words after "diverse and affordable housing" in item 3.4.8.	Clare Frater Jason Youmans	Meeting: 06-Nov-2024 Target: 31-Jan-2025	In Progress
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0%	9 Staff to attend to outdoor recreation in item 3.4.4 by adding words "and outdoor recreation" after recreational facilities and services.	Clare Frater Jason Youmans	Meeting: 06-Nov-2024 Target: 31-Jan-2025	In Progress
0%	10 Staff to forward COTW's recommendation to Trust Council for staff to revise proposed Directive Policy 3.4.7 to read as follows: Economic Activities Support sustainable economic activities that are compatible with preservation and protection of the Trust Area and its unique amenities, environment, community health, and that consider transportation and infrastructure capacity.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	11 Staff to forward COTW's recommendation to Trust Council for staff to revise proposed Directive Policy 3.4.6 to read as follows: Hazardous Areas Identify areas at elevated risk of environmental and climate change-related hazards and manage development related to them including, but not limited to, areas subject to flooding, erosion, fire, and slope instability.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	In Progress
100%	12 Staff to come back with alternate wording suggestions to Item 3.4.6 Hazardous Areas regarding wording "direct development away from" versus "manage development related to", as amended.	Clare Frater Jason Youmans	Meeting: 12-Dec-2024 Target: 28-Feb-2025	Completed
0%	13 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.3.3 as follows: Forest Ecosystems Identify forest ecosystems and prioritize the preservation and protection of unfragmented forests, with a particular focus on the maintenance and restoration of their ecological integrity.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	14 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Directive Policy 3.3.4 to read as follows and renumber accordingly: Coastal Oak and Prairie Ecosystems Identify and prioritize the preservation and protection of coastal oak and prairie ecosystems, with a particular focus on their maintenance, restoration and management of its ecological integrity.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	15 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Ecosystem Integrity Advisory Policy 3.3.9 as follows: Indigenous Ecosystem Management Through engagement with Indigenous Governing Bodies, support opportunities for Indigenous-led ecosystem management.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	16 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.2.1 to read as follows: Indigenous Cultural Heritage Sites Minimize potential negative impacts to Indigenous cultural heritage sites including, but not limited to, known village sites, burial sites, middens, cairns, petroglyphs, culturally modified trees, fish traps, clam gardens, pictographs, and known (registered), unregistered, or newly discovered archaeological sites.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	17 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.2.2 to read as follows: Indigenous Marine Harvesting Areas Minimize potential negative impacts to marine harvesting areas used by Indigenous Peoples including, but not limited to, fish weirs and clam gardens.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	18 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Directive Policy 3.2.3 to read as follows: Indigenous Harvesting and Hunting Areas Minimize potential negative impacts to land-based harvesting and hunting areas used by Indigenous Peoples.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	19 Staff to forward COTW's recommendation to Trust Council that Trust Council add a new proposed Advisory Policy 3.2.4 to read as follows: Indigenous Harvesting and Hunting Areas Access Through engagement with Indigenous Governing Bodies, identify and pursue opportunities to improve access by Indigenous people to marine and land-based harvesting and hunting areas.	Clare Frater Jason Youmans	Meeting: 08-Jan-2025 Target: 11-Mar-2025	In Progress
0%	20 Staff to forward COTW's recommendation to Trust Council that the word 'fire' in Policy 3.4.6 of the Islands Trust Policy Statement amendment be replaced with the word 'wildfire.'	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress
0%	21 Staff to forward COTW's recommendation to Trust Council that Trust Council revise proposed Directive Policy 3.4.6 to read: Hazardous Areas Identify areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and wild fire.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress
0%	22 Staff to forward COTW's recommendation to Trust Council that Trust Council request staff to add a definition of the word 'restrict' with the meaning to not necessarily prohibit to the glossary.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress
0%	23 Staff to forward COTW's recommendation to Trust Council that Trust Council amend Policy 3.4.11 of the Islands Trust Policy Statement amendment so it reads 'Determine appropriate floor area and lot coverage limits for residential development to minimize negative environmental impacts, including on land used for agricultural purposes.'	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress

Follow Up Action Report

Committee Of The Whole

Senior Policy Advisor

Progress	Activity	Responsibility	Dates	Status
0%	24 Staff to forward COTW's recommendation to Executive Committee that Executive Committee request staff bring back options: - to explain housing diversity; - some policy options that encourage alternative approaches to rural residential density; - some policy options that encourage alternative types and forms of buildings to the traditional wood-frame; - clustering residential development in appropriate locations; - potential for flexibility in housing agreements; and - to provide advisory policy options and analysis that supports consideration of downzoning for development that is not in the best interest of community.	Clare Frater Jason Youmans	Meeting: 06-Feb-2025 Target: 31-Mar-2025	In Progress

REQUEST FOR DECISION

To: Committee of the Whole **For the Meeting of:** February 6, 2025
From: Trust Area Services **Date Prepared:** January 14, 2025
SUBJECT: Hazard Risk Mitigation and Management Policy

RECOMMENDATION: That Committee of the Whole recommends that Trust Council revise proposed Directive Policy 3.4.6 to read:

Hazardous Areas

Identify areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and fire.

CHIEF ADMINISTRATIVE OFFICER COMMENTS: Local Trust Committees and Island Municipalities should not entertain the creation of new residential density in areas of elevated natural and climate change-related hazard. The proposed policy language of “restricting” development in such areas aligns with that used in the *Local Government Act*.

-
- 1 PURPOSE:** The purpose of this RFD is to provide additional information to Committee of the Whole (COtW) about natural hazard area policy and suggest alternative directive policy wording on this subject.
 - 2 BACKGROUND:** At its meeting of December 12, 2024, COtW reviewed draft Policy Statement Policy 3.4.6 regarding natural hazard risks, ultimately passing the following resolution:

TC-COW-2024-29

That Committee of the Whole recommends that Trust Council revise proposed Directive Policy 3.4.6 to read as follows:

Hazardous Areas

Identify areas at elevated risk of environmental and climate change-related hazards and manage development related to them including, but not limited to, areas subject to flooding, erosion, fire, and slope instability.

CARRIED

COtW also passed this resolution:

TC-COW-2024-33

that Committee of the Whole request staff to come back with alternate wording suggestions to Item 5.2.2 Hazardous Areas regarding wording “direct development away from” versus “manage development related to”, as amended.

This briefing responds to COTW's request for alternate wording suggestions. Attachment 1 contains staff's analysis in response to COTW's request. Attachment 2 contains excerpts from a selection of official community plans in British Columbia to demonstrate how different local governments address wildfire and other natural hazards in their planning processes.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: None

FINANCIAL: None

POLICY: None. Staff's recommended wording brings language about hazard areas in the draft Policy Statement into line with language used in the *Local Government Act*.

IMPLEMENTATION/COMMUNICATIONS: Trustees may need to clarify for community members the effect of the proposed policy if misinformation begins to circulate. Staff can provide support as needed.

FIRST NATIONS RELATIONS: None

OTHER: None

4 RELEVANT POLICY(S): *Local Government Act* [Section 473](#)

5 ATTACHMENT(S):

1. Policy Approaches to Hazard Areas – Staff Analysis
2. Hazard Area Policy – OCP Excerpts

RESPONSE OPTIONS

Recommendation: That Committee of the Whole recommends that Trust Council revise proposed Directive Policy 3.4.6 to read:

Hazardous Areas

Identify areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and fire.

Alternative: Committee of the Whole can maintain the policy of “managing” development in hazard areas proposed at its December 12, 2024 meeting, or return to the language of “directing development away from” hazard areas that has been in the Policy Statement since 1996.

COTW can propose alternative approaches to this issue or seek additional staff advice.

Prepared By: Senior Policy Advisor, January 8, 2025

Reviewed By/Date: Director, Planning Services, January 14, 2025

Natural and Climate Change-Related Hazards – Staff Analysis

Required OCP Content

Section 473 of the *Local Government Act* requires all local governments in the province to address natural hazard areas in their official community plans. It states:

***473 (1)** An official community plan must include statements and map designations for the area covered by the plan respecting the following:*

(d) restrictions on the use of land that is subject to hazardous conditions or that is environmentally sensitive to development

Most, if not all, official community plans in the Islands Trust Area already contain policies related to natural hazard areas – most often steep slopes – in response to this longstanding requirement of the *Local Government Act*. Examples include [Salt Spring Island](#), [South Pender Island](#), and [Hornby Island](#).

The slow pace at which OCPs in the Islands Trust Area undergo comprehensive update means that few currently incorporate policies specific to emergent climate-change driven risks like wildfire or sea-level rise. However, for many local governments in the province, wildfire and other climate-related risk mitigation and management policies in community plans is now commonplace.

A review by FireSmart British Columbia in 2024 found that 48 of 189 local governments now include wildfire development permit areas in their planning documents.

FireSmart BC produces [a guidebook](#) for local governments to aid their planning of wildfire protection development permit areas.

Appendix 2 of this RFD contains a selection of excerpts from OCPs around the province specifically detailing their approaches to wildfire risk policy.

Committee of the Whole Request for Additional Advice

At its December 12 meeting, Committee of the Whole recommended revising policy 3.4.6 from:

Identify, with consideration of climate change, areas hazardous to development activities, including, but not limited to, areas subject to flooding, erosion, wildfire, or slope instability, and direct development away from such hazards.

To:

Identify areas at elevated risk of environmental and climate change-related hazards and manage development related to them including, but not limited to, areas subject to flooding, erosion, fire, and slope instability.

COTW subsequently requested staff to “come back with wording suggestions . . . regarding “direct development away from” versus “manage development related to.”

In response to this request for advice, staff provide the following:

First, since 1996 the Islands Trust Policy Statement has said:

5.2.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the identification of areas hazardous to development, including areas subject to flooding, erosion or slope instability, and strategies to direct development away from such hazards.

Therefore, proposing that LTCs and IMs “direct development away from” hazard areas is not a novel idea.

Second, staff *do* recommend directing development away from areas at risk of natural and climate change-related hazards. This does not mean that LTCs/IMs must prohibit building on currently vacant land or downzone property in hazard areas that have existing subdivision potential (although they certainly can). Rather, it sets out an expectation that if an LTC/IM is considering zoning changes that would enable additional density on its island, then that additional density should be located outside of high hazard areas.

However, if COTW is concerned that “direct development away from” implies that land owners may lose existing development potential, LTCs/IMs could instead apply the language of the *Local Government Act* and “restrict” development in hazard areas.

Such a policy would read:

*Identify areas at elevated risk of ~~environmental~~ **natural**¹ and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, **sea-level rise**², erosion, slope instability and fire.*

“Restrict” does not mean “prohibit.” The Concise Oxford Dictionary provides the following definition for restrict: “confine, bound, limit (to, within; has a very restricted application, am restricted to advising, is restricted within narrow limits).”

¹ Staff recommend replacing the word environmental with the word natural, as “natural hazard” is more common terminology

² Staff recommend adding sea-level rise, as this represents an emergent hazard in our coastal communities

Requiring only that LTCs/IMs “manage” development in risk areas as COtW proposed at its December 12 meeting implies that all risks can be managed, when in some cases it may be more appropriate to prohibit certain types of development to eliminate risk to individual property owners and/or the greater community. In staff’s opinion, both management and prohibition can live under the umbrella that “restricting” development provides. For example, a development permit area is one mechanism by which an LTC/IM could restrict development in a hazard areas, although it is more accurately a means to manage it. However, if a development permit area requires a qualified professional to certify that a proposed development is safe and they are unwilling to make that certification, then development in that location is de facto prohibited.

A directive policy requiring LTCs/IMs to restrict development in natural and climate change hazard areas, as staff propose above, could be implemented as follows:

- An LTC/IM could undertake a project to identify all areas of the island at elevated risk of natural and climate change-related hazards. It could then adopt a policy that it will not consider bylaw amendments that increase the density/intensity of land use in those mapped areas.
- An LTC/IM could undertake a project to identify all areas of the island at elevated risk of natural and climate change-related hazard and from there create development permit areas to reduce the risk associated with development in those areas.
- Where a development application prompts a bylaw amendment in a natural or climate change hazard area, the LTC/IM, if they are willing to entertain the bylaw amendment, would need to demonstrate to Executive Committee the measures it had taken to restrict development in that area. Examples of how they might do so include siting new development in a specific location on the lot, outside of the highest hazard area, or requiring that development be undertaken in accordance with specific conditions detailed by a qualified professional.

In sum, staff recommend that COtW use stronger language than just “managing” development in areas of elevated hazard risk, and instead emphasize that it does not support increased development in these areas.

Wildfire Hazard Policy – OCP Excerpts

SQUAMISH

WILDFIRE INTERFACE HAZARD

11.17 Objective

- a. **Protect vulnerable areas of the community from existing and potential climate change induced wildfire interface hazard**

11.18 Policies

- a. Update the *Community Wildfire Protection Plan* and assess the projected future impacts of climate change (both changes to temperature and precipitation) on wildfire hazards.
- b. Develop and adopt a Wildfire Hazard DPA designation for wildland urban interface areas following completion of the updated *Community Wildfire Protection Plan*.
- c. Incorporate 'FireSmart' guidelines for residential development in high risk interface areas, particularly with respect to building materials and landscaping requirement, within a first priority 10 metre radius zone around structures.
- d. Encourage the provincial government and SLRD to initiate development of a comprehensive regional fire risk mitigation strategy.
- e. Promote a 'FireSmart' community through initiatives developed in consultation with wildfire management professionals, Squamish Fire Rescue, developers, builders, other communities (e.g. Whistler), other levels of government, foresters, and landscape professionals.

NORTH VANCOUVER

9.4 Natural Hazards

The presence of steep slopes, creeks, ravines, floodplains and forested lands combined with occasional extreme weather activity make some areas of the District susceptible to natural hazards including landslide, debris flow, flood and wildfire. **The District's objective is to reduce and mitigate the risk associated with natural hazards.** Development in areas prone to natural hazards requires special consideration due to concerns for personal safety and risk of property damage as well as potential impacts to natural environments.

POLICIES

1. Develop and implement natural hazards development permit areas in relation to landslide, flood, debris flow and forest interface wildfire risks
2. Facilitate mitigation measures to reduce risks of landslide, flood, debris flow and forest interface wildfire
3. Continue to develop information and communication systems to advance the natural hazard management program

WHISTLER

4.1.5. Objective Protect human safety and property from natural hazards.

- | | |
|------------------------|---|
| 4.1.5.1. Policy | Proactively implement initiatives for effective prevention of wildfires and structure fires including Whistler's community wildfire protection plan and comprehensive emergency management plan. |
| 4.1.5.2. Policy | A hazard assessment report prepared by a qualified professional may be required for applications for zoning amendments, subdivision and building permits. |
| 4.1.5.3. Policy | A wildfire hazard assessment report prepared by a qualified professional in accordance with FireSmart® guidelines may be required for zoning amendment and subdivision applications. |
| 4.1.5.4. Policy | Develop and maintain development permit guidelines for the protection of development from wildfire. |
| 4.1.5.5. Policy | Ensure all development is protected from flood hazards to the standards accepted by the Province and qualified professionals. |

7.2. Goal Natural areas are proactively managed for and resilient to climate change.

- 7.2.1. Objective Ensure municipal wildfire management programs reduce risk to natural areas and private properties.
- 7.2.1.1. Policy Update the Community Wildfire Protection Plan and related wildfire plans periodically and implement the recommendations.
- 7.2.1.2. Policy Reduce wildfire risk in the Wildland Urban Interface areas.
- 7.2.1.3. Policy Partner with provincial agencies and Whistler Blackcomb regarding wildfire fuel management and evacuation planning.
- 7.2.1.4. Policy Support residents in reducing wildfire risk on private property in alignment with FireSmart® Canada guidelines and consistent with other municipal priorities.
- 7.2.1.5. Policy Develop landscape level fuel breaks to provide defensible space to fight wildfires.
- 7.2.1.6. Policy Continue to seek provincial support and funding for Whistler's wildfire management programs.

WEST KELOWNA

3.4.1.2 Climate Change Policies

1. Ensure long range planning processes, as well as the review of current development applications, considers specific climate change risks such as increased intensity of wildfire, flood, drought, and extreme heat and cold events.
2. Ensure risk assessments include analysis of changes expected due to climate change, such as forecasting of rainfall intensity-duration-frequency curves, lake level rise to assess the magnitude of climate change effects, wildfire, drought and quantify that change over time.
3. Consider developing policies related to mitigating the impact of extreme climate events that result in immediate health hazards to City residents associated within risks such as extreme heat, air quality, etc.

5. Aim to reduce new development on the peripheries of the West Kelowna boundary that are at the highest risk to wildfires, and set development standards for waterfront development to increase flood readiness.

KELOWNA

- Objective 15.1. Reduce wildfire risk to health and safety of the public, property and infrastructure.

Policy 15.1.1. Design Subdivisions to Reduce Wildfire Risk.

Incorporate wildfire hazard reduction considerations in subdivision design.

Policy 15.1.2. Access and Egress.

Improve access and egress to neighbourhoods at risk of wildfire as identified in [Map 20.2: Wildfire Development Permit Area](#).

Policy 15.1.3. Use FireSmart Principles.

Encourage property-owners to use FireSmart principles on their properties.

Policy 15.1.4. Manage Forest Fuels.

Use a combination of new and conventional technologies and traditional [syilx/Okanagan](#) knowledge to manage forest fuels in accordance with a changing climate to reduce wildfire risk.

Policy 15.1.5. Wildfire Fuel Modification.

For properties to be transferred to the City that are located within a Wildfire Hazard Area, as identified in [Map 20.2](#), require wildfire fuel modification to be completed prior to the transfer to a level deemed acceptable by a qualified professional in a wildfire hazard assessment.

PRINCETON

- c. Development will be prevented in the following designated hazardous areas:
 1. Within the 200-year floodplain of the Tulameen and Similkameen Rivers as depicted on the Floodplain Map (Schedule I);
 2. Within the floodplain of other streams;
 3. Steep slopes, with grades in excess of 30%;
 4. Areas within high to extreme wildfire hazard on a case by case basis as determined by a qualified professional;
 5. Areas subject to soil subsidence, rock fall hazard, land slip and erosion.

WILDFIRE PROTECTION POLICIES

- a. Review existing studies and implement wildfire mitigation strategies as per Development Permit Area No. 6: Wildfire Protection Areas.
- b. Continue to coordinate with local, regional and provincial partners (i.e. School District No. 58, FireSmart BC, Princeton Fire Department, Regional District of Okanagan-Similkameen) to improve the awareness and education of emergency forest fire response programs and FireSmart principles.
- c. Support cooperative work between the Ministry of Forests, Lands and Natural Resource Operations and the Approving Officer in evaluating subdivision applications to minimize the potential for fire damage in natural areas surrounding Princeton.
- d. Promote and encourage incorporation of FireSmart principles in all existing and proposed private and public development within the Town limits.
- e. Continue to implement the Town of Princeton's 2021 Community Wildfire Resiliency Plan and review and update the plan as needed to ensure its continued relevance.

MERRITT

WILDFIRES

- 9.2.33 The City should follow the principles in the appropriate home-based FireSmart™ manual and encourage residents and community groups to enhance wildfire prevention and preparation practices in residences and workplaces.
- 9.2.34 Develop communications materials to support the community in understanding wildfire risk and response plans.



- 9.2.35 Lobby Provincial Ministries to develop fuel management planning and treatment focusing on Crown Land in and around municipal boundaries.
- 9.2.36 Coordinate with BC Hydro to prevent potential wildfires caused by powerline damage in wildfire hazard areas.
- 9.2.37 Develop a **FireSmart™ Guide for Property Owners** to assist applicants when applying for a Development Permit for a property in DPA 10 Wildfire Hazard.
- 9.2.38 Require that FireSmart™ Canada principles are followed when developing, altering, or maintaining current and future properties and developments.
- 9.2.39 Create xeriscaping and FireSmart™ landscaping resources for developers and residents.
- 9.2.40 FireSmart™ landscaping principles should be adhered to, including planting deciduous trees, avoiding planting coniferous trees, and choosing shrubs and plants that are fire-resistant.
- 9.2.41 Ensure that trees at City facilities and along streets are spaced so that branches do not overlap and are pruned to remove dead and dry materials at the base of the tree.
- 9.2.42 Educate and encourage homeowners to choose fire-resistant exterior building materials, such as stucco, metal siding, brick, concrete and fibre cement siding, and roofing materials such as metal, asphalt, clay, and composite tiles.
- 9.2.43 Employ operational treatment strategies, fuel management and maintenance prescriptions, for the ongoing maintenance of previously treated forest lands identified as a High Wildfire Behavior Threat Class and a Wildfire Urban Interface Risk within municipal boundaries.

SUMMERLAND

- 7.4.1.6 Ensure new development areas address wildfire risk throughout the neighbourhood planning process through the creation of a Wildland/Urban interface buffer.

ROSSLAND

GOAL



Rossland is prepared and proactive in managing the risks and danger associated with wildfire.

POLICIES

- 5.1.1 Consider the wildfire risk potential in all policy development and decision-making regarding land use allocation, subdivision or development (new or retrofit construction).
- 5.1.2 Continue to implement the recommendations in the Rossland Community Wildfire Protection Plan and update the Plan as necessary.



Islands Trust

DRAFT for COMMITTEE OF THE WHOLE/TRUST COUNCIL

Islands Trust Policy Statement

Draft Bylaw No. 183

February 28, 2025

Proposed Revisions by Committee of the Whole made:

- September 25, 2024
- October 3, 2024
- November 6, 2024
- December 12, 2024
- January 8, 2025
- February 6, 2025
- February 21, 2025

For Committee of the Whole meeting of March 6, 2025

Acknowledgement

Islands Trust Council respectfully acknowledges that the lands and waters that encompass the Islands Trust Area have been home to Indigenous Peoples since time immemorial and that their relationship to these lands and waters continues to this day. Islands Trust Council acknowledges that residential schools, forced removal, and colonial laws and restrictions of Indigenous governance and cultural practices have displaced and dispossessed Coast Salish peoples and disrupted their relationships with the islands and waters of the Salish Sea. Islands Trust Council is committed to reconciliation and to working together to preserve and protect this ecologically, culturally, and spiritually significant region in the Salish Sea.

The Islands Trust Area is located within Coast Salish Territory, in the treaty lands and territories of:

- **BOŖEĆEN** (Pauquachin) First Nation
- **K'ómoks** (Comox) First Nation
- **MÁLEXEL** (Malahat) First Nation
- **Qualicum** First Nation
- Quw'utsun Nation (comprised of **Cowichan Tribes**, **Xeláltxw** (Halalt) First Nation, **Lyackson** First Nation, **Spune'luxutth'** (Penelakut Tribe) and **Stz'uminus** (Chemainus) First Nation
- **scə́waθən** (Tsawwassen) First Nation
- **səlilwətał** (Tseil-Waututh) First Nation
- **SEMYOME** (Semiahmoo) First Nation
- **shíshálh** (Sechelt) Nation
- **Skw̓wú7mesh** (Squamish) First Nation
- **Snaw-naw-as** (Nanoose) First Nation
- **Snuneymuxw** (Nanaimo) First Nation
- **Songhees** First Nation
- **S̓ÁUTW** (Tsawout) First Nation
- **ṭaʔəmen** (Tla'amin) First Nation
- **Ts'uubaa-asatx** (Lake Cowichan) First Nation
- **Wei Wai Kum** (Campbell River) First Nation
- **We Wai Kai** (Cape Mudge) First Nation
- **W̓ JOŁŁP** (Tsartlip) First Nation
- **W̓ SIŖEM** (Tseycum) First Nation
- **Xwémalhk̓wu** (Homalco) First Nation
- **Xwseps̓um** (Esquimalt) First Nation
- **x̓m̓əθk̓əy̓əm** (Musqueam) First Nation

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Part 1: The Islands Trust Act

In 1974, the Government of British Columbia established the *Islands Trust Act* to preserve and protect the Trust Area and its unique amenities and environment against unrestrained growth and development. The Act establishes Islands Trust as a special-purpose provincial government agency equipped with a suite of land use planning powers and a conservation-oriented mandate to preserve and protect the region in cooperation with others. This unique governmental mandate was defined in Section 3 of the *Islands Trust Act* and is commonly referred to as the “Islands Trust Object”:

1.1 – The Islands Trust Object

“**The object of the trust** is to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, First Nations, other persons and organizations and the government of British Columbia.” (Section 3, *Islands Trust Act*)

1.2 – Map of the Islands Trust Area



NOTE: This map is a placeholder only. A new map of the Islands Trust Area will be created, identifying the boundaries of each local trust area and island municipality, and will include a legend, scale and recognition of the Indigenous Nations within whose territory Islands Trust operates

1.3 – Indigenous Inherent Rights Acknowledgment

Islands Trust Council respectfully acknowledges Indigenous inherent rights as protected under section 35 of the Constitution Act, 1982. Islands Trust Council respectfully acknowledges Indigenous rights to self-governance and the expressed interest of Indigenous Governing Bodies in working toward co-governance of the Islands Trust Area.

Given the *Declaration on the Rights of Indigenous Peoples Act* and the evolving legislative landscape in British Columbia, this bylaw serves as a starting point for improved cooperation with Indigenous Governing Bodies. Islands Trust Council commits to an ongoing effort to co-develop planning and land use management processes with Indigenous Governing Bodies within the Islands Trust Area and acknowledges that this document does not serve as an endpoint. Islands Trust Council will be informed by the United Nations Declaration on the Rights of Indigenous Peoples as a framework for its approach to reconciliation.

1.4 – Purpose and Structure of the Policy Statement

Communications, Engagement, and Referrals:

Section 15 of the *Islands Trust Act* states that Trust Council must adopt, by bylaw, an Islands Trust Policy Statement that applies to the Islands Trust Area as a whole. The Act specifies that the Policy Statement must be a general statement of the policies of Trust Council to carry out the Islands Trust Object, that it may establish different policies for different parts of the Islands Trust Area, and that it must be approved by the provincial Minister responsible for Islands Trust prior to adoption.

The Islands Trust Council is responsible for establishing and amending the Policy Statement, which in turn guides the development of more specific official community plans and regulatory bylaws by local trust committees and island municipalities across the region. The Act stipulates that official community plans and bylaws submitted to Executive Committee or Trust Council must not be approved if they are contrary to or at variance with the Policy Statement. This ensures that the Islands Trust Object is at the core of all planning and land use management decision-making in the Islands Trust Area.

The Policy Statement represents Trust Council's vision for the preservation and protection of the Islands Trust Area and its unique amenities and environment. It aspires to reflect the values and interests of island communities, Indigenous government bodies and Indigenous Peoples, partner agencies, and all British Columbians, as well as the silent voices of island ecosystems, species at risk, and future generations.

Three Types of Policies in the Policy Statement:

1. **Guiding Principles** (as listed in Part 2 of the Policy Statement) are intended to establish general commitments of Trust Council that centre the Islands Trust Object in all daily decision-making across the Islands Trust Area by Islands Trust bodies that are bound by the Policy Statement.
2. **Directive Policies** (as listed in Part 3 of the Policy Statement) are policies that:
 - local trust committees must address in the development of official community plans and/or regulatory bylaws, and amendments to those documents where relevant; and
 - island municipalities must address in the development of an official community plan, and amendments to that document where relevant.

These are policies integral to carrying out the Islands Trust object.

3. **Advisory Policies** (as listed in Part 3 of the Policy Statement) are policies expressing select goals of Trust Council, that local trust committees and island municipalities are advised to address in the development of official community plans, bylaws, and in discretionary land use decisions. Advisory policies are not intended to constitute a basis for Executive Committee or Trust Council review of local trust committee or island municipality bylaws, or for potential rejection of such bylaws.

All of the policies contained within the Policy Statement are interconnected and interrelate to each other in multiple ways. Therefore, the document should always be considered in its entirety to interpret its intended meaning and vision.

The policies in Part 3 have been included as they are considered by Trust Council to be important for preservation and protection of the Trust Area and its unique amenities and environment.

Part 2: Guiding Principles

In its decision making, Trust Council shall be guided by the following guiding principles:

2.1– General Guiding Principles

In its efforts to carry out the Islands Trust Object, Trust Council commits to the following set of shared principles and priorities to guide daily planning and decision making by all bodies across the Islands Trust Area:

Trust Council commits to be guided by the following principles in its efforts to advance the Islands Trust Object:

Guiding Principles and Priorities:	
2.1.1	Acknowledge and Respect Indigenous Rights To grow understanding of the history and legacy of colonialism in the Islands Trust Area, to acknowledge and respect the rights of Indigenous Peoples, and to work together with Indigenous Governing Bodies and Indigenous Knowledge Holders to preserve and protect culturally significant areas, sites, and species.
2.1.2	Prioritize Environmental and Indigenous Cultural Heritage Protection To place priority on preserving, protecting and restoring the environment, and preserving, protecting and supporting restoration of Indigenous cultural heritage in all decision making.
2.1.3	Limit the Rate and Scale of Development To define and maintain appropriate limits for the rate and scale of development in order to preserve and protect the Trust Area and its unique amenities and environment.
2.1.4	Foster Sustainable, Inclusive, and Resilient Communities To support planning and land use management decisions that foster sustainable, inclusive, and resilient communities, acknowledging the interdependencies between healthy communities and healthy ecosystems.
2.1.5	Take Guidance From the Precautionary Principle To be guided by the precautionary principle in all decision making to safeguard the environment and cultural heritage where there may be uncertainty over the threats of serious or irreversible damage from development.
2.1.6	Account for Cumulative Effects To strive to account for the cumulative effects of existing and proposed development to avoid detrimental effects on watersheds, groundwater supplies, culturally sensitive areas and cultural heritage sites, and Islands Trust Area species and their habitats.
2.1.7	Foster Informed and Balanced Decision Making To be informed by a broad range of sources in its decision making processes, including the best available science, Indigenous Knowledge, and local community knowledge.

2.2 – Cooperation Principles

While Trust Council must provide the necessary leadership to carry out the Islands Trust Object, its mandate requires cooperation with partners who each have unique roles to play in preserving and protecting the region.

Trust Council commits to be guided by the following principles in its cooperation efforts to advance the Islands Trust Object:

Trust Council's Cooperation Principles:

2.2.1	Collaborate with the Islands Trust Conservancy Board To collaborate closely with, and be informed by, the Islands Trust Conservancy Board, particularly in the areas of science-based conservation planning, ecosystem mapping, identification of core conservation areas and protected area networks, and protection of species and ecosystems at risk.
2.2.2	Work Towards Collaborative Governance with Indigenous Governing Bodies To work towards building strong relationships and foundations for collaborative governance with Indigenous Governing Bodies, including through the development of shared decision-making agreements under the <i>Declaration on the Rights of Indigenous Peoples Act</i> .
2.2.3	Work Towards Strategic Inter-Agency Coordination To work towards establishing effective inter-agency coordination mechanisms with different levels of government, academic institutions and organizations who have important roles to play in supporting the Islands Trust Object.
2.2.4	Work Towards Accessible and Inclusive Public Communications and Engagement To work towards accessible and inclusive public communications and engagement strategies that engage a wide range of Islands Trust Area residents, communities, local organizations, and British Columbians.
2.2.5	Provide Public Education Opportunities To provide education opportunities to Islands Trust Area residents, communities, local organizations, and visitors, highlighting tangible ways they can contribute to preserving and protecting the Trust Area and its unique amenities and environment, while respecting the confidentiality interests of Indigenous Peoples and Indigenous Governing Bodies.

2.3 – Reconciliation Principles

Trust Council has declared its commitment to reconciliation with Indigenous Peoples of the Islands Trust Area, with the understanding that this commitment is a long-term relationship building and healing process.

Trust Council's Reconciliation Principles:

Trust Council will, to the extent that they engage its mandate to preserve and protect the Trust Area. . .

2.3.1	Guidance from Truth and Reconciliation Commission Be informed by the 10 principles established by the Truth and Reconciliation Commission of Canada (TRC) .
2.3.2	Guidance from United Nations Declaration on the Rights of Indigenous Peoples Be informed by the articles established in the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).
2.3.3	Guidance from Missing and Murdered Indigenous Women and Girls Calls for Justice Be informed by the principles for change used by the National Inquiry into Missing and Murdered Indigenous Women and Girls .

Part 3: Objectives, and Directives and Advisory Policies

Objective 1:

Advancing Reconciliation

Trust Council is committed to reconciliation and to long-term healing and relationship building with Indigenous Governing Bodies and Indigenous Peoples across the region. The policies in this section aim to acknowledge the history and legacy of Indigenous Peoples in the area since time immemorial, to recognize and respect the interests of Indigenous Governing Bodies regarding planning and land use management decisions that impact their territories, and to build foundations for collaborative governance and shared decision making.

Directive Policies - Reconciliation

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.1.1 Cooperate with Indigenous Governing Bodies

Engage with Indigenous Governing Bodies and provide a record of the engagement at time of bylaw submission.

Advisory Policies - Reconciliation

Local trust committees and island municipalities should . . .

3.1.2 Cooperate with Indigenous Governing Bodies

Engage with Indigenous Governing Bodies on discretionary planning and land use management decisions that may have potential significant impacts on Indigenous Governing Bodies' territories or the ecological health of the Islands Trust Area.

Objective 2:

Preserving and Protecting Indigenous Cultural Heritage and Culturally Significant Areas, Sites, and Species

This objective advances Guiding Principle 2.1.2 [Prioritize Environmental and Indigenous Cultural Heritage Protection]. Trust Council recognizes Indigenous cultural heritage as a unique amenity in the Islands Trust Area that must be preserved, protected, and where possible, restored. The Islands Trust Area is home to many culturally significant areas, sites, and species of importance to present and future generations of Indigenous Peoples. This section lays out general types of Indigenous cultural heritage and culturally significant areas, sites, and species that should be identified and protected in each local planning area; this should be guided by Indigenous Peoples, Indigenous governing bodies and Indigenous Knowledge Holders and undertaken in a culturally sensitive manner that respects confidentiality protocols around the sharing of Indigenous Knowledge.

Directive Policies - Indigenous Cultural Heritage & Culturally Significant Areas, Sites and Species

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.2.1	Indigenous Cultural Heritage Sites Address-Minimize potential negative impacts to Indigenous cultural heritage sites including, but not limited to, known village sites, burial sites, middens, cairns, petroglyphs, culturally modified trees, fish traps, clam gardens, and pictographs, and known (registered), unregistered, or newly discovered archaeological sites.
3.2.2	Indigenous Marine Harvesting Areas Address-Minimize potential negative impacts to known Indigenous marine harvesting areas used by Indigenous Peoples, on land and marine foreshores including, but not limited to, fish weirs and clam gardens.
3.2.3	Indigenous Harvesting and Hunting Areas Minimize potential negative impacts to land-based harvesting and hunting areas used by Indigenous Peoples.

Advisory Policies - Indigenous Cultural Heritage & Culturally Significant Areas, Sites and Species

Local trust committees and island municipalities should . . .

3.2.3	Indigenous Cultural Heritage Sites Through engagement with Indigenous Governing Bodies, identify and protect Indigenous cultural heritage sites including, but not limited to, village sites, burial sites, middens, cairns, petroglyphs, culturally modified trees, fish traps, clam gardens, and pictographs, and known (registered), unregistered, or newly discovered archaeological sites.
3.2.4	Indigenous Harvesting Areas Through engagement with Indigenous Governing Bodies, identify and protect Indigenous harvesting areas on land and marine foreshores including, but not limited to, fish weirs, clam gardens, camas meadows, and other areas used for Indigenous hunting, fishing, trapping, and gathering of plants and medicines.
3.2.5	Indigenous Harvesting and Hunting Area Access Through engagement with Indigenous Governing Bodies, identify and pursue opportunities to improve access by Indigenous Peoples to marine and land-based harvesting and hunting areas.

3.2.65	Other Culturally Significant Areas for Indigenous Peoples Through engagement with Indigenous Governing Bodies, identify and protect areas of importance for Indigenous cultural, spiritual, medicinal and ceremonial practices and gathering areas
3.2.76	Culturally Significant Species and Medicinal Plants Through engagement with Indigenous Governing Bodies, identify and protect and support restoration of culturally significant species and medicinal plants.

Objective 3:

Preserving and Protecting Healthy and Biodiverse Ecosystems

~~This objective advances Principle 2.1.2 [Prioritize Environmental Protection].~~ Trust Council acknowledges that preserving and protecting the ecological integrity of the Islands Trust Area is essential to the Islands Trust Object and to supporting community well-being across the region. The policies in this section aim to identify and protect key ecosystem types and characteristics that safeguard biodiversity (excluding invasive species) and promote resilience to climate change.

Directive Policies - Ecosystem Integrity

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.3.1	Protected Area Networks Identify, establish, and maintain -sustain a network of protected areas of sufficient size and distribution to preserve the environmental integrity of ecosystems in their planning area.
3.3.2	Sensitive Ecosystems Identify and prioritize the preservation, protection, and restoration of sensitive ecosystems in the Islands Trust Area, classified as the following ecosystem types: cliff; freshwater; herbaceous; old and mature forest; riparian; wetland; and woodland.
3.3.3	Forest Ecosystems Identify forest ecosystems and prioritize the preservation, protection, and restoration of unfragmented forest ecosystems , with a particular focus on the maintenance and restoration of their ecological integrity. remaining stands of relatively undisturbed Coastal Douglas-fir, Western redcedar, Arbutus, Garry oak, and Coastal Western Hemlock and their associated ecosystems.
3.3.4	<u>Coastal Oak and Prairie Ecosystems</u> <u>Identify and prioritize the preservation and protection of coastal oak and prairie ecosystems, with a particular focus on their maintenance, restoration and management of their ecological integrity.</u>
3.3.5	Watershed Ecosystems Identify and prioritize the preservation, protection, and restoration of watershed ecosystems, freshwater sources, and groundwater recharge areas.
3.3.6	Marine Shorelines and Nearshore Areas Identify and prioritize the preservation, protection, and restoration of eelgrass meadows, kelp forests, forage fish spawning areas, clam beds, estuaries, tidal salt marshes, mud flats, and coastal wetlands.
3.3.7	Critical Habitat for Species at Risk Identify and prioritize the preservation, protection, and restoration of critical habitat for species at risk.

3.3.8	Islets and Small Islands Identify and prioritize the preservation, protection, and restoration of relatively undisturbed islets and small islands.
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Advisory Policies - Ecosystem Integrity

Local trust committees and island municipalities should . . .

3.3.9	Indigenous Ecosystem Management Through engagement with Indigenous Governing Bodies, support opportunities for Indigenous-led ecosystem management.
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Objective 4:

Fostering Sustainable, Inclusive, and Resilient Communities

This objective advances Principle 2.1.2 [Limit the Rate and Scale of Growth and Development], and Principle 2.1.4 [Foster Sustainable, Inclusive, and Resilient Communities]. Trust Council recognizes that the Islands Trust Object is for the benefit of residents of the Islands Trust Area and all British Columbians, who in turn have a role in preserving and protecting this region. The policies in this section support the preservation and protection of unique island character and aim to foster sustainable, inclusive, and resilient island communities.

Directive Policies - Managing Growth and Development

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.4.1	Sustainable Development Consider site capabilities, environmental and protected areas, and existing development patterns when determining the land use designation and appropriate locations and intensities of various uses of the land. Ensure development is compact, energy efficient, and appropriately situated on the island and on the site in order to: reduce dependency on private automobile use, and support increased use of trail systems, public transportation, and active transportation; be compatible with preservation and protection of the Trust Area and its unique amenities and environment, and limit impacts on Indigenous cultural heritage, harvesting and hunting areas.
3.4.2	Density Limits Establish appropriate density limits for efficient and sustainable use of the land base that help to safeguard protected area networks, and is compatible with preservation and protection of the Trust Area and its unique amenities and environment. Manage community growth and its associated impacts by directing residential and mixed-use development into appropriate locations, to prevent sprawl and relieve growth pressures in the surrounding rural areas, and to help safeguard protected area networks.
3.4.3	Impacts of Development Consider the aesthetic, environmental, and social impacts of development.
3.4.4	Community Facilities and Services Ensure that each community's current and projected long-term needs for educational, institutional, community, health, cultural, and recreational facilities and services and outdoor recreation are considered and planned for.
3.4.5	Climate Change Mitigation and Adaptation Identify and encourage adoption of planning and land use management strategies, and consider nature-based solutions, to minimize greenhouse gas emissions, and adapt to climate change-related vulnerabilities.

3.4.6	Hazardous Areas Identify <u>areas at elevated risk of natural and climate change-related hazards and restrict development within them including, but not limited to, areas subject to flooding, sea-level rise, erosion, slope instability and wild fire.</u> with consideration of climate change, areas hazardous to development activities, including, but not limited to, areas subject to flooding, erosion, wildfire, or slope instability, and direct development away from such hazards.
3.4.7	Economic Activities Support <u>sustainable</u> economic activities that are compatible with the preservation and protection of the Trust Area and its unique amenities, environment, <u>community health,</u> and community character <u>that consider transportation and infrastructure capacity.</u>
3.4.8	Community Heritage Sites Identify, preserve, protect, and support the restoration of community heritage sites.

Directive Policies - Housing

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.4.9	Appropriate Locations for Densification Identify appropriate locations where density increases could support the development of safe, secure, diverse, and affordable housing while reducing dependency on private automobile use, and increasing use of trail systems, public transportation, and active transportation, and without adversely impacting the Trust Area and its unique amenities and environment.
3.4.10	Short-Term Rentals Identify and assess the impacts of short-term rentals of dwellings on the availability of safe, secure, and affordable housing and, where necessary, regulate and limit the number of short-term rentals accordingly.
3.4.11	Floor Area and Lot Coverage Limits <u>Determine appropriate floor area and lot coverage limits for residential development to minimize negative environmental impacts, including on land used for agricultural purposes.</u> Determine appropriate floor area and lot coverage limits for residential development to minimize greenhouse gas emissions and cumulative impacts to the Trust Area and its unique amenities and environment, including impacts on agricultural land.
3.4.12	Housing Diversity Support housing agreements for affordable housing, and special needs housing.

Advisory Policies - Housing

Local trust committees and island municipalities should...

3.4.13	Housing Options Support a range of housing types and tenures, including rentals, co-operatives and other alternatives to fee-simple ownership.
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Directive Policies - Transportation

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.4.14	Public and Active Transportation Networks Identify and establish appropriately situated, safe, comfortable, and equitable transportation networks, both on the islands and to the islands that reduce dependency on private automobile use, encourage electric vehicles <u>zero emission modes of transportation</u> , and support increased use of trail systems, public transportation, and active transportation.
3.4.15	Rural Roadways Identify and protect rural roadways, including scenic and/or heritage roads.

Advisory Policies - Transportation

Local trust committees and island municipalities should...

3.4.16	Road Systems Ensure that road location, design, construction, and road systems are compatible with preservation and protection of the Trust Area and its unique amenities and environment.
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Directive Policies - Waste

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.4.17	Disposal of Waste Identify appropriate locations for waste transfer stations for the removal of waste from the Islands Trust Area on islands with vehicle ferry service that are compatible with the preservation and protection of the Trust Area and its unique amenities and environment.
3.4.18	Septic Systems Establish requirements for the location and siting of new septic systems to mitigate adverse impacts on the Trust Area and its unique amenities and environment, including Indigenous Peoples' cultural heritage sites and marine harvesting areas.

Directive Policies - Recreation

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.4.19	Preservation of Natural Heritage Identify, preserve, protect, and support the restoration of natural heritage sites.
3.4.20	Location and Types of Recreational Facilities Identify appropriate locations and types of facilities for low-impact and active recreational activities, and discourage high-impact recreational facilities that may adversely impact the preservation and protection of the Trust Area and its unique amenities and environment.
3.4.21	Access to Recreational Facilities Identify appropriate locations, types, and safe public access to recreational facilities
3.4.22	Access to Community Marinas, Boat Launches, and Docks. Identify safe public access to community marinas, boat launches, and docks.
3.4.23	Access to Anchorages Identify appropriate and safe small-craft anchorage public-access locations.

3.4.24	Trail Systems Identify appropriate locations, types, and safe public access to public pedestrian, equestrian and bicycle trail systems to support active recreation that is compatible with preservation and protection of the Trust Area and its unique amenities and environment.
3.4.25	Public Shoreline Access Identify and protect areas providing safe public access to marine shorelines and along marine shorelines that are appropriate for low-impact, public recreational use and do not adversely impact the Trust Area and its unique amenities and environment.
3.4.26	Destination Gaming Facilities Prohibit destination gaming facilities such as casinos and commercial bingo halls.

Objective 5:

Fostering Sustainable Stewardship of Lands and Waters

~~This objective advances Principle 2.1.3 [Limit the Rate and Scale of Growth and Development] and Principle 2.1.2 [Prioritize Environmental and Indigenous Cultural Heritage Protection].~~ Trust Council recognizes that sustainable use of lands and waters in the Islands Trust Area is important to the long-term well-being and resilience of ecosystems in the Islands Trust Area and the communities that depend on them. This section lays out policies for sustainable land and water use that support the long-term health of ecosystems and sustainability of freshwater.

Directive Policies - Freshwater

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.1	Freshwater Sustainability Ensure that neither the density, nor intensity of land use is increased in watersheds where the quality or quantity of the supply of freshwater is likely to be inadequate or unsustainable.
3.5.2	Freshwater Demand and Supply Projections Ensure that existing, anticipated, and seasonal water demand and water availability are considered.
3.5.3	Freshwater Self-Sufficiency Ensure that islands are self-sufficient in their supply of freshwater.

Advisory Policies - Freshwater

Local trust committees and island municipalities should ...

3.5.4	Freshwater Quality Ensure that freshwater quality is maintained or remediated.
3.5.5	Freshwater Uses Strive to ensure that freshwater use is not to the detriment of other uses of the waterway such as fish and fish habitat uses, Indigenous cultural and spiritual uses, aesthetic and recreational uses, and the maintenance of water quality in lakes, streams,

	and wetlands.
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Directive Policies - Forest Lands

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.6	Forest Lands for Sustainable Management Maintain large land holdings and parcel sizes to support sustainable forest management practices that are compatible with preservation and protection of the Trust Area and its unique amenities and environment.
3.5.7	Forest Lands and Road Systems Consider siting of roads and utility corridors to minimize the fragmentation of forest lands.
3.5.8	Forest Lands and Wildfire Risk Management Identify planning and land use management strategies that mitigate wildfire risk and that are appropriate to the unique biogeoclimatic zones and settlement patterns of each local planning area.

Directive Policies - Agricultural Lands

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.9	Protection of Agricultural Lands Identify and protect agricultural lands for current and future use consistent with the Agricultural Land Commission Act and its regulations for agricultural land within the Agricultural Land Reserve while considering downstream impacts, wildlife habitat, and adjacent properties.
3.5.10	Agriculture and Adjacent Properties Minimize any adverse impacts of land uses from adjacent properties on agricultural lands.
3.5.11	Agriculture and Road Systems Consider siting of roads and utility corridors to minimize fragmentation of agricultural lands.
3.5.12	Economic Viability of Farms Consider land uses and activities that support the economic viability of farms without compromising the agricultural capability of agricultural land or adversely impacting the Trust Area and its unique amenities and environment.

Advisory Policies - Agricultural Lands

Local trust committees and island municipalities should ...

3.5.13	Sustainable Agriculture Preserve, protect, and encourage sustainable farming and the sustainability of farming.
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Directive Policies - Soil and Fill

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.14	Soil Removal and Deposit Foster the preservation, protection, and restoration of soils in the Islands Trust Area.
3.5.15	Soil and Fill from Middens and Foreshore Areas of Cultural Significance Prohibit alteration, removal or excavation of soil or fill from middens or foreshore areas identified as culturally significant areas.

Directive Policies - Marine Shorelands

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.16	Aquaculture Tenures Direct commercial aquaculture tenures to appropriate locations that will not adversely impact areas of cultural, spiritual, archaeological, medicinal or recreational significance, or established or designated upland land uses, anchorages or moorages.
3.5.17	Setbacks from the Sea Consider the current and anticipated impacts of sea level rise and storm surge, and determine appropriate shoreline buffers and setbacks from the sea, taking into account best practices recommended by the federal and provincial governments.
3.5.18	Soft Shoreline Protections Consider and foster soft shoreline approaches first, such as those identified by the “Green Shores” program, to set requirements for shoreline preservation, and to mitigate erosion of shoreline and foreshore cultural heritage sites.
3.5.19	Marinas Identify requirements for the location, size, and nature of marinas that are compatible with preservation and protection of the Trust Area and its unique amenities and environment.
3.5.20	Sharing of Coastal Facilities Identify opportunities for the sharing of coastal facilities such as docks, wharves, floats, jetties, boat houses, board walks, and causeways.
3.5.21	Private Docks Limit or prohibit new private docks in areas identified as culturally significant by Indigenous Governing Bodies and Indigenous Knowledge Holders, in areas that provide critical habitat for species at risk, and in areas of recreational significance; and consider the cumulative effects of docks.

Directive Policies - Emissions

Local trust committees and island municipalities shall, in the preparation of official community plans and amendments; and

Local trust committees shall, in the preparation of regulatory bylaws and amendments . . .

3.5.22	Emissions to Air, Land, and Water Regulate land use and development to reduce detrimental emissions, including greenhouse gas emissions, to air, land, and water.
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Part 4: Implementation

4.1 – Policy Statement Implementation

Statutory Bylaw Approval Process:

The main implementation mechanism to ensure that the Policy Statement is implemented in local planning and land use management decision making is the statutory bylaw referral process, as stipulated in the *Islands Trust Act*.

Local Trust Committees: Under Section 27 (1) of the *Islands Trust Act*, a local trust committee must submit its bylaws to Executive Committee for approval before adoption. If Executive Committee returns a bylaw with requested changes or refuses to approve a bylaw, the local trust committee may refer the bylaw to Trust Council for approval. A bylaw has no effect until it is approved by Executive Committee or Trust Council. A bylaw adopting or amending an official community plan has no effect until it is approved by the Minister responsible for Islands Trust.

Island Municipalities: Under Section 38 (1) of the *Islands Trust Act*, the council of a municipality, all or part of which is in the Islands Trust Area, must submit official community plan bylaws to Executive Committee for approval before adoption. If Executive Committee returns a bylaw with requested changes or refuses to approve the bylaw, the municipality may refer it to Trust Council for approval. If Trust Council returns or refuses to approve a bylaw, the municipality may submit it to the Minister for approval. Bylaws have no effect until they are approved by Executive Committee, Trust Council, or the Minister responsible for Islands Trust.

Executive Committee Approval: Under Section 15(4) of the *Islands Trust Act*, bylaws submitted to the Executive Committee must not be approved by the Executive Committee, or Trust Council, if they are contrary to or at variance with the Islands Trust Policy Statement.

Organizational Policy Alignment:

All Islands Trust bodies are expected to take general policy direction from the Policy Statement to ensure that all decisions and activities of the organization are centered on carrying out the Islands Trust Object. The Guiding Principles of the Policy Statement should form the basis of Trust Council's strategic planning process. To ensure consistency between the Policy Statement and the activities of Islands Trust bodies, staff should reference the Policy Statement and its relevant sections in meetings, staff reports, work programs, inter-governmental agreements (including protocols, letters of understanding and memoranda of understanding) and responses to referrals from other agencies. All inter-governmental coordination agreements, external communications, and advocacy should be consistent with the principles and policies set out in the Policy Statement.

Monitoring and Evaluation:

Trust Council will report on its progress in implementing the objectives contained in the Policy Statement each year through the Islands Trust Annual Report.

4.2 – Policy Statement Amendments

Policy Statement Amendment Projects:

At the beginning of each term, in conjunction with its strategic planning process, Trust Council can identify any Policy Statement amendment tasks to be undertaken that term. Newly elected Trust Councils will likely wish to engage with Indigenous Governing Bodies, and may wish to engage with other key partners and interested and affected parties across the Islands Trust Area to define priorities for Policy Statement amendments that term. Any topics that are not able to be addressed in a particular term could be noted on a "Policy Statement Amendment Topic Review Inventory" for consideration by Trust Council at a later date. Once an amendment project is initiated, Trust Council could assign the Executive Committee or a council committee the task of leading and coordinating the Policy Statement review and amendment project, with the support of other committees as appropriate. As part of its annual budget cycle, Trust Council should consider allocating resources required for a Policy Statement amendment project, including for any related communications and engagement.

Communications, Engagement, and Referrals:

As soon as practicable after the initiation, of a Policy Statement amendment process, the assigned committee should adopt a communications and engagement plan appropriate to the scope and scale of the amendment project. Proposed Policy Statement amendments must be referred to regional district boards in the Islands Trust Area and should be referred to Indigenous Governing Bodies. While there are no statutory requirements for public engagement or public hearings related to the Policy Statement, in cases where major amendments are being considered, Trust Council should inform and consult members of the public and relevant partner agencies. Engagement and referral partners could include, but would not be limited to: local trust committees and island municipalities; the Islands Trust Conservancy Board; residents and non-resident property owners in the Islands Trust Area; other residents of British Columbia; municipal councils, improvement district boards operating within the Islands Trust Area; relevant provincial government agencies; and other persons and organizations who would be interested and affected by the proposed Policy Statement amendments.

Legislative Process:

Adoption of a Policy Statement amendment bylaw occurs only after Trust Council has undertaken four readings of the proposed Policy Statement bylaw and received approval by the Minister responsible for Islands Trust.

Implementation of Policy Statement Amendments:

Policy Statement amendment bylaws become effective upon date of adoption and are not retroactive. Following the adoption of Policy Statement amendments, Trust Council should in consultation with each local trust committee and island municipality develop a “Policy Statement Implementation Plan”. The Policy Statement Implementation Plan will set a timeline for official community plans and regulatory bylaw amendments to bring them into compliance with the amended Policy Statement. As part of its budget processes, Trust Council may allocate resources to support local trust committees and island municipalities to undertake this work.

Glossary of Terms

NOTE: The source references listed in this draft glossary would be removed prior to first reading and are included here solely for informational purposes during the amendment review process. Citations are not typically included in glossaries.

Aboriginal (see Indigenous Peoples)	This is a collective name for all of the original peoples of Canada and their descendants. The Constitution Act of 1982 specifies that the Aboriginal Peoples in Canada consist of three groups – First Nations, Inuit and Métis – with unique heritages, languages, cultural practices and spiritual beliefs. The term Aboriginal peoples should not be used to describe only one or two of the groups. Because Aboriginal peoples is the term used in Canada’s constitution, it has specific importance within a Canadian legal context. Other terms include Indigenous Peoples, Native Peoples, Original Peoples, or First Peoples. For our purposes, the term “Indigenous Peoples” is currently the preferred and most respectful term to use. (Source: Assembly of First Nations)
Archaeological Sites	Archaeological sites consist of the physical remains of past human activity. All archaeological sites in British Columbia are protected under the <i>Heritage Conservation Act</i> . This applies whether sites are located on public or private land, and whether the site is known or unknown. Protected archaeological sites may not be altered or changed in any manner without a permit. There are over 60,000 archaeological sites recorded in BC’s Provincial Heritage Register including the remains of village and other habitation sites, as well as resource procurement activities such as fishing weirs and culturally modified trees. These sites may date anywhere from recent times to 14,000+ years ago, and studies continue to uncover new information. (Source: BC Archaeology Branch)
Biodiversity	Biodiversity (biological diversity) is the variety of living things, including diversity within species (genetic diversity), diversity between species, and diversity of ecosystems. When biodiversity characteristics are assessed for any location or region, three attributes are considered: 1) composition (describes the parts of each biodiversity component in that area – e.g. habitat types, species present, genetic diversity within species); 2) structure (refers to the physical characteristics supporting that composition – e.g. size of habitats, forest canopy structure, etc.); 3) function (means the ecological and evolutionary processes affective life within that structure – e.g. pollination, natural disturbances, predator-prey relationships). (Source: Biodiversity BC)
Colonialism	Colonizers are groups of people or countries that come to a new place or country and steal the land and resources from Indigenous peoples, and develop a set of laws and public processes that are designed to violate the human rights of the Indigenous peoples, violently suppress the governance, legal, social, and cultural structures of Indigenous peoples, and force Indigenous peoples to conform with the structures of the colonial state. Historical and ongoing colonialism, including the dispossession of lands, has a deep and devastating impact on Indigenous people and communities. (Source: BC Addressing Racism Working Glossary; BC Office of the Human Rights Commissioner)
Community Heritage Site	A community heritage site is real property that is considered to be heritage property. (Source: Local Government Act)
Conservation	Actions, legislation, or institutional arrangements that lead to the protection or preservation of a given species, group of species, habitat, natural area, or property or areas of human heritage value or character.
Critical Habitat	Under the federal <i>Species at Risk Act</i> , critical habitat is the habitat that is necessary for the survival or recovery of listed extirpated, endangered, or threatened species, and that is identified as critical habitat in a recovery strategy or action plan. Extirpated species means a wildlife species that no longer exists in the wild in Canada, but exists elsewhere in the wild. Endangered species means a wildlife species that is facing imminent extirpation or extinction. Threatened species means a wildlife species that is likely to become an endangered species if nothing is done to reverse the factors leading to its extirpation or extinction. (Source: <i>Species at Risk Act</i>)

Land Use Density and Intensity	Density is regulated through zoning. Density may be defined by the number of units per given area of land. Density may also be measured by dividing the built area including all floor area, by the total area of the lot, e.g., floor area ratio (FAR) is an example Intensity of use refers to the impacts of different types of land uses, e.g., certain types of commercial or industrial uses could be more intense with more impacts than residential or vice versa. Of note, density and intensity of use can combine to increase cumulative impacts of the land use.
Ecosystem	An ecosystem is a collection of communities of both living and non-living things that are connected. The biotic elements in an ecosystem include living things such as plants and animals. The abiotic elements found in an ecosystem include non-living things like land forms or climate. Healthy ecosystems provide important “services,” like clean air and water, healthy forests and farms, and habitat for plants and animals. (Source: Government of BC)
Ecosystem Integrity	Ecosystems have integrity when their native components, such as native species, biological communities, natural landscapes and ecological functions, are intact and are likely to persist. (Source: Government of Canada)
Environment	The components of the Earth, including: 1. land, water and air, including all layers of the atmosphere, 2. all organic and inorganic matter and living organisms, and 3. the interacting natural systems that include components referred to in paragraphs (a) and (b). (Source: Impact Assessment Agency of Canada)
Equity / Equitable	Equity refers to achieving parity in policy, process and outcomes for historically and/or currently underrepresented and/or marginalized people and groups while accounting for diversity. It considers power, access, opportunities, treatment, impacts and outcomes. (Source: Equity & Inclusion Glossary, UBC)
First Nations	First Nations is not a legal term but came into common use in the 1970s to replace Indian, which some people found offensive. Many communities have also replaced “band” with “First Nation” in their names. Symbolically, the term elevates First Nations to the status of “first among equals” alongside the English and French founding nations of Canada. It also reflects the sovereign nature of many communities, and the ongoing quest for self-determination and self-government. First Nations people may live on or off reserve, they may or may not have legal status under the <i>Indian Act</i>, and they may or may not be registered members of a community or nation. “First Nations” should be used exclusively as a general term as community members are more likely to define themselves as members of specific nations or communities within those nations. (Source: Assembly of First Nations)
Groundwater Recharge Areas	Groundwater recharge areas are terrain that inherently provide geographical and ecological conditions for the infiltration of water from the land surface to the subsurface through soils, sediments, and fractured bedrock to replenish groundwater sources. Groundwater recharge areas can be <i>diffuse</i> where widespread precipitation on the landscape infiltrates into groundwater sources or <i>localized</i> where discrete surface water sources such as streams, lakes, septic fields, and/or irrigation fields infiltrate into groundwater sources. Groundwater recharge areas that have a significant groundwater recharging effect for drinking water sources or groundwater dependent ecosystems in the Islands Trust Area are defined as <i>Critical Aquifer Recharge Areas</i>.
Heritage Site	Heritage site means, whether designated or not, land, including land covered by water, that has heritage value to British Columbia, a community or an aboriginal people. (Source: BC Heritage Conservation Act)
Inclusive / Inclusion	Inclusion is an active, intentional, and continuous process to address inequities in power and privilege, and build a respectful and diverse community that ensures welcoming spaces and opportunities to flourish for all. (Source: Equity & Inclusion Glossary, UBC)

Indigenous Cultural Heritage	Indigenous Peoples understand and describe cultural heritage according to their distinct perspectives, traditions, and languages. For Indigenous Peoples, cultural heritage refers to ideas, experiences, objects, artistic expressions, practices, knowledge, and places that are valued because they are culturally meaningful, connected to shared memory, or linked to collective identity. Indigenous cultural heritage cannot be separated from either Indigenous identity or Indigenous life. Indigenous cultural heritage can be inherited from ancestors or it can be created by people today as a legacy for future generations. Indigenous Peoples have a right to identify their own cultural heritage, interpret its meaning, and safeguard its value. (Source: Indigenous Heritage Circle)
Indigenous Governing Body	Indigenous Governing Body means an entity that is authorized to act on behalf of Indigenous peoples that hold rights recognized and affirmed by section 35 of the Constitution Act, 1982 .
Indigenous Knowledge / Knowledge Holders	There is no single definition of Indigenous Knowledge. For our purposes, we understand "Indigenous Knowledge" as a term that refers to a set of complex knowledge systems based on the worldviews of Indigenous peoples. Indigenous Knowledge reflects the unique cultures, languages, values, histories, governance and legal systems of Indigenous peoples. It is place-based, cumulative and dynamic. Indigenous Knowledge systems involve living well with, and being in relationship with, the natural world. Indigenous Knowledge systems build upon the experiences of earlier generations, inform the practice of current generations, and evolve in the context of contemporary society. Different First Nations, Inuit and Métis communities each have distinct ways of describing their knowledge. Knowledge Holders are the only people who can truly define Indigenous Knowledge for their communities. It is important to note that some Indigenous communities are struggling to maintain their Indigenous Knowledge due to ongoing impacts of colonialism. (Source: Impact Assessment Agency of Canada)
Indigenous Peoples (see Aboriginal Peoples)	Indigenous Peoples has the same meaning as aboriginal peoples in section 35 of the Constitution Act, 1982 . The Assembly of First Nations also states: There is no official definition of Indigenous Peoples. In part, Indigenous communities, peoples and nations can be described as those which, having a historical continuity with pre-invasion and pre-colonial societies that developed on their territories, consider themselves distinct from other sectors of the societies now prevailing on those territories. Other terms include Aboriginal Peoples, Native Peoples, Original Peoples, or First Peoples. (Source: Assembly of First Nations)
Indigenous Rights	The term 'Indigenous Rights' is to be interpreted in accordance with the Province of British Columbia's Distinctions-Based Approach Primer, December 2023.
Middens	Midden, or 'shell midden' archaeological sites are indicative of past First Nations settlement activity. Formed by the accumulation of stratified cultural deposits over thousands of years, shell midden sites represent some of the most complex archaeological sites in the world. Source: McLay et al (2008) <i>A'lhut tu tet Sul'hweentst Respecting the Ancestors</i> <i>Note:</i> A midden may be an archaeological indicator of village and burial sites, and may contain ancestral remains
Nature-based solutions	Nature-based solutions are actions to protect, sustainably manage, and restore natural and modified ecosystems that address societal challenges effectively and adaptively, simultaneously benefiting people and nature. Nature-based Solutions address societal challenges through the protection, sustainable management and restoration of both natural and modified ecosystems, benefiting both biodiversity and human well-being. Nature-based Solutions are underpinned by benefits that flow from healthy ecosystems. They target major challenges like climate change, disaster risk reduction, food and water security, biodiversity loss and human health, and are critical to sustainable economic development. (Source: International Union for Conservation of Nature (IUCN))

Precautionary Principle	Principle 15 of the Rio Declaration, known as the precautionary principle, states: “In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.” Four central components of the precautionary principle include: taking preventive action in the face of uncertainty; shifting
	the burden of proof to the proponents of an activity; exploring a wide range of alternatives to possibly harmful actions; and increasing public participation in decision making. (Source: <i>The Precautionary Principle in Environmental Science</i> , Kriebel et al., 2001)
Preservation	To maintain in a given condition. Preservation often requires maintaining the processes that generate the desired condition.
Protection	To maintain over the long term by managing, or if necessary limiting, the type and intensity of development or activity to ensure that valued attributes are not compromised or destroyed.
Reconciliation	Reconciliation is about establishing and maintaining a mutually respectful relationship between Aboriginal and non-Aboriginal peoples in this country. In order for that to happen, there has to be awareness of the past, an acknowledgement of the harm that has been inflicted, atonement for the causes, and action to change behavior. (Source: Truth & Reconciliation Commission)
Restoration	Restoration is the process of assisting the recovery of an ecosystem that has been degraded, damaged, or destroyed. Ecological restoration seeks to initiate or accelerate ecosystem recovery following damage, degradation, or destruction. (Source: Society for Ecological Restoration)
Restrict	<u>To confine, bound or limit, not necessarily prohibit.</u>
Sensitive Ecosystems	Sensitive ecosystems are classified as ‘sensitive’ because of their rarity and vulnerability to disturbances such as human impacts and climate change. The BC Sensitive Ecosystems Inventory identifies sensitive ecosystem types, which have been adapted by the Islands Trust Conservancy to identify sensitive ecosystems commonly found in the Islands Trust Area, including: <u>Cliff</u>: Steep slopes, often with exposed bedrock. Very little soil accumulation, and only exceptionally hardy trees and plants. Cliffs are important vegetation refugia because they are often inaccessible to deer browsing or livestock grazing and can be important nesting habitat for birds. <u>Freshwater</u>: all freshwater networks including but not limited to streams, lakes, wetlands, groundwater sources, springs, and precipitation⁵. <u>Herbaceous</u>: Shallow soils characteristic of herbaceous ecosystems support low-growing vegetation, such as grasses, forbs (low, broad-leaved plants), wildflowers, mosses and lichens. Few trees and shrubs survive on these sites due to the fast-drying and often shallow nature of the exposed soils. <u>Old and Mature Forest</u>: Dry to moist forests dominated by conifer or deciduous tree species with a canopy cover of over 30%. Old forests have a stand age of over 250 yrs.; Mature forests have a stand age of 80–250 yrs. <u>Riparian</u>: Located adjacent to lakes, streams and rivers and characterized by plant communities and soils dependent on increased moisture. Influenced by erosion, sedimentation, flooding and seepage. <u>Wetland</u>: Feature moisture-dependent plants that thrive in an environment where water remains at or above the surface of the soil during most of the year. Can be bog, fen, marsh, swamp, shallow water, wet meadow or a mixture of these types. <u>Woodland</u>: Dry and open forests dominated by a mix of broadleaf and coniferous tree species with canopy coverage of 10–30%. Generally restricted to south-facing slopes and ridges with shallow soils and bedrock outcroppings. (Source: BC Sensitive Ecosystems Inventory, as adapted in Islands Trust Conservancy Regional Conservation Plan 2018-2027)
Species At Risk	An extirpated, endangered, threatened species, or a species of special concern. Extirpated species means a wildlife species that no longer exists in the wild in Canada, but exists elsewhere in the wild. Endangered species means a wildlife species that is facing imminent extirpation or extinction. Threatened species means a wildlife species that is likely to become an endangered species if nothing is done to reverse the factors leading to its extirpation or extinction. Species of special concern means a wildlife species that may become a threatened or an endangered species because of a combination of biological characteristics and identified threats. (Source: Federal <i>Species at Risk Act</i>)
Stewardship	Voluntary, cooperative actions that nurture and take responsibility for the long-term integrity of the environment and amenities in the Islands Trust Area

Sustainable	Capable of being maintained indefinitely; capable of meeting the environmental, economic, and social needs of current generations without compromising the ability of future generations to meet their needs.
Treaties / Treaty Nations	Treaties are constitutionally protected, government-to-government agreements that identify, define and implement a range of rights and obligations, creating long-term, mutually binding commitments. Treaties negotiated through the BC treaty negotiations process are tripartite agreements between the governments of Canada, British Columbia, and a First Nation. The goal of treaties is reconciliation. Treaties signed with First Nations in Canada between 1701 and 1923 are commonly referred to as historic treaties. In BC, there are Douglas treaties, signed with First Nations on Vancouver Island, and Treaty 8 covering a portion of northeastern BC. Treaties signed today are called modern treaties, and cover where there are no historic treaties, and can also deal with matters not addressed in historic treaties. (Source: BC Treaty Commission)