

Executive Committee

Addendum

Date: September 8, 2021
 Time: 9:00 am
 Location: Electronic meeting

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Trust Council Quarterly Meeting Schedule
September 21 -23, 2021
Electronic

Monday, September 20		Tuesday, September 21		Wednesday, September 22		Thursday, September 23	
9:00	Executive Committee pre-Trust Council Meeting	1:00	Land Acknowledgement Call to Order Approval of Agenda General Business Arising Adoption of Minutes	9:00	Trust Area Services Director's Report TPC Work Program Legislative Monitoring - BRF Islands Trust Conservancy Report ITC Audit Report - BRF Policy Statement Amendment Project Phase 3 Public Engagement Plan - RFD Policy Direction: NAPTEP Fees - RFD	9:00	Closed Meeting
		Consent Agenda		Discussion *		10:15	BREAK
		1:15	Trustee Roundtable			10:30	Rise and Report
				Decision *		10:35	New Business Items
		2:15	BREAK	10:30	BREAK		Trustee/Summary Updates BC Ferries Advisory Committee Chairs First Nations GINPR Advisory Committee SSIWPA Howe Sound Community Forum Southern Gulf Island Community Forum Baynes Sound Forum Freighter Anchorages Roundtable Update
		2:30	Executive Trust Council Follow-up Action List (FUAL) Strategic Plan - Update Continuous Learning Plan EC Work Program CAO Report Update on development of electronic meetings - BRF Policy 2.1.2 Standards of Conduct - RFD	10:45	Collaboration Oil Spill Planning in the Islands Trust Area Presentation Presentation by DFO Coast Guard		Priorities Chart Proposed December TC Agenda Program Disposition of Delegations and Town Hall Requests
		Consent Agenda		12:00	LUNCH		Correspondence Strategic Plan Amendments
		Discussion Decision		1:00	Vessel Drift and Response Analysis Presentation Presentation by Marta Green and Jamie Stephens - San Juan County		Next Meeting November 30 - December 2, 2021 in-person Victoria
				2:15	BREAK	12:00	ADJOURNMENT (approximate)
				2:30	Howe Sound Biosphere Update		 Islands Trust
		*		2:40	Select Committee Update		
		*		2:50	Regional Planning Services Director's Report RPC Work Program Report Bylaw Enforcement Statistical Report - BRF Shoreline and Residential Density Reports Strategic Plan - RFD		
		*		3:30	Administrative Services Director's Report FPC Work Program Mar 31 Allocated Financial Statements - BRF 20/21 Statement of Financial Information - RFD June 30 Quarterly Financial RPT - RFD 22/23 Draft Budget Assumptions, Principles, Timelines - BRF place holder		
				Consent Agenda			
		3:45	Development of Tree Cutting Authority Discussion Session	Discussion *			
				Decision			
		5:00	DINNER BREAK				
		7:00	Delegations Salish Sea Institute Raincoast Conservation Foundation Michael Sketch Stephen MacLean Moving Around Pender	Discussion *			
				Decision *			
		8:00	Town Hall	4:00			
		9:00	RECESS FOR THE DAY	5:00	RECESS FOR THE DAY		





Islands Trust Council

Quarterly Meeting Agenda

Date: Tuesday, September 21 - Thursday, September 23, 2021

Location: Electronic Zoom Meeting

Pages

Tuesday, September 21, 2021

1. **LAND ACKNOWLEDGMENT / CALL TO ORDER** 1:00 PM - 1:15 PM
2. **APPROVAL OF AGENDA**
3. **GENERAL BUSINESS ARISING**
 - 3.1. **Consent Agenda Items**

By general consent, that Trust Council adopt the recommendation as presented in item 3.1.1.

 - 3.1.1. July Trust Council Special Meeting Minutes
Adopt the minutes as presented.
 - 3.2. **Discussion / Decision Items**
 - 3.2.1. Trustee Roundtable 1:15 PM - 2:15 PM
- BREAK**
2:15 PM to 2:30 PM
4. **EXECUTIVE** 2:30 PM - 3:30 PM
 - 4.1. **Consent Agenda Items**

By general consent, that Trust Council adopt the recommendations as presented in items 4.1.1. to 4.1.4.

 - 4.1.1. Trust Council Follow Up Action List
Receive for information.
 - 4.1.2. Strategic Plan Update
Receive for information.
 - 4.1.3. Continuous Learning Plan
Receive for information.

4.1.4. Executive Committee Work Program Report

Approve the work program report as presented.

4.2. Discussion / Decision Items

4.2.1. Chief Administrative Officer's Report

4.2.2. Update on development of electronic meetings capability for Local Trust Committee, Trust Council and Council Committees - Briefing

4.2.3. Amendments to Trust Council Policy 2.1.2 Standards of Conduct - RFD

4.2.4. Revised Policy 2.2.3 Trust Council Resolutions without Meeting - RFD

4.2.5. Amendments to Trust Council Policy 7.6.1 FOI Policy and 7.6.2 FOI Procedure - RFD

BREAK

3:30 PM to 3:45 PM

4.2.6. Development of Tree Cutting Authority Discussion Session - BREAKOUT ROOMS

3:45 PM - 5:00 PM

DINNER BREAK

5:00 PM to 7:00 PM

5. ENGAGEMENT

7:00 PM - 8:00 PM

5.1. Delegations

5.1.1. Salish Sea Institute

5.1.2. Raincoast Conservation Foundation

5.1.3. Michael Sketch

5.1.4. Stephen MacLean

5.1.5. Moving Around Pender

5.2. Town Hall

8:00 PM - 9:00 PM

RECESS FOR THE DAY

Wednesday, September 22, 2021

6. TRUST AREA SERVICES

9:00 AM - 10:30 AM

6.1. Consent Agenda Items

By general consent, that Trust Council adopt the recommendations as presented in items 6.1.1. to 6.1.5.

- 6.1.1. Director of Trust Area Services Report
Receive for information.
- 6.1.2. Trust Programs Committee Work Program
Approve the work program report as presented.
- 6.1.3. Legislative Monitoring - Briefing
Receive for information.
- 6.1.4. Islands Trust Conservancy Quarterly Report
Receive for information.
- 6.1.5. Islands Trust Conservancy Audit Report - Briefing
Receive for information.

6.2. Discussion / Decision Items

- 6.2.1. Policy Statement Amendment Project Phase 3 Public Engagement Plan - RFD
- 6.2.2. Policy Direction: NAPTEP Fees - RFD

BREAK

10:30 AM to 10:45 AM

7. COLLABORATION

- 7.1. Oil Spill Planning in the Islands Trust Area Presentation 10:45 AM - 12:00 PM

LUNCH BREAK

12:00 p.m. to 1:00 p.m.

- 7.2. Vessel Drift and Response Analysis Presentation 1:00 PM - 2:15 PM

BREAK

2:15 PM to 2:30 PM

- 7.3. Howe Sound Biosphere Update 2:30 PM - 2:40 PM

- 8. SELECT COMMITTEE UPDATE 2:40 PM - 2:50 PM

- 9. REGIONAL PLANNING SERVICES 2:50 PM - 3:30 PM

9.1. Consent Agenda Items

By general consent, that Trust Council adopt the recommendations as presented in items 9.1.1. to 9.1.3.

- 9.1.1. Director of Local Planning Services Report
Receive for information.
- 9.1.2. Regional Planning Committee Work Program Report
Approve the work program report as presented.
- 9.1.3. Bylaw Enforcement Statistical Reports - Briefing
Receive for information.

9.2. Discussion / Decision Items

- 9.2.1. Shoreline and Residential Density Reports Strategic Plan - RFD

10. ADMINISTRATIVE SERVICES

3:30 PM - 4:00 PM

10.1. Consent Agenda Items

By general consent, that Trust Council adopt the recommendations as presented in items 10.1.1. to 10.1.3.

- 10.1.1. Director of Administrative Services Report
Receive for information.
- 10.1.2. Financial Planning Committee Work Program Report
Approve the work program report as presented.
- 10.1.3. March 31 Allocated Financial Statements - Briefing
Receive for information.

10.2. Discussion / Decision Items

- 10.2.1. 2020/21 Statement of Financial Information - RFD
- 10.2.2. June 30 Quarterly Financial Report - RFD
- 10.2.3. 2022/23 Draft Budget Assumptions, Principles, Timelines - BRF

RECESS FOR THE DAY

Thursday, September 23, 2021

11. CLOSED MEETING

9:00 AM - 10:15 AM

BREAK

10:15 AM to 10:30 PM

12. RISE AND REPORT

10:30 AM - 10:35 AM

13. NEW BUSINESS ITEMS

14. SUMMARY / UPDATES

14.1. Trustee Updates

- 14.1.1. BC Ferries (Ferry Advisory Committee Chairs)
- 14.1.2. First Nations
- 14.1.3. Gulf Islands National Park Reserve Advisory Committee
- 14.1.4. Salt Spring Island Watershed Protection Alliance (SSIWPA)
- 14.1.5. Howe Sound Community Forum
- 14.1.6. Freightler Roundtable Update

14.2. Priorities Chart

14.3. Proposed December Trust Council Agenda Program

14.4. Disposition of Delegations and Town Hall Requests

15. CORRESPONDENCE

16. STRATEGIC PLAN (Amendments)

17. NEXT MEETING

The next Trust Council meeting is scheduled to be held in-person in Victoria - November 30 to December 2, 2021.

18. ADJOURNMENT

12:00 PM - 12:00 PM

Adjournment time is approximate and may vary.

From: MICHAEL SKETCH
Sent: Tuesday, September 7, 2021 12:55 PM
To: Lori Foster <lfoster@islandstrust.bc.ca>
Cc: mgmsketch
Subject: Further to corrected M Sketch delegation submission to Trust Council for 7 P.M. Tue21Sep2021

Lori - Thank you for phoning this morning. Herein the changes to title and to (appendix) policies are detailed.

The title of my delegation submission is now: "A Rewritten Trust Policy Statement Bylaw V.3.4 01Sep2021".

There are three changes in my TPS rewrite policies in the corrected version 3.4, as follow:

1) New corrected TPS policy 1.1.5 - "Role of trustees in a local trust committee. The chair of the local trust committee corporation shall represent the federal governance level and the locally elected trustees the interests of the local trust area. In considering an application, deliberating or deciding either changes in trust area land use, or land use policy or regulatory bylaws, the trustees of a local trust committee corporation shall be cognizant of the effect of such changes or bylaws on the persons whose interests are affected. Carrying out the object of the trust as implemented in this council bylaw shall be the greater rationale for trustee actions."

2) Corrected policy 1.1.6 is added to (part in italics) - "Duty of care to persons. Trust bodies and the employees of trust council shall exercise a duty of care to persons whose interests are affected by land use changes *which may impinge on preservation and protection of the unique amenities or environment of the trust area.*"

3) New corrected TPS policy 1.1.24 - "Conflicting interests for trustees of a trust committee. Further to the obligations of S.100 of the community charter respecting the reasons for an elected official to recuse themselves from a matter before the local trust committee, conflicting interests for a trustee in their legislated obligation to carry out the object of the trust as implemented in this council bylaw, shall be a necessary and valid reason for a trustee to recuse. Whatever the reason for recusal, should more than one trustee recuse themselves from a matter before the committee such that there is not a quorum of the local trust committee present, then the matter may be referred to the executive committee of council for any or all of consideration, deliberation, and decision."

Thank you for your help in this.

Michael

**Delegation submission to the Islands Trust Council from Michael Sketch
for an electronic quarterly meeting at 7 P.M., Tuesday, 21 September, 2021**

a rewritten trust policy statement bylaw V. 3.4 01Sep2021

Councilors – I speak to key deficiencies in your current draft trust policy statement council bylaw which is given by staff as version 2, updated 15 July, 2021. There is remedy in the appendix with a fresh rewrite which corrects the structure and improves the preserve and protect content. I'll refer to council's trust policy statement bylaw as a TPS bylaw.

The rewrite TPS follows directly from S.15 of the Act and does not presume flexibility of policy implementation, for there is no such flexibility given or implied in the Act. But current and staff draft TPS bylaws delegate implementation from federal to local trust governance levels. They both rely on a flexible implementation policy 1.3.1 which has been in effect for decades. Worse, policy 1.3.1 wasn't disclosed in the bylaw now being amended and hasn't been subject to ministerial review. Today, the staff draft TPS not only discloses implementation policy 1.3.1 but acknowledges that 1.3.1 isn't subject to ministerial review. But that doesn't correct the fault of not including implementation within the bylaw.

Canada is also a federation. Is there policy to enable the provinces to pick and choose compliance with select federal law? Of course not.

In the rewrite TPS, policy implementation is entirely within the TPS bylaw. Section 1 policies are binding for the entire trust area. A local trust area can petition council to be excused from one or more section 2 policies.

If council adopts the rewrite, trust area policies would be effectively implemented in the day to day business of each local trust area and TPS implementation policy 1.3.1 would be redundant.

The rewrite TPS gives policy instruction to implement a hierarchical two level federal governance structure as per the Act, so as to give effective trust area services oversight for local area staff services. The check and balance benefit of federal governance would be realized at last.

The schedule gives implementation detail, which in part specify a trust area regulatory bylaw for select policies as determined by council. The need for trust area regulation may be more clear once the current trust area services federal governance level is enhanced to give science based oversight for the local area staff services.

Duties of care and to consult are stipulated. Trust body meeting minutes are published and are to be consistent with Roberts Rules of Order. Meeting minutes shouldn't be barebones and edited. They should be a record of what was said as well as what was done. The public deserves to know.

You may ask why these elements aren't in the structure and content of the staff draft TPS bylaw.

In part, I think the answer is that when amendment to your policy statement was mooted, no one asked the foundation question: does the current TPS bylaw follow directly from S.15 of the Act? In and of itself, does the current TPS bylaw carry out – that is implement – the object of the trust? Had council deliberated, a quorum should have directed a TPS rewrite.

As has happened, the staff TPS draft is an amendment to content of the current bylaw, not a rewrite. Some say the current TPS has stood the test of decades without significant question. But at the least, implementation of trust area policies should have been questioned, should have been corrected. There have been too many examples where the public has seen development recommended, or a bylaw adopted, despite contrary trust area policy. Coupled with TPS implementation policy 1.3.1, the policy statement checklist doesn't survive scrutiny.

Policy statement structure hasn't changed for decades. There is obvious rationale for a rewrite.

Equally, there is rationale to rewrite the content. The staff draft TPS is rich with history, trust goals, good intentions and opportunity for advocacy. The 18 months and more of staff investment deserves a home. Particularly in the face of public reservations about content and the perception of an unwarranted rush to first reading, staff and the council chair have recommended the TPS "cover to cover". The advice is appropriate for an ongoing "Trust Area Workbook", published and maintained on the trust website. The public could follow preserve and protect initiatives as they evolve. The next TPS amendment would be forecast.

But a "Trust Area Workbook" shouldn't be conflated with the council TPS bylaw.

This rewrite content begins with new section 1 policies which, taken together, give credibility to the trust area intention to preserve and protect. In particular, there is policy clarity for the word "environment".

The climate crisis is manifest and trust policies should look forward to the time when elements of the natural environment must be given rights to continue without anthropogenic harm. A cornerstone of preserve and protect for future residents of the trust area.

Witness a Canadian first this year, where a Québec river now has rights as a person would have to respond to an existential threat.

Section 2 policies in this TPS rewrite are grouped by topic, as have been directive policies in the current bylaw. Note that although TPS amendment was to have addressed the climate change crisis, there are no directive policies in the staff draft TPS. There are in the rewrite section 2 policies.

Section 3 lists the unique amenities to be preserved and protected that have been identified to date by council in inter agency agreements, council resolution, or other.

Please, councilors, consider this draft TPS carefully. It differs significantly from both the current TPS bylaw and staff draft version 2. The difference will enable council to realize the potential of the Act. The trust area environment will be grateful and Canada's protected areas will benefit from your example.

Thank you for considering my submission.

Michael Sketch

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Appendix – A draft trust policy statement council bylaw which corrects the structure of both current and staff draft bylaws and improves the preserve and protect content.

The Islands Trust Act establishes a federal governance wherein trust council presides over a union of local area land use jurisdictions, each with authority over land use conferred by the local government act.

Council's trust policy statement bylaw is required at Section 15 of the act and is a general statement of council's policies to carry out the object of the trust.

Council may establish different policies for different parts of the trust area.

The trust policy statement is a regional plan for the trust area.

For this trust policy statement bylaw; each of trust council, trust executive and local trust committee are known as a trust body. Trust council is known as council and is a trust body. The islands trust act is known as the act.

Content

TPS rewrite mgms V. 3.4 01Sep2021

1. Policies for the entire trust area

- 1.1.1 all policies and policy implementation contained in this trust policy statement bylaw
- 1.1.2 federal governance to be implemented
- 1.1.3 adherence to trust area policies
- 1.1.4 persons and entities affected by changes in land use
- 1.1.5 role of trustees in a local trust committee
- 1.1.6 duty of care to persons
- 1.1.7 duty of care to entities
- 1.1.8 duty to consult
- 1.1.9 trust area environment
- 1.1.10 climate change
- 1.1.11 trustees to speak for persons and entities that can not speak for themselves
- 1.1.12 assessment of harmful effects of changes in land use
- 1.1.13 carrying capacity
- 1.1.14 rural built environment to predominate
- 1.1.15 priority to preserve and protect
- 1.1.16 community need
- 1.1.17 precaution
- 1.1.18 adherence to trust policy in day to day actions
- 1.1.19 paramountcy
- 1.1.20 meeting minutes
- 1.1.21 trust bodies to cooperate with first nations and shared jurisdiction authorities
- 1.1.22 service provision by a regional district
- 1.1.23 regional context statement
- 1.1.24 conflicting interests local for trustees of a trust committee
- 1.1.25 amendment to this council trust policy statement bylaw

2. Policies for the trust area, save where council excuses one or more local trust areas

- 2.1 environmental integrity policies
- 2.2 freshwater stewardship policies
- 2.3 forest stewardship policies
- 2.4 agriculture land stewardship policies
- 2.5 soil stewardship policies
- 2.6 coastal and marine stewardship policies
- 2.7 climate change policies
- 2.8 heritage preservation and protection policies
- 2.9 rural island planning policies
- 2.10 policies for land zoned residential and housing policies
- 2.11 transportation policies
- 2.12 utilities policies
- 2.13 discarded materials management policies

3. Unique amenities of the trust area

Schedule: implementation policies for policies of this trust policy statement bylaw and trust area regulation

1. Policies for the entire trust area

For the entire trust area, council holds and recommends to the conservancy board that:

1.1 General policies to carry out the object of the trust, subject to implementation policy in the schedule for this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

1.1.1 All policies and procedures to implement trust area policies in the trust area are contained in this trust policy statement bylaw.

1.1.2 Federal governance to be implemented. Council shall ensure that the trust staff administrative structure implements a two level hierarchical federal governance intended by the Act. The trust area services federal administrative level shall include sufficient assessment expertise that all proposals for changes in land use can be effectively evaluated and monitored in the entire staff process from receipt of applications for changes in land use to bylaw adoption and that relevant guidance and instruction be given to the local planning service for local trust areas in order to carry out the object of the trust.

1.1.3 Adherence to trust area policies is first in council's federal oversight responsibilities for local trust areas. Council shall ensure that island municipalities have regard for the trust object and trust policy statement in respect of all actions of the municipality.

1.1.4 The persons and entities whose interests may be affected by changes in land use in the trust area are:

- (a) the natural environment
- (b) unique amenities of the trust area
- (c) the predominantly rural built environment
- (d) first nations
- (e) residents
- (f) future residents
- (g) the people of British Columbia generally.

1.1.5 Role of trustees in a local trust committee. The chair of the local trust committee corporation shall represent the federal governance level and the locally elected trustees the interests of the local trust area. In considering an application, deliberating or deciding either changes in trust area land use, or land use policy or regulatory bylaws, the trustees of a local trust committee corporation shall be cognizant of the effect of such changes or bylaws on the persons whose interests are affected. Carrying out the object of the trust as implemented in this council bylaw shall be the greater rationale for trustee actions.

1.1.6 Duty of care to persons. Trust bodies and the employees of trust council shall exercise a duty of care to persons whose interests are affected by land use changes which may impinge on preservation and protection of the unique amenities or environment of the trust area.

1.1.7 Duty of care to entities. Acknowledging the first nations way of knowing, trust bodies and the employees of trust council shall exercise a duty of care to entities whose interests are affected by land use changes in the trust area; in particular but not limited to the interests of the natural environment, which can not speak for themselves. Trust bodies shall favour presumed rights of natural entities to continue without anthropogenic harm, anticipating decisions in the courts to give such rights in law.

1.1.8 Duty to consult. When considering changes in land use, trust bodies shall first deliberate whether or not consultation is needed and where indicated, shall meaningfully consult with those whose interests are affected. Consultation shall be early and ongoing. Where the interests of the natural environment are deemed affected, consultation shall begin with full disclosure to those who can speak on behalf of the natural environment.

1.1.9 Trust area environment. For purposes of this bylaw, the trust area environment is the sum of its parts and is subdivided for policy clarification as follows:

trust area environment

1a) built

1b) natural

2(a) first nations
structures

2b) mainly
rural

2c) more dense
urban

2d) anthropogenically
modified

2e) unmodified

1.1.10 Climate change. In that evidence of climate change is manifest in the science and measurements relied on by the provincial ministry of the environment, the trust object and indigenous ways of knowing confer an obligation on trust bodies to acquire local knowledge based on observation of critical changes in the natural environment and to use that local knowledge in their deliberations and decisions on land use which are expected to protect against adverse consequences of climate change. In those deliberations and decisions, trust bodies shall favour presumed rights of natural entities to continue without anthropogenic harm, anticipating decisions in the courts to give such rights in law.

1.1.11 Trustees to speak for persons or entities that can not speak for themselves. In carrying out the object of the trust and mindful of indigenous ways of knowing, trustees of the Islands Trust shall speak for persons or entities whose interests are affected by changes in land use but can not speak for themselves; in particular but not limited to the natural environment.

1.1.12 Assessment of potential harmful effects of changes in land use. In order to carry out the object of the trust, trustees of the Islands Trust shall be mindful of indigenous ways of knowing and diligent in assessing potential for harmful effects of changes in land use, in order that the persons and entities whose interests are affected by changes in land use will not be adversely affected. Assessment shall be guided by, but not limited to, science based assessment,

1.1.13 Carrying capacity. Carrying capacity for a part of, or for the entire of, a trust area island, or within a municipality, is the upper limit of built environment density, beyond which sustained evidence of damage to the natural environment, or to the anthropogenically modified natural environment, is manifest. Evidence of damage includes but is not limited to salt water intrusion in potable water wells, reduced water levels in drilled or surface wells, large tracts of deforested land with consequent erosion or reduced groundwater recharge, and reduced capability of soil and land for agriculture.

1.1.14 Rural built environment to predominate. Where there is built environment, a small scale, rural, built environment shall predominate in the trust area; despite a more dense, urban, built environment in nearby areas.

1.1.15 Priority to preserve and protect. When considering changes in trust area land use which would augment the built environment at the expense of the natural environment, trust bodies shall give priority to the preservation and protection of the natural environment, in particular but not limited to the maintenance of biodiversity and the protection and restoration of rare species and species at risk.

1.1.16 Community need. Trust bodies shall not support changes in land use justified by community need, where the community need rationale is seen to take precedence over preservation and protection of elements of the natural environment and ecosystems.

1.1.17 Precaution. Where there is perception but not necessarily certainty, that the built environment will prejudice the ability of the natural environment to sustain development, then precaution shall inform limitation of growth of the built environment.

1.1.18 Adherence to trust policy in day to day actions. In order that this regional plan for the trust area be effective in carrying out the object of the trust and given that trust bodies are continued for the purpose of carrying out the object of the trust, policies of the trust policy statement shall be adhered to in the day to day actions of trust bodies and their employees. For certainty, policies of this trust policy statement shall be adhered to by land use planning staff in staff report and other advice to decision makers in the entire development and deliberation of draft bylaws pertaining to applications for changes in land use.

1.1.19 Paramountcy. Where there is conflict between policies of the trust policy statement and policy or regulation of a local trust area, trust policy statement policies shall prevail and local trust area policy or regulation, or both, shall be inoperative to the extent that they conflict with policies of the trust policy statement.

1.1.20 Meeting minutes. To further accountability and transparency in the day to day actions of trust bodies and their employees, the written meeting minutes for all trust bodies shall be published and be consistent with Roberts Rules of Order for meeting minutes which are to be published. For certainty, meeting minutes shall be a comprehensive written record of what was said, in addition to a strict record of what was done.

1.1.21 Trust bodies to cooperate. Trust bodies and their employees shall be diligent in respecting and cooperating with first nations and with shared jurisdiction authorities, including but not limited to regional districts, the agricultural land commission and the ministry of forests, lands, natural resource operations and rural development. In deliberating bylaws, trust bodies shall be mindful of the legislated requirement that a regional district board must not adopt a bylaw respecting the trust area, issue a permit respecting the trust area, or undertake work respecting the trust area if the bylaw, permit or work is contrary to or at variance with a bylaw of a local trust committee.

1.1.22 Service given by a regional district. Where, by referendum, the electorate in a local trust area or a part thereof, agrees to provision of a service, which might otherwise be given by the regional district by means of transfer of property tax revenue to a local trust area community service group, then the relevant local trust area policy and regulatory bylaws shall provide direction for provision of said service.

1.1.23 Regional context statement. The official community plan, or, if none, other policy bylaw for each local trust area jurisdiction or sub jurisdiction; shall include a regional context statement, which acknowledges both i) first nations traditional use of trust area land and ii) council's trust policy statement bylaw as a regional plan for the trust area.

1.1.24 Conflicting interests for trustees of a trust committee. Further to the obligations of S.100 of the community charter respecting the reasons for an elected official to recuse themselves from a matter before the local trust committee, conflicting interests for a trustee in their legislated obligation to carry out the object of the trust as implemented in this council bylaw, shall be a necessary and valid reason for a trustee to recuse. Whatever the reason for recusal, should more than one trustee recuse themselves from a matter before the committee such that there is not a quorum of the local trust committee present, then the matter may be referred to the executive committee of council for any or all of consideration, deliberation, and decision.

1.1.25 Amendment to this council trust policy statement bylaw shall be instituted by resolution of council. On proposal for each amendment, council will assign responsibility for day to day oversight of the amendment process to a committee of councillors whose first responsibility is to represent the broad council interest in carrying out the object of the trust.

2. Policies for the trust area, save where council excuses one or more local trust areas from compliance

For the entire trust area, save where council excuses specific local trust areas or an island municipality from compliance upon application to council; council holds and recommends to the conservancy board that:

2.1 Environmental Integrity Policies

2.1.0 Environmental stewardship policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.1.1 In collaboration with the islands trust conservancy board, local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, identify, preserve, protect, and support the restoration of the following elements, utilizing the best available quantitative and qualitative data, inclusive of indigenous ways of knowing and community input:

- (a) networks of protected areas of sufficient size and distribution to preserve the environmental integrity of ecosystems
- (b) sensitive ecosystems, including but not limited to cliff, freshwater, herbaceous, old and mature forest, riparian, wetland, and woodland ecosystems
- (c) contiguous, unfragmented forests and associated ecosystems
- (d) freshwater networks and groundwater recharge areas
- (e) eelgrass meadows, kelp forests, and forage fish spawning areas
- (f) species and ecosystems at risk
- (g) indigenous cultivation and harvesting areas such as clam gardens, camas meadows

2.1.2 Land use and development shall be regulated in order to minimize i) green house gas and other harmful gaseous emissions and ii) limit disposal of organic or inorganic waste materials, which may be harmful to air, land or water.

2.2 Freshwater Stewardship Policies of the Trust Policy Statement

2.2.0 Freshwater stewardship policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.2.1 Excepting Piers Island in the Capital Regional District, trust area islands shall be self-sufficient in their supply of freshwater.

2.2.2 Anticipating both i) sea level rise and ii) prolonged summer drought as a consequence of climate change; council policy shall be precautionary and will anticipate the cumulative adverse effects on groundwater quality and quantity. Adverse effects include but are not limited to iii) an inward migration from the coast of the freshwater – saltwater transition for trust area island aquifers and iv) saltwater intrusion for groundwater wells.

2.2.3 Cognizant of adverse effects of i) the built environment and of ii) anticipated increase of the built environment, on both quantity and quality of freshwater, including but not limited to disposal of human and livestock organic and inorganic waste; means to prevent further loss or degradation of iii) watershed ecosystems, iv) freshwater networks, v) groundwater recharge areas, and vi) forest ecosystems which sustain watersheds and groundwater recharge and vii) freshwater aquatic species in the trust area; shall be identified and implemented in precautionary local trust area policy and any or all of zoning, restrictive covenant, development permit and regulation.

2.2.4 Groundwater recharge areas shall be identified, ground truthed, mapped and published for islands of the trust area. Groundwater recharge areas shall be given priority for preservation and protection of the natural or modified natural environment parts therein, with restoration to a modified natural environment where indicated. Preservation and protection of groundwater recharge areas is best served by i) restrictive covenant and ii) ownership of part of, or parts of, or the whole of a groundwater recharge area, by iii) council as a community benefit land trust or by iv) the islands trust conservancy as conserved land.

2.2.5 Given the certainty of climate change and the adverse consequence for groundwater recharge, groundwater observation wells shall be established on trust area islands in addition to those as may have been established by the Ministry of the Environment, in sufficient number and appropriate location that the quality and quantity of island groundwater can be monitored and trends identified. The monitored data shall be published. For certainty, observation wells are to enable meaningful assessment of groundwater quality and quantity for both areas i) of current built environment and ii) anticipated for a future built environment. As a condition of approval for new subdivision, iii) one or more observation wells must be established and iv) groundwater quality and quantity data collected and published.

2.2.6 Where there is evidence that freshwater consumption on a trust area island, or a part thereof, exceeds the rate of rainwater recharge, the consumption of freshwater in the built environment of that part of the trust area island shall be subject to precautionary local trust area regulation. Evidence of consumption exceeding recharge includes, but is not limited to, reduced year to year average levels in local observation wells and saltwater intrusion in wells.

2.2.7 As a consequence of climate change or other, where council determines there is evidence that consumption exceeds recharge in the greater part of the trust area, council may, by council bylaw, regulate freshwater consumption for the entire of the trust area. Evidence of consumption exceeding recharge includes, but is not limited to, reduced year to year average levels in local observation wells and saltwater intrusion in wells.

2.2.8 Cognizant of both i) current seasonal variation and ii) anticipated, water supply and demand; in precautionary trust body deliberations and land use decisions which directly affect, or may indirectly affect, the quantity or quality of groundwater from current drilled or dug wells, neither the density nor intensity of land use shall be increased in areas where the quantity or quality of groundwater is likely to be compromised, inadequate or unsustainable with increased groundwater extraction.

2.2.9 Cognizant of both i) current seasonal variation and ii) anticipated, water supply and demand; in precautionary trust body deliberations and land use decisions which directly affect, or may indirectly affect, the quantity or quality of surface water; neither the density nor intensity of land use shall be increased in areas where the quantity or quality of surface water which may be used as potable water is likely to be compromised, inadequate or unsustainable with increased surface water extraction.

2.2.10 A regulated groundwater management area for a buffer zone contiguous with the natural boundary of trust area islands shall be considered by trust bodies. Regulation will include provision to:

- (a) meter the rate and total of groundwater extraction and publish said data
- (b) limit the density of drilled wells and where indicated by i) evidence of salt water intrusion or ii) other indicators that groundwater consumption exceeds recharge; preclude new drilled wells
- (c) require a local trust area register of drilled wells in the groundwater management area adjacent the natural boundary
- (d) require the report of a registered professional hydrogeologist for new wells, wherein the pump down test record of water quantity shall include a record of extracted water salinity and be done during the time of summer drought and at a low tide. For certainty, pump down tests to demonstrate water quantity shall not be done at a time of rising tide such that the rising tide has the effect of augmenting an apparent well recharge capability.

2.2.11 A regulated groundwater management area for the interior of trust area islands, contiguous with the natural boundary buffer zone of policy 2.2.10, may be considered by trust bodies. Regulation will include provision to:

- (a) meter the rate and total of groundwater extraction and publish said data
- (b) limit the density of drilled wells and where indicated by i) evidence of salt water intrusion or ii) other indicators that groundwater consumption exceeds recharge; preclude new drilled wells
- (c) require a local trust area register of drilled wells in the groundwater management area
- (d) require the report of a registered professional hydrogeologist for new wells, wherein the pump down test record of water quantity shall include a record of extracted water salinity and be done during the time of summer drought.

2.2.12 The transition between the natural boundary buffer groundwater management area of policy 2.2.10 and the island interior groundwater management area of policy 2.2.11 will be determined by a transition from a positive correlation between daily sea tide levels and the static water level in drilled wells, in the natural boundary buffer groundwater management area and a lack of such correlation for the contiguous island interior groundwater management area. Where a positive correlation persists for wells in the interior of the island, then the entire island shall be part of the natural boundary buffer groundwater management area of policy 2.2.10.

2.2.13 Applications for increased density should not be supported where the source of potable water is a drilled well and i) the subsurface must be artificially fractured in order that adequate quality and quantity be proven, or ii) where a pump down test cannot be done due to probable adverse effect on the quality and quantity of potable water in nearby wells.

2.2.14 Before an application for increased density proceeds, where the source of potable water is a drilled well and the subsurface has already been artificially fractured in order to prove sufficient water quality and quantity, the onus shall be on the applicant to demonstrate no adverse effect of artificial fracturing on the quality and quantity of potable water in nearby wells for each of i) a duration and ii) the proximity to nearby wells; which is established by regulation.

2.2.15 In applications for changes in land use where the source of potable water is or has been, in part or entirely, a drilled well or wells, registering the well or wells with the ministry of the environment and fixing a well identification plate to the subject well or wells should be a condition of approval for said change in land use.

2.2.16 Policy and regulation of freshwater use in the trust area shall minimize potential for adverse effects to i) the quality of water in ponds, lakes, streams and wetlands and to ii) in-stream uses including, but not limited to, fish and fish habitat uses, indigenous cultural and spiritual use and to iii) aesthetic and recreational uses.

2.2.17 Trust body deliberation and decisions respecting both i) ocean source and ii) land source brackish water desalination plants, shall give priority to alternative land based sources of potable water. If a water desalination plants is deemed necessary, priority shall be given to environmentally responsible disposal of the effluent concentrate, in particular but not limited to, adverse effects on the ecosystems of the water or land receiving the effluent concentrate. The design and implementation of desalination plants and associated infrastructure shall be regulated.

2.3 Forest Stewardship Policies of the Trust Policy Statement

2.3.0 Forest stewardship policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.3.1 Council is encouraged to develop a forest management plan for the trust area which will enable sustainable small scale extraction while giving priority to the long term health of forest ecosystems; in part by protecting unfragmented forest ecosystems, on a scale of forest stands and landscapes, from adverse consequences of the built environment.

2.3.2 Large land holdings and parcel sizes shall be retained to enable sustainable forest harvesting practices. The location of roads and utility corridors shall be directed so as to minimize the fragmentation of forests.

2.3.3 Guided by the provincial ministry of the environment's assessment of ecosystem health and species at risk, protected forest ecosystem reserves may be designated where extraction will be limited in order that the preservation of native biodiversity and corridors not be compromised.

2.4 Agricultural Land Stewardship Policies of the Trust Policy Statement

2.4.0 Agriculture policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.4.1 Landowners engaged in best practices agriculture are valued for their contributions to food security and as stewards of trust area land.

2.4.2 Given the certainty of a climate emergency and the potential for uncertainties of transportation and distant sources of food, the 13% of trust area lands which are in the provincial agricultural land reserve shall be protected in the long term as a reserve and not treated as a resource for development.

2.4.3 Food sovereignty. Acknowledging first nations cultural heritage and ways of knowing, council affirms the right of residents of the trust area to healthy and culturally appropriate food produced through ecologically sound and sustainable methods and the right to define their own food and agriculture systems.

2.4.4 Agricultural capability shall be encouraged in the trust area where farming operations are small scale and give priority to local area food security, including but not limited to encouragement for vegetable gardens on land zoned for residential use.

2.4.5 Productive agricultural soils shall be protected, particularly but not limited to protection through bylaws relating to soil removal and deposit.

2.4.6 Regenerative agriculture. Farming based on of i) building soil health and fertility, ii) improved water percolation and retention, iii) increased biodiversity and ecosystem health and iv) reduced green house gas emissions; is encouraged for the trust area.

2.4.7 Road systems and servicing corridors shall be designed and constructed so as to minimize the fragmentation of agricultural lands.

2.4.8 Agricultural land shall be identified and preserved for current and future use, including but not limited to, preservation by support for inclusion in the agricultural land reserve.

2.4.9 The permitted land uses on adjacent properties shall minimize any adverse affects on agricultural land.

2.4.10 Applications to trust bodies or referrals by trust bodies for other use than agriculture shall not be supported on trust area land in the agricultural land reserve which is shown in mapping relied on by the agricultural land commission to include prime improved agricultural capability class 1 - 3 soils.

2.4.11 Applications to trust bodies or by trust bodies for exclusion from the agricultural land reserve shall not be supported where the subject land which is shown in mapping relied on by the agricultural land commission to include prime improved agricultural capability class 1 - 3 soils.

2.4.12 Land uses and activities that support the economic viability of farms, without compromising the agriculture capability of agricultural land, are encouraged for land in the agricultural land reserve which does not include prime improved agricultural capability class 1 - 3 soils shown in mapping relied on by the agricultural land commission.

2.5 Soil Stewardship Policies of the Trust Policy Statement

2.5.0 Soil stewardship policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.5.1 Productive soils in the trust area shall be preserved, protected and restored where necessary to restore productive capability.

2.5.2 In part, productive soils in the trust area shall be preserved and protected by regulatory bylaws related to soil removal and deposit.

2.5.3 Removal or excavation of soil or fill from middens or foreshore areas that have been identified as culturally significant areas, shall be prohibited.

2.6 Coastal and Marine Stewardship Policies of the Trust Policy Statement

2.6.0 Coastal and marine ecosystem preservation and protection policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.6.1 Appropriate locations for marine dependent land uses and means to prevent further loss or degradation of coastal and marine ecosystems; shall be identified.

2.6.2 Local trust area policies shall be given that preserve, protect, and support the restoration of eelgrass meadows, kelp forests, forage fish spawning areas, tidal salt marshes, mud flats, and coastal wetlands, acknowledging their multifaceted roles in supporting carbon capture and storage, soft shoreline protection, and the provision of habitats and spawning areas for coastal and marine aquatic species.

2.6.3 The location of buildings and structures in the trust area shall be directed such that they do not:

- (a) adversely impact sensitive coastal and marine ecosystems, naturally occurring stocks of shellfish, eelgrass meadows, kelp forests, forage fish spawning areas, tidal salt marshes, mud flats, coastal wetlands, middens, or archaeological sites
- (b) interfere with natural coastal processes
- (c) restrict first nations' access to traditional coastal and marine harvesting sites
- (d) restrict public access to, from, or along the marine shoreline

2.6.4 Establishment of commercial aquaculture tenures shall be dissuaded. The location and operation of commercial aquaculture tenures shall be directed so as to be away from areas:

- (a) of cultural, spiritual, archaeological, or recreational significance;
- (b) where an aquaculture operation would conflict with established or designated upland land uses, anchorages or moorages.

2.6.5 Opportunities shall be identified for the sharing of facilities such as docks, wharves, floats, jetties, boathouses, boardwalks and causeways.

2.6.6 Applications for new private docks shall be subject to demonstration by the applicant that dock construction and maintenance won't disadvantage marine environment ecosystems or public access to crown land below the natural boundary. Applications for new private docks should not be supported where a shared dock facility is available with road access to the upland parcel for the subject private dock application and where the island is served by B.C. Ferries. Applications for new private docks shall not be supported where restrictive ministerial order of forest lands, natural resource operations and rural development M329, effective 24 August, 2021 to 23 August 2023, or a successor restrictive order, has force and effect.

2.6.7 Applications for seawall and other hard shoreline armouring in the trust area shall be assessed to determine whether i) soft or ii) hard, shoreline structures or measures are appropriate to give erosion protection while minimizing adverse environmental effects. Soft shoreline protection is preferable in the Trust Area and the onus shall be on the applicant to demonstrate that hard shoreline protection is necessary.

2.7 Climate Change Policies

2.7.0 Directive climate change policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw.

2.7.1 Land use planners and trust area decision makers will accept and include in their advice and deliberations; the science and measurements relied on by the provincial ministry of the environment for the cumulative effects of i) geology and other in the long term and ii) climate change in the short term which indicate that the current rate of increase of iii) annual average and iv) peak seasonal ocean levels in the trust area is expected to rise more rapidly in the scale of a human lifetime.

2.7.2 Anticipating i) increased development pressure and drawdown of groundwater and both ii) sea level rise and iii) prolonged summer drought as a consequence of climate change; precautionary council policy will anticipate the cumulative adverse effects on groundwater quality and quantity. Adverse effects include but are not limited to iv) an inward migration from the coast of the freshwater – saltwater transition for trust area island aquifers and v) saltwater intrusion for groundwater wells.

2.7.3 Anticipating more intense winter rainfall and summer drought, storage of surface water is encouraged.

(a) Where water storage is a pond or lake which may be used as a source of potable water, there shall be a setback buffer free of built environment.

(b) Where new subdivided lots will be adjacent water storage under subsection (a) the buffer land contiguous with the water storage and the subdivided lots shall be owned by the regional district and shall be both i) protected by restrictive covenant and ii) regulated, so as to preclude public access.

(c) Where agricultural land use is contiguous with water storage under subsection (a), the buffer land shall not be fertilized and shall be fenced to prevent livestock access to the potable water.

2.7.4 Anticipating more intense winter rainfall, applications for changes in land use will be assessed for adverse effects, including but not limited to potential for flooding and land erosion. Where adverse effects would be exacerbated by tree and vegetation removal, precautionary protective measures such as restrictive covenant and regulation shall be considered by advice givers and by decision makers.

2.7.5 Anticipating ocean level rise as a consequence of climate change, a buffer is required between the natural boundary and the built environment, which will minimize risk to the built environment within reasonable estimates of the duration of functional usefulness for structures. The buffer will have sufficient horizontal extent to accommodate storm surges and landward migration of the natural boundary.

2.7.6 Means shall be identified to reduce the climate vulnerability of communities, including nature-based solutions and actions that prioritize:

- (a) protection of the carbon capture and storage capacity of natural areas
- (b) low-carbon housing, buildings, transportation and agriculture
- (c) preservation, protection, and restoration of biodiversity
- (d) freshwater sustainability
- (e) wildfire risk mitigation

2.8 Heritage Preservation and Protection Policies

2.8.0 Heritage preservation and protection policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.8.1 Natural heritage sites shall be identified, preserved, protected and the restoration thereof supported.

2.8.2 In cooperation with first nations and other government agencies, indigenous cultural heritage shall be identified, preserved, protected and the restoration thereof supported.

2.8.3 Local community heritage shall be identified, preserved, protected and the restoration thereof supported.

2.9 Rural Island Planning Policies

2.9.0 Rural island planning policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.9.1 Land use planning techniques appropriate to urban design, particularly for those lands subject to a regional district growth plan, are not necessarily appropriate to trust area island land use planning.

2.9.2 New development shall not be encouraged which is based on a compact, complete and connected urban fringe development model, or a conservation subdivision model, or similar model which concentrates the built environment for other than special needs housing. Each model establishes a contiguous area free of built environment at the time of development, protected from further development by means of a restrictive covenant. Typically, the covenant signatories are landowner and local trust committee; each with potential future cause to reduce or eliminate the covenant restrictions. Each model has the effect of concentrating groundwater access and sewage disposal, so increasing potential for reduced groundwater access and sewage disposal in adjacent lands. Decision makers must recognize the unspoken advantage of concentrating the built environment - namely preservation and protection of development potential - and carry out the trust object instead.

2.9.3 Given that the built environment on many trust area islands already includes areas of more dense and less dense residential development with a density ratio of tenfold or more, new development shall not concentrate dense development so as to minimize the sociodiversity implicit in a wide range of residential densities now available on most islands.

2.9.5 Appropriate density limits shall be established for sustainable use of the land base which will safeguard protected ecosystem areas, freshwater sustainability, a healthy marine environment and indigenous cultural heritage in the trust area.

2.9.6 Areas hazardous to development shall be identified, including areas subject to flooding, erosion or slope instability and strategies given to direct development away from such hazards.

2.9.7 Appropriate local trust area locations shall be identified with safe public access to:

- (a) educational, institutional, health-related, community and recreational facilities and services
- (b) bicycle, pedestrian, and equestrian trail systems
- (c) community marinas, boat launches, docks, and anchorages that are small scale, sustainable, and that do not compromise the integrity of protected areas, terrestrial and aquatic ecosystems, indigenous cultural heritage, or indigenous access to coastal and marine harvesting areas.

2.9.8 Destination gaming facilities such as casinos and commercial bingo halls shall be prohibited in the trust area.

2.10 Policies for Land Zoned Residential and Housing Policies

2.10.0 Policies for land zoned residential and housing policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.10.1 Where land is zoned residential and the residence is unbuilt, the necessary environmental impact of a residence may be avoided for a willing landowner by giving the landowner a reasonable use of land for structures on a part of the unbuilt land with requirement for screening of structures if indicated.

2.10.2 Where land is zoned for both residential and agriculture principal uses and neither principal use is implemented, the environmental impacts of a residence and agriculture may be avoided for a willing landowner by giving the landowner a reasonable use of land for structures on a part of the land which would have been used for a residence and agriculture, with requirement for screening of structures if indicated.

2.10.3 Decision makers shall address land use for special needs housing by identifying appropriate locations where density increases consistent with the local government act could support special needs housing, while safeguarding predominantly rural character, protected area networks, freshwater sustainability, a healthy marine environment, and indigenous cultural heritage.

2.10.4 Commercial use of trust area land zoned for residential use shall be regulated in order that the effectiveness of the principal residential use for housing long term local residents not be compromised. If short-term rental for residential use of a part of, or the entire of; a residence where i) the owner is not resident on the parcel or ii) the parcel does not include the owner's principal residence, or both i) and ii); said rental shall be dissuaded by effective regulation and enforcement of regulation.

2.10.5 The effects of trust area residence floor area on consequent greenhouse gas emissions, sociodiversity and biodiversity, climate vulnerability, indigenous cultural heritage and the cumulative effects thereof shall be assessed and where indicated, regulation shall limit floor area to carry out the object of the trust.

2.10.6 Trust area businesses shall be encouraged to acquire and use existing residences to house employees of said businesses, subject to:

(a) Where the need for employees would require an extent of land zoned for residential use, which may disadvantage the residential zone land use expectations of adjacent property owners, then the subject business owners shall be encouraged to provide employee housing within the land area zoned for the business.

(b) Where business use of land is anticipated by application, decision makers shall consider the application more favourably where employee housing will be provided within the land area to be zoned for the business.

(c) Where there is an application for business use of land and the number of employees disclosed in the business plan are such that the criteria of subsection (a) are anticipated, then the owner shall be required to provide employee housing within the land area zoned to be for the business.

2.11 Transportation Policies

2.11.0 Transportation policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.11.1 Community groups shall be encouraged to prepare a transportation plan for land use in each local trust area which connects inter-island ocean transport including but not limited to that given by B.C. Ferries, with island road and trail networks.

2.11.2 Community groups shall be encouraged to prepare a transportation plan for land use in each local trust area which will recommend trail routes both adjacent to roads and off road for the primary purpose of transportation and secondary purpose of recreation. Said plan will give preferred design criteria for the trails, including trail width and permeable surfacing material appropriate for lower speeds than on island roads and intended primarily for trail sharing by pedestrian, horse and non motorized vehicles. Where appropriate and safe for other pedestrian, horse and non motorized vehicles; trail design for electric motor powered two and three wheeled vehicles may be accommodated. Said plan will also address shared vehicle use on roads so as to encourage reduction of the number of island private vehicles. Said plan will encourage the transition of vehicles from fossil fuel power to electric power, by means such as land zoned for charging stations and other amenities favourable to both shared vehicle and electric vehicle use.

2.11.3 For deliberation on applications to change land use, decision makers in local trust areas shall be cognizant that road location, construction and maintenance, including maintenance of utilities as may accompany roads, do not adversely impact the integrity of protected ecosystems, contiguous forests, watershed ecosystems, freshwater networks, groundwater recharge areas, agricultural lands, coastal and marine areas, or indigenous cultural heritage in the trust area.

2.11.4 A classification system of rural roadways, including scenic or heritage road designations shall be developed.

2.11.5 Appropriate locations for the landing of emergency helicopters shall be identified.

2.12 Utilities Policies

2.12.0 Utilities policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

2.12.1 In applications for changes in land use which would require provision of utilities which are usually placed overhead on poles, burying the same utility below ground may be considered as a condition of approval for said change in land use; for the purpose of minimizing both initial construction disturbance and ongoing maintenance disturbance to trees and vegetation, as well as minimizing the adverse aesthetic consequence of utility provision.

2.13 Discarded Materials Policies

2.13.0 Discarded materials policies of the trust policy statement are subject to the implementation policies of the schedule attached to this trust policy statement bylaw and where policies are named directive, subject to trust area regulation.

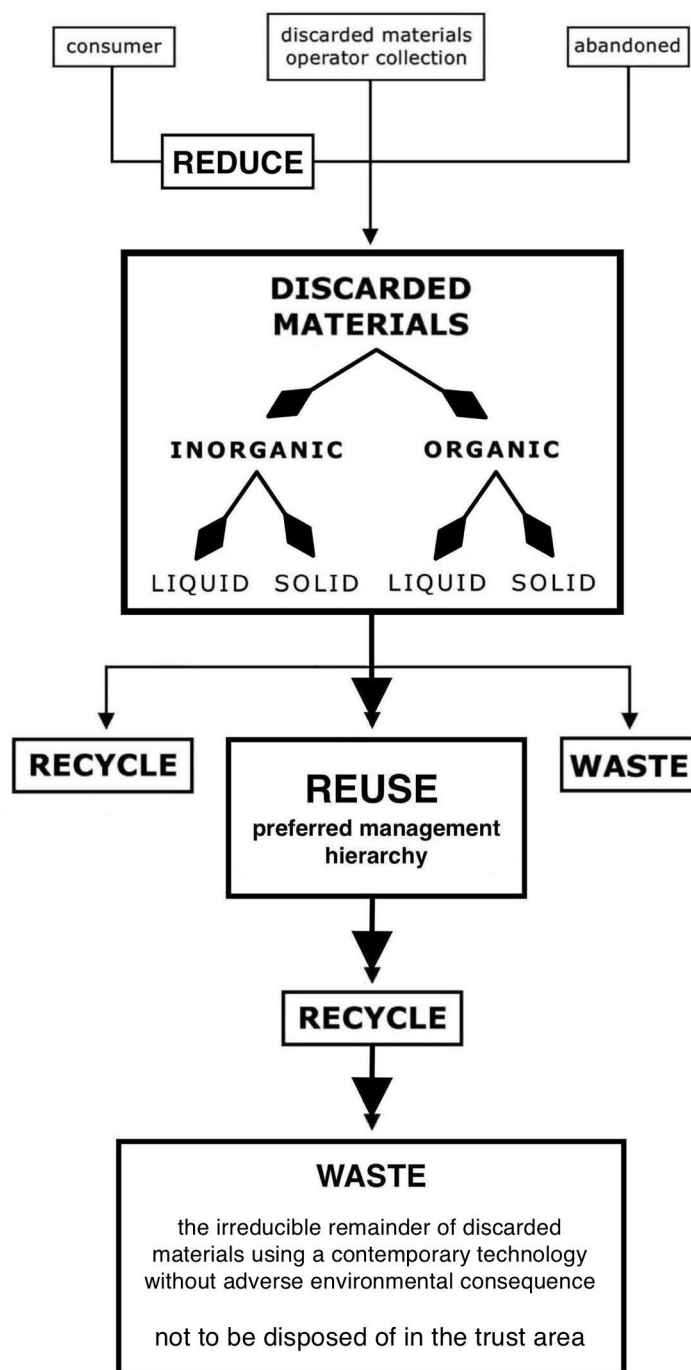
2.13.1 Solid and liquid discarded materials, be they organic or inorganic, shall be regarded as a resource to be managed in appropriately zoned land for the purpose in each local trust area.

Discarded materials shall not be assumed to be waste simply because they have been discarded.

See Figure 2.13 – 1.

Before the Islands Trust, discarded goods were usually regarded as "waste" and disposed of in personal or municipal landfills.

Today, the societal and provincial imperative is for the consumer to reduce consumption, to enable reuse of goods where practical and if not, to recycle the goods or their parts. The irreducible remainder using contemporary technology is "waste".



2.13.2 The source of discarded materials on a trust area island may be any of, but not limited to: abandoned materials, residential, commercial, institutional or excavated roadworks spoils.

2.13.3 Discarded materials may be managed by the use of land, buildings and structures to receive, sort, store, process, compact and transfer said discarded materials.

2.13.4 Discarded materials should be hierarchically managed with reuse the first consideration and recycling the second. See Figure 2.13 – 1.

2.13.5 Where discarded materials are suitable for reuse or recycling, there should be provision for the retail sale of reusable or recycled discarded materials in those local trust area industrial zones designated for the management of discarded materials.

2.13.6 Where discarded materials have been managed and designated as waste, said waste shall not be disposed of in the trust area and local trust area land shall not be zoned for the purpose.

2.13.7 Where discarded materials have not been managed to maximize the reuse and recycling components but are nevertheless considered de facto waste, said materials shall not be disposed of in the trust area.

2.13.8 Local trust area land considered for a discarded materials management use shall not be viable farmland and for certainty, shall not be in the agricultural land reserve and shown in mapping relied on by the agricultural land commission to include prime improved agricultural capability class 1 - 3 soils.

2.13.9 Local trust area land considered for a discarded materials management use shall not be in a groundwater recharge area where the soil has a relatively high permeability for water flow.

2.13.10 Local trust area land considered for a discarded materials management use shall be regulated to ensure discarded liquid material does not leach to the soil.

3. Unique amenities of the trust area

3.0 Unique amenities are identified in inter agency agreements, council resolution, or other. The unique amenities of the trust area identified in this trust policy statement bylaw will be used to interpret the trust object.

3.1 The small scale of built environment in predominantly rural communities, which does not detract from the scenic attributes of the trust area, is one of the unique amenities of the trust area to be preserved and protected.

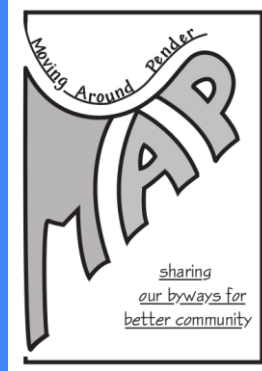
3.2 Indigenous cultural heritage is one of the unique amenities of the trust area.

3.3 Consistent with the object of the trust and recitals of the 1996 protocol agreement on agricultural land reserve lands in the trust area, the agricultural land reserve is one of the unique amenities of the trust area.

Schedule for the Trust Policy Statement bylaw

Implementation Policies for policies of the Trust Policy Statement

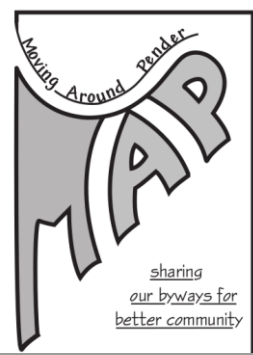
- i) Policies of Section 1 of this bylaw are to be implemented in the entire trust area by trust bodies and by the employees of council in the day to day business of the trust, including but not limited to staff advice to decision makers and the deliberations and decisions of decision makers.
- ii) Policies of Section 2 of this bylaw are to be implemented by trust bodies and by the employees of council in the day to day business of the trust, including but not limited to staff advice to decision makers and the deliberations and decisions of decision makers; save and except where a local trust area has petitioned council to absolve, given a 2/3 majority council vote, the local area jurisdiction from responsibility to implement the subject policy, or a part thereof, for the entire of the petitioning local trust area, or a part thereof.
- iii) Policies of both Section 1 and Section 2 of this bylaw which are indicated as directive policies are subject to a council regulatory bylaw corresponding to this trust policy statement bylaw.
- iv) Where this trust policy statement bylaw, or an amendment thereto, contains directive policies, council shall adopt a regulatory bylaw corresponding to this trust policy statement bylaw within two years of council's adoption of this trust policy statement bylaw, or the amendment thereto.
- v) All staff reports which advise decision makers respecting a change in land use or a policy change, shall detail relevant trust area policies and where applicable, the corresponding address in official community plan and regulatory bylaws of the local trust committee or island municipality jurisdiction.
- vi) Where a trust area policy requires an action not within the local trust committee or island municipality jurisdiction, implementation for that policy shall consist of advocacy in official community plan policy which quotes the subject policy and details the necessary statutory changes or inter-agency agreements for the subject policy to be implemented.
- vii) Where a local trust committee or island municipality refuses instruction from trust council to implement one or more policies, then trust council reserves the right to withhold sums from the budget allotment to the local area jurisdiction and to the responsible land use planning authority, until such time as the instruction is carried out.



Road ROW Rationalization

For Gulf Islands and other rural areas.

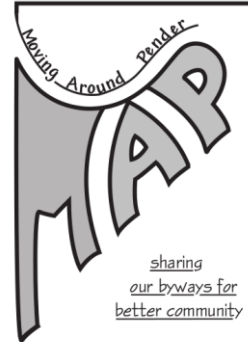
Intro



Moving Around Pender (MAP) alternative transportation society

- Grass roots “adhocracy” for trails and other green transportation options
- Started 2006, incorporated as society 2008
- Projects include Car Stops, bike workshops, community bus pilot, trails (on both public and private land)
- Working with individuals, local groups, other authorities (MOTI, IT, Parks Canada)

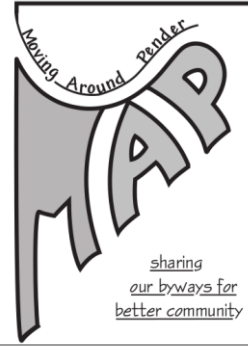
Trails: where do they fit ?



- Public vs. private land:
 - Long term security
 - liability
 - Maintenance
 - Access
- Road side (shoulder)
- Off road (within road right of way)
- Cross country

Most cases off road within the road right of way is ideal for access, maintenance and safety.

Problem: ROWs are incomplete

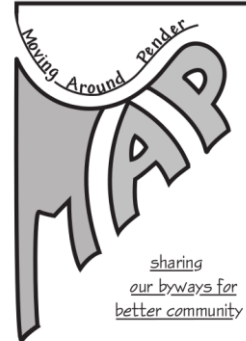


- Standard rural road ROW is 20 m wide
- Ideally road is centered (ie edge of ROW 10 m from road centerline)
- This ideal seldom realized for a complete route
 - Roadbed not centered
 - ROW too narrow
 - ROW doesn't exist ! (Section 44)

Alternative route options for transportation trails:

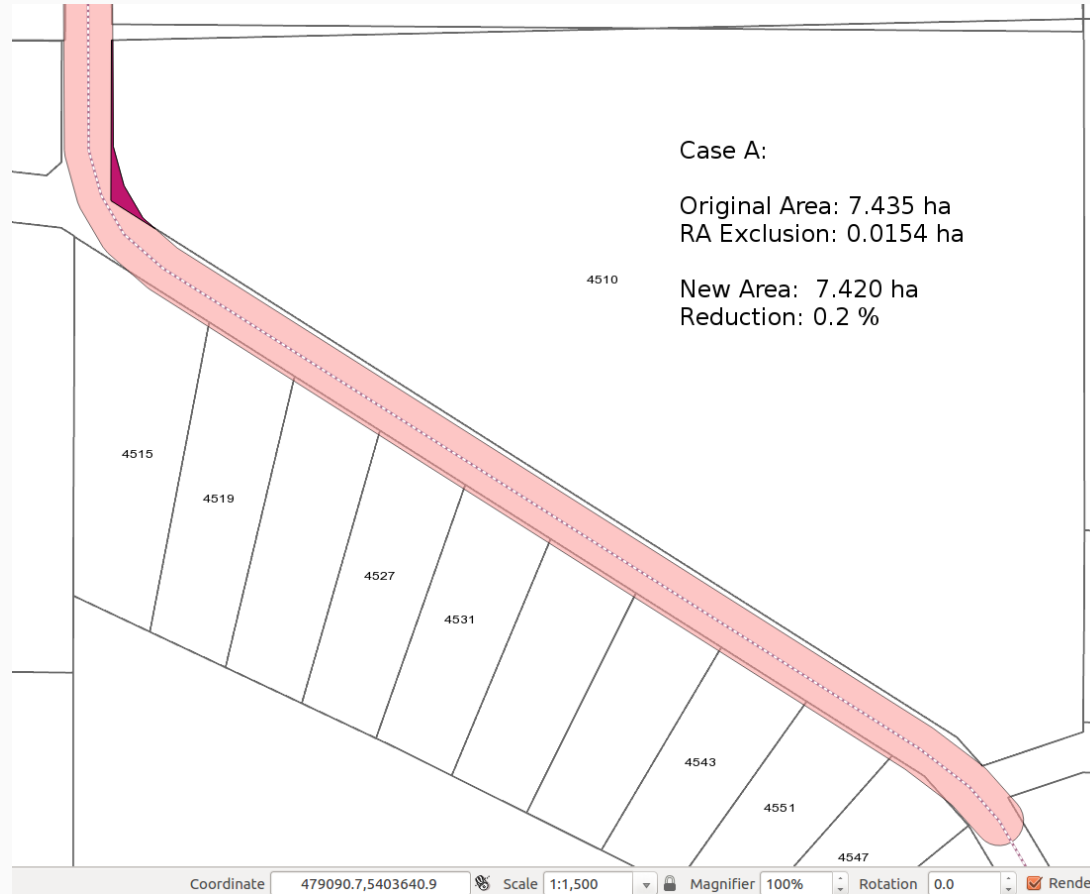
- Deal with multiple authorities, private landowners, insurance etc. *or*
- Fix the road Right of Way

Solution: Rationalize ROWs

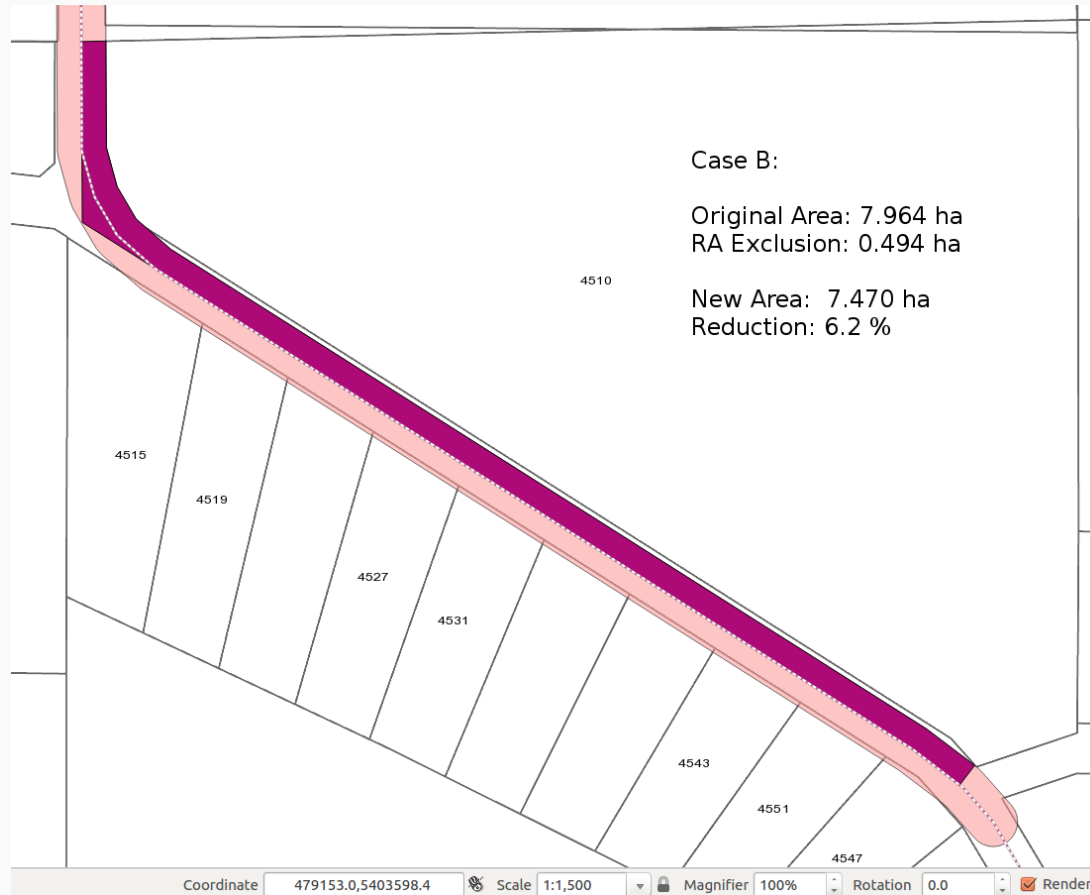


- Expropriation (eminent domain, provincial jurisdiction) ... unlikely
- Land purchase ... very expensive !
- Implement rationalization requirement on property sales
 - Cut properties into two parallel sales
 - Roadside goes to province
 - New owner gets remainder outside 10m from road centerline

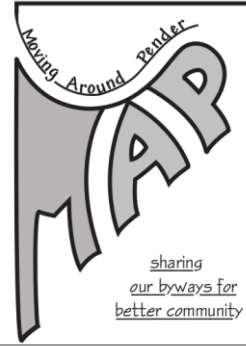
Example A: 4510 Bedwell Harbour Rd.,
boundaries as per CRD.



Example B: 4510 Bedwell Harbour Rd.,
assuming no ROW



Issues



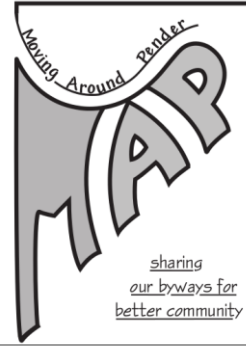
Landowners don't want to lose value

- Development potential if lot size reduction below boundary
- Roadside purchased at land cost
- Setback requirements may need consideration

Heritage Values

- Existing structures may be within new ROW
- Keep or remove based on individual assessments

Summary



- Alternative transportation routes are best built on public land near existing roads.
- Room for these trails is lacking in many places throughout the Islands Trust area and impede the implementation of these trails
- Policies such as this proposal could significantly improve the options and let us build better trails
- While possibly costly, the value of alternative transportation routes for our communities is high, reducing our car dependence and promoting healthier transportation options

Thanks!

Contact us:

Niall Parker (Chair)
Moving Around Pender
Pender Island, BC

map.contact@movingaroundpender.ca

movingaroundpender.ca



Islands Trust Council Goals	Executive Committee	Islands Trust Conservancy
1. Ecosystem Preservation and Protection 2. Ensure human activity and development are compatible with maintenance of Trust Area ecosystems 3. Sustain Island Character and Healthy Communities 4. Effective, Efficient and Collaborative Governance	1. Islands Trust Act Amendments 2. Update Islands Trust Policy Statement 3. Climate Change Emergency 4. Business Response to COVID-19 5. First Nations Reconciliation 5. Preserve and protect marine ecosystems	1. Strategic Planning/Administration 2. Covenant and Property Acquisitions 3. Property and Covenant Management 4. Communications 5. Fundraising and Conservancy Support
Financial Planning Committee	Regional Planning Committee	Trust Programs Committee
1. Budget 2022/23: Draft 1 Review 2. Budget 2022/23 Public Consultation: Planning 3. Review Trust Council Policy 6.5.1 Reserves and Surplus	1. Manage Trust Council Strategic Plan Action Items 1.2., 2.2., 2.3., 2.4., 2.5., 4.4iii., 4.4 iv., and 4.8	1. Policy Statement Amendment Project 2. Secretariat Role to Forums within the Trust Area 3. Stewardship Education Program



Northern Islands

Ballenas-Winchelsea, Denman, Gabriola,
Gambier, Hornby, Lasqueti, Thetis

Ballenas-Winchelsea Islands

- . Advocacy for the protection and appropriate use of Crown islets.
- . Nanoose First Nation Relationship Building.
- . Implement the Protection of Coastal Douglas fir and Associated Ecosystems toolkit and Islands Trust Conservancy Regional Conservation Plan.

Denman Island

- . Farming Regulations Review Project
- . Denman LUB Review

Gabriola Island

- . Housing Options and Impacts Review Project
- . Develop Cannabis Production Regulations
- . UBCM Active Transportation Grant Application
- . IN1 Zoning Review

Gambier Island

- . Riparian Areas Regulation
- . Gambier OCP Comprehensive Review
- . Keats Island Shoreline Protection Project - Phase 3
- . OCP Advocacy Policies - Implementation & Support

Southern Islands

Galiano, Mayne, North Pender,
South Pender, Saturna

Galiano Island

- . Affordable Housing Strategy - STVR Review
- . Groundwater Sustainability
- . Land Use Bylaw amendments

Mayne Island

- . Flexible Housing Regulations and Policy Review
- . OCP and LUB Minor Amendments
- . Groundwater Sustainability Project

North Pender Island

- . STVR Review Project
- . Groundwater Sustainability Project
- . LUB Review Project
- . Soil bylaw

Saturna Island

- . First Nations Relationship Building
- . LUB/OCP Minor Amendments
- . Review and amendment of Zoning and OCP Designations on National Park Reserve Lands

South Pender Island

- . Land Use Bylaw Amendments Project
- . Minor OCP Amendments
- . Coastal Review Project



Northern Islands

Ballenas-Winchelsea, Denman, Gabriola,
Gambier, Hornby, Lasqueti, Thetis

Hornby Island

- . Comprehensive OCP Review
- . Watershed Protection and Groundwater Preservation
- . Amend the OCP and LUB with regards to the Rural Residential land use designation and R2 zoning regarding Minimum Average Lot Area.

Lasqueti Island

- . OCP/LUB Review
- . Freshwater Project
- . Model Cell Tower Strategy

Thetis Island

- . Riparian Areas Regulation Implementation
- . Shoreline and Coastal Protection Strategy
- . Relationship Building with First Nations

Salt Spring

Salt Spring Island

- . Water Sustainability - coordinate multiple jurisdictions in planning for water sustainability and watershed protection.
- . Protection of the Coastal Douglas-fir and Associated Ecosystems: An Islands Trust Tool Kit (2018)
- . Ganges Village Planning
- . Housing Action Program

Trust Council Quarterly Meeting Schedule
November 30 - December 2, 2021
in-person Victoria Coast Hotel

Tuesday, November 30		Wednesday, December 1		Thursday, December 2	
11:00	Executive Committee	9:00 Consent Agenda	Trust Area Services Director's Report	9:00	Closed Meeting
			TPC Work Program Legislative Monitoring - BRF Islands Trust Conservancy Report	10:15	BREAK
		Discussion * Decision	pending	10:30 10:35	Rise and Report New Business Items
12:00	LUNCH	10:30	BREAK		
1:00	Land Acknowledgement / Call to Order	10:45	Collaboration		
Consent Agenda	General Business Arising				
		12:00	LUNCH		
Discussion Decision	Trustee Roundtable	1:00	Delegations/ Town Hall		
		2:30	BREAK		
2:30	BREAK	2:45	Regional Planning Services		
		Consent Agenda	Director's Report		
			RPC Work Program Report		
		Discussion * Decision	pending		
2:45	Executive	4:00	BREAK		
	Trust Council Follow-up Action List (FUAL)				
	Strategic Plan - Update	4:15	Administrative Services		
	Continuous Learning Plan	Consent Agenda	Director's Report		
	EC Work Program		FPC Work Program		
	CAO Report		Allocated Financial Statements - BRF		
Discussion * Decision	pending				
4:00	Select Committee Update	Discussion * Decision	pending		
5:00	RECESS FOR THE DAY	5:00	RECESS FOR THE DAY	12:00	ADJOURNMENT (approximate)
					 Islands Trust

REQUEST FOR DECISION

To: Trust Council **For the Meeting of:** September 21, 2021
From: Executive Committee **Date Prepared:** September 7, 2021
SUBJECT: Islands 2050 Phase 3 Public Engagement

RECOMMENDATION:

That Trust Council approve the XX Islands 2050 Phase 3 Public Engagement Project Charter Version X and approve an additional transfer of up to \$XX(X),000 from the general revenue surplus fund in fiscal 2021/2022 to support implementation.

CHIEF ADMINISTRATIVE OFFICER COMMENTS: Trust Council is being presented with an engagement strategy that presents three scenarios offering different levels of activity and staff involvement. The Executive Committee has requested staff to prepare project charters for scenarios two and three for Trust Council consideration. Given the current limitations in the budget approved by Trust Council, the limited timeline, and current resourcing, as well as the belief that scenario two offers sufficient opportunity for public comment, staff identifies scenario two as the preferred scenario. It is not feasible to undertake enhanced public engagement and undertake first reading in December 2021 so the strategy assumes first reading in Spring 2021.

1 PURPOSE: To provide Trust Council with an Islands 2050 public engagement strategy and associated project charters for consideration.

2 BACKGROUND:

At a **special Trust Council meeting July 7-8, 2021**, Trust Council passed the following resolutions related to the draft new Policy Statement Bylaw No. 183, which had been presented for consideration of first reading:

1. *That the Islands Trust Council postpone consideration of first reading of Bylaw No. 183, cited as "Islands Trust Policy Statement Bylaw, 2021" to December 2021.*
2. *That the Islands Trust Council request staff to develop a revised project charter for public engagement on the draft new Policy Statement for approval and implementation by the Islands Trust Executive Committee by the end of August 2021.*
3. *That the Islands Trust Council receive the draft new Policy Statement and request that the draft new Policy Statement be referred to First Nations (early and meaningful engagement), Bowen Island Municipality, Local Trust Committees, the Islands Trust Conservancy Board, Regional Districts, Improvement Districts, School Districts and Provincial and Federal government agencies or departments having jurisdiction in the Trust Area.*
4. *That the Islands Trust Council ask all Trustees to share the draft Trust Policy Statement with their Local Trust Area constituents between now and September, asking for feedback to be provided to Islands2050@islandstrust.bc.ca*

5. *That Trust Council approve an additional transfer of up to \$75,000 from the general revenue surplus fund in fiscal 2021/2022 for enhanced community and First Nations engagement on the draft new Policy Statement subject to approval of the revised engagement project charter by Trust Council.*

The latest version of the draft new Policy Statement (updated July 15, 2021) has been posted to the Islands 2050 webpage in two formats: a colour-coded version indicating where amendments have been made, colour-coded by theme, as well as a clean version. The latest draft incorporates specific amendments made by resolution by TPC on June 15 and EC on June 23.

The latest version also includes some minor editorial corrections made by staff on July 15 (after the July 7-8 Trust Council meeting) in order to prepare the draft for engagement and referrals:

- amended Section 2.2, 'Role of Islands Municipalities' paragraph to remove the extraneous words "unless the island municipality"
- amended Section 1.3, second paragraph, to add the word "Commission" after "Truth and Reconciliation";
- amended policy 3.1.6 to add the word "Commission" after "Truth and Reconciliation";
- amended policy 4.1.4 to remove the duplication of the words "best available"; and
- amended policy 4.6.14's last bullet to read: "prohibit the development of artificial reefs in the Trust Area, except where they provide significant environmental benefit" (and corrected bookmark error); and,
- removed all marginal notes detailing amendments that occurred during Council's Committees' review process in May-June 2021.

The latest and most detailed project overview is posted to the Islands 2050 webpage at <https://islandstrust.bc.ca/programs/islands-2050/>.

At a subsequent meeting of Executive Committee (EC) on July 21, 2021, EC received a delegation presentation by Mairi Welman, Trust Area resident and public engagement specialist, entitled "Further Public Engagement for the Islands Trust Draft Policy Statement". EC also passed the following resolutions related to the Policy Statement Amendment Project:

1. *That Executive Committee direct staff to obtain third party advice to develop the next phase of the policy statement public engagement recognizing:*
 - *that participative democracy is a best practice method of public engagement and likely the most suitable for building trust and reducing polarization across the Trust Area;*
 - *that public input plays an integral part in the next draft of the Trust Policy Statement;*
 - *that engagement may need to be tailored to different islands' needs.*
2. *That Executive Committee recommends staff investigate preparing a discussion guide to support and facilitate public engagement on the draft policy statement.*
3. *That Executive Committee approve up to \$15,000 from the Islands 2050 public engagement budget to be used for capacity funding for First Nations early and ongoing referral engagement of the draft new Policy Statement.*
4. *That Executive Committee request staff schedule a special Executive Committee meeting for September 2, 2021.*

(Staff note: The September 2, 2021, meeting was scheduled in order to facilitate an early EC review of the draft public engagement strategy to be developed by third party consultants, prior to consideration at the EC September 8 meeting for inclusion in the September Trust Council agenda package.)

Agency Referrals and First Nations Early and Meaningful Engagement:

On July 22, staff referred the draft new Policy Statement out to all referral agencies (with the exception of First Nations) with an invitation to attend a zoom information session on July 28. Fourteen agencies registered for the online information session. Following the session, the zoom recording and slides were sent to those who could not attend. Letters detailing the next phase of early and meaningful engagement with First Nations were sent by the end of August. The next phase of early and meaningful engagement with First Nations will include further capacity funding, collaborative engagement options, and next steps for First Nations who wish to engage on the draft new Policy Statement. A formal referral to First Nations will be sent after first reading.

Public Engagement Phase 3:

Following TC's July 8 directives and EC's July 21 directives, the Chief Administrative Officer issued a \$20,850 direct award contract to engagement firm, [MODUS Planning, Design & Engagement Inc.](#), to prepare a 3 - 5 month strategy to guide engagement on the ISLANDS 2050 Policy Statement draft document in the 14 regions that make up the Islands Trust including a "base layer" of engagement for all regions, as well as island specific strategies, utilizing the IAP2 framework.

The draft public engagement strategy developed by MODUS is attached. MODUS staff will attend the Trust Council meeting to present the plan and answer questions. The strategy provided by MODUS offers three potential scenarios for the Phase 3 engagement that employ a variety of engagement and communication techniques appropriate to the Trust Area. The draft strategy is presented for Trust Council consideration and selection of an engagement option.

In the options, Modus has not accounted for the costs of additional staff or communications contractor support provided by Islands Trust to support the work to be done by Islands Trust.

As per Trust Council's July 8 resolution, many trustees have been sharing the draft new Policy Statement with their constituents and asking for feedback to be directed to the islands2050@islandstrust.bc.ca email account. Staff have provided trustees hosting events with an Islands 2050 four-page handout and code of conduct guidelines. Staff continue to post public correspondence, and other relevant project information, to the Islands 2050 webpage at: <https://islandstrust.bc.ca/programs/islands-2050/>. Trustees are encouraged to check the 'public correspondence' folder on the Islands 2050 webpage regularly to view the latest correspondence. Staff also prepared communications to trustees and staff about the project and are developing a plan for regular internal communications. In addition, staff issued a news release about contracting of the Phase 3 engagement strategy.

The Executive Committee considered the draft engagement strategy at its September 2 meeting and provided feedback. The Executive Committee received a revised version on September 8 which is attached. The Executive Committee requested staff to provide project charters for scenarios two and three for Trust Council consideration.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

In all scenarios there are organizational implications of undertaking enhanced engagement, including increased demands on Trust Area Services.

In scenario two, the organizational implications of undertaking enhanced engagement on the Policy Statement depend on whether a new temporary communications specialist is added to the

Trust Area Services team for the project. The current Communications Specialist role is at maximum capacity during this period with routine activities and budget engagement.

For scenarios two staff have added \$20,000 for a four-month temporary communications specialist to the budget in the attached project charter. Without this position, the Senior Policy Advisor and Director of Trust Area Services will attempt to undertake these activities with some support from the Communications Specialist. Without this new position, there will be a continued lack of capacity for:

- implementation of support for local trust committee advocacy,
- Trust Council advocacy,
- housing agreement administration,
- implementation of the new website,
- implementation of the stewardship education program and associated living in the Trust Area mailing, as well as,
- other Strategic Plan projects.

FINANCIAL:

Year-to-date spending on the Policy Statement project is \$28,060 (spent on flyer and engagement strategy consultants), leaving \$1,440 of the approved \$29,500 project budget unspent. Adding the up-to \$75,000 additional draw from surplus recently approved by Trust Council (TC resolution #2021-077) brings the total available funding for the remainder of the project to \$76,440.

Scenario 2 presents a cost of \$114,000, leaving a funding shortfall of approximately \$38,000. Scenario 3 presents a cost of \$169,000, leaving a funding shortfall of approximately \$93,000.

Under either Scenario, the funding shortfall will need to be addressed by a planned underspending in other areas of the Trust's 2021/22 budget, an additional draw from surplus requiring the approval of Trust Council, or some combination of these options.

Staff have identified the following potential funding sources from within the approved 2021/22 budget:

Trust Council's contingency funds	\$ 2,000
Management's contingency funds	\$ 3,000
<u>TAS Communications funds</u>	<u>\$ 7,200</u>
Total existing funding sources	\$12,200

Use of these existing funds for the project brings the funding shortfalls to approximately \$26,000 and \$82,000 for Scenario 2 and Scenario 3 respectively. Without political direction to staff to reduce spending in other areas of the budget, these shortfalls would need to be funded by an additional transfer from surplus funds.

As at March 31, 2021 the balance in the general revenue surplus fund was \$2.37M. The approved 2021/22 budget plans a draw from this fund of \$373,500, and TC resolution 2021-077 plans an additional draw of \$75,000 leaving an estimated balance of \$1.92M in the fund to support next fiscal's first quarter spending, in advance of receipt of the 2022/23 property tax levy. Understanding if this estimated balance is enough to cover the first quarter spending requires understanding of planned spending in the first quarter of 2022/23 – which is currently an unknown figure without a draft 2022/23 budget. Staff have determined that expenditures approved in fiscal 2022/23 as part of the five-year financial plan may serve as a proxy for the purposes of surplus analysis associated with this project. Based on this methodology, and using a simplified calculation, the minimum required surplus balance per policy is quantified at

approximately \$1.75M. This leaves \$172,000 of excess surplus funds that could be used to fund the Policy Statement project shortfall. This calculation assumes Islands Trust uses the full planned draw from surplus in the current 2021/22 fiscal year. If spending against plans is not fully realized as is often the case for the Trust, the excess available funds will be higher.

It is important to note this \$172,000, if used for the Policy Statement project, becomes unavailable as a source of funding for the 2022/33 budget, which puts potential additional pressures on taxation, other revenue sources, and/or potential spending reduction requirements.

POLICY:

No policy implications.

IMPLEMENTATION/COMMUNICATIONS: Should Trust Council approve a scenario in the draft public engagement strategy at its September 21-23 meeting, staff will immediately proceed with a Request for Proposal (RFP) procurement process via BC Bid. This process is expected to take four-five weeks from posting of the RFP to signed contract. It is anticipated that the next phase of formal public engagement will commence in November 2021, with an anticipated engagement period of three months. It is possible to shorten the time needed for procurement to two weeks by using the Ministry of Citizen Engagement's pre-qualified vendor list but this comes at a cost of \$2,000 and 10% of the contract cost (procurement support for engagement strategy scenario two would cost \$6,600 and scenario three would be \$12,000).

Once a contractor is selected staff will work with them to implement the strategy according to the methodology outlined in their proposal. At this time, given the desire for enhanced engagement, it is not reasonable to plan for first reading in December and it may be a challenge to prepare engagement results for the March Trust Council meeting, depending on the meeting dates selected.

FIRST NATIONS: The Executive Committee has approved up to \$15,000 from the Islands 2050 public engagement budget to be used for capacity funding for First Nations early and meaningful engagement of the draft new Policy Statement. The draft strategy provided by MODUS includes a section on Reconciliation and First Nations engagement which includes suggested key messages for use during public engagement.

OTHER:

No other implications.

4 RELEVANT POLICY(S): [Policy Statement Amendment Policy 1.2.1](#)

5 ATTACHMENT(S):

1. Draft Islands 2050 Phase 3 Engagement Project Charter for Scenario 2, dated September 22, 2021
2. Draft Islands 2050 Phase 3 Engagement Project Charter for Scenario 3, dated September 22, 2021
3. Islands 2050 Phase 3 Engagement Strategy by MODUS Planning, Design & Engagement

RESPONSE OPTIONS

Recommendation: That Trust Council approve the Islands 2050 Phase 3 Public Engagement Project Charter Version X and approve an additional transfer of up to \$XX(X),000 from the general revenue surplus fund in fiscal 2021/2022 to support implementation.

That Trust Council endorse the Phase 3 Islands 2050 public engagement strategy.

Alternative:

That Trust Council approve the Islands 2050 Phase 3 Public Engagement Project Charter Version X as amended and approve an additional transfer of up to \$XX(X),000 from the general revenue surplus fund in fiscal 2021/2022 to support implementation.

That Trust Council approve \$XX,XXX to accelerate procurement of an engagement consultant.

That Trust Council endorse the Phase 3 Islands 2050 public engagement strategy as amended.

- Provincial procurement support for engagement strategy scenario two would cost \$6,600 and scenario three would be \$12,000.

Prepared By: Clare Frater, Director, Trust Area Services

Reviewed By/Date: Russ Hotsenpiller, Chief Administrative Officer/September 7, 2021

Islands 2050 Phase 3 Public and First Nations Engagement— Scenario 2

Purpose To support public engagement a gov't to gov't First Nations engagement on Policy Statement Amendment that leads to a revised Policy Statement approved by Trust Council and the Minister.

Background Trust Council has assigned Executive Committee, with involvement from Trust Programs Committee as appropriate, to coordinate a review of the Policy Statement, specifically the Introduction, Part I, Part II and Schedule 1 - Definitions sections, and climate and housing policies, and to undertake meaningful engagement with First Nations in the process. With the project in progress, Trust Council is considering enhanced levels of engagement. Possible activities are outlined in attached report (details below for Scenario 2).

Objectives

- Build relationships/ trust with key constituents
- Engage a higher # /broader range of constituents
- Community feels their opinions/ voices are reflected and feel proud/included
- Clearly communicate how public input was used
- Early and meaningful engagement with FN gov't's and honouring of this process
- Ensure PS update a meaningful update responses
- To increase the understanding and awareness of the Islands Trust, its mandate and the PS role
- Final adoption and public endorsement of PS

In Scope

- Engagement consultant hired
- Website updates, news releases
- E-Newsletters (4)
- Video (1)
- Fact Sheets (6)
- Direct Mail (1)
- Information Kiosks/Fairs & Events (~6), Pop-Ups (8)
- Webinar/ Speakers Event
- Focus Groups (8)

Out of Scope

- Consultant at all events
- Communications consultant
- In-person events in each LTA/ Bowen
- No multi-day/multi-stakeholder workshops w/deliberative techniques
- No reporting back via flyer

Workplan Overview

Major Deliverable/Milestone	Date
-Early and meaningful engagement with First Nation governments (capacity \$ offered late Aug.) -Procurement of consultant and hiring of communications staff - Public engagement activities and associated communications -Development of report on engagement feedback/activities -Trust Council consideration of engagement results, referral responses and possible consideration of first reading	Ongoing Late Sept/Oct 2021 Mid-Nov-Early Feb. 2022 February 2022 March 2022

Project Team		Budget	
TPC/EC	Project Champions	Item	Cost
Director, Trust Area Services (25%)	Project Manager/event attendance	First Nations Engagement	\$15,000
Program Coordinator (60%)	Team liaison, internal logistics, survey admin, ad placements, invoice mgmt./event attendance	Public Engagement consultant	~\$46,000
Consultant	Project mgmt and delivery, survey design/analysis, event design/ schedules/attendance/travel, etc.	F/T comm. staff: Oct. - Jan.2022	\$20,000
Comms Specialist (4 months) (100%)	Internal/external comms, writer, social media, request/proof design,	Graphic design and printing	\$3,000
Snr. Intergov'tal Policy Advisor (30%)	FN Engagement/Reconciliation, content advisor	Webinar honoraria	\$1,500
Snr. Policy Advisor (50%)	Fact sheets, briefings, content advisor, correspondence mgmt	Video	\$2,500
Director, LPS/CAO (10%)	Project team/ event attendance	Flyer	\$7,200
Endorsement:		Print/social media advertising	\$6,500
		Hall bookings/food/supplies	\$3,000
		Staff travel	\$9,000
		Multiday workshop	\$0
		Total Activity Costs:	~\$114,000

Islands 2050 Phase 3 Public and First Nations Engagement— Scenario 3

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- Ensure PS update a meaningful update responses
- To increase the understanding and awareness of the Islands Trust, its mandate and the PS role
- Final adoption and public endorsement of PS

In Scope

- Engagement and communications consultants hired
- Multi-day/multi-stakeholder workshops w/ deliberative techniques
- In-person events in each LTA/Bowen
- Website updates, news releases
- E-Newsletters (4), Video (1), Fact Sheets (6),
- Direct Mail (1)
- Information Kiosks/Fairs & Events (~6), Pop-Ups (8)
- Webinar/ Speakers Event
- Focus Groups (8)

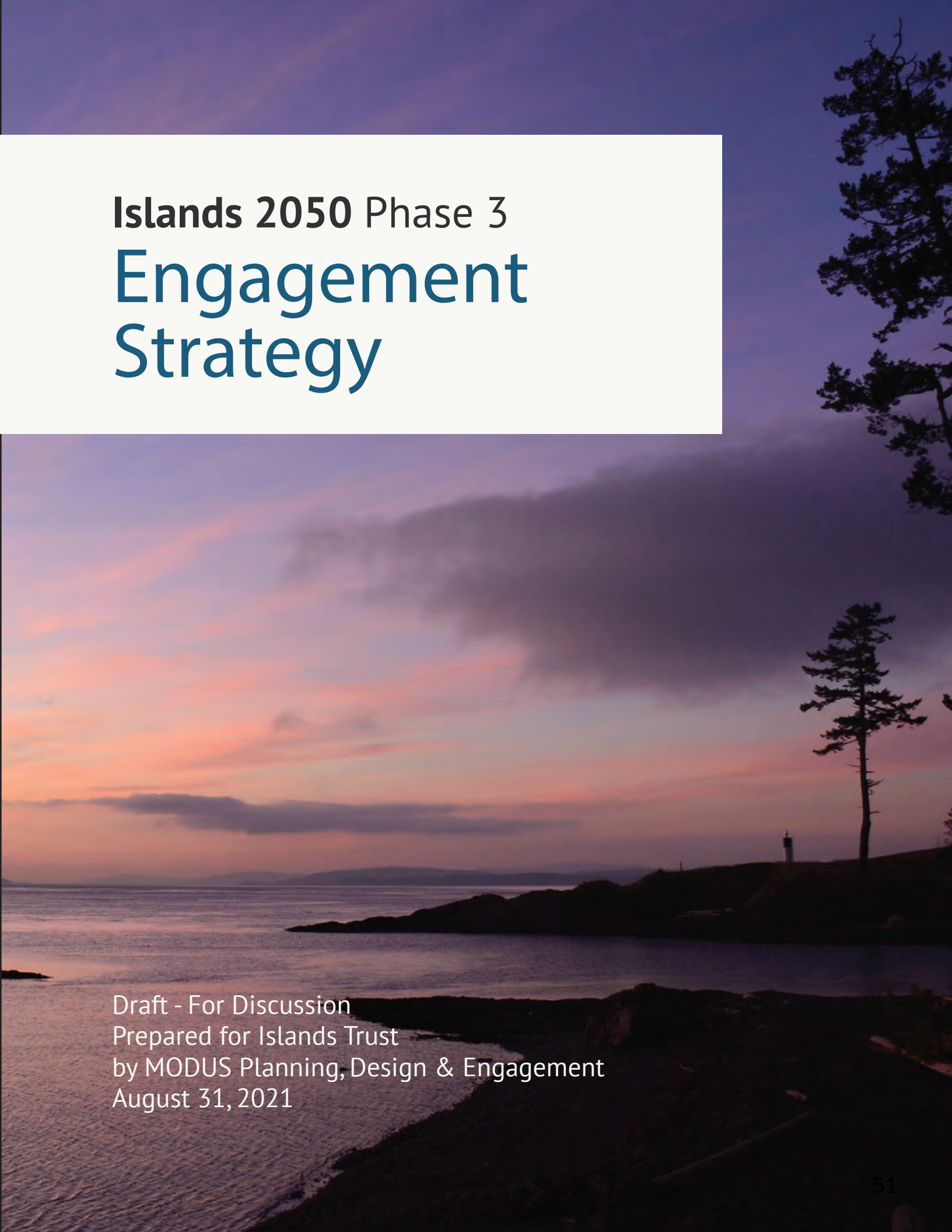
Out of Scope

- Reporting back via flyer

Workplan Overview

Major Deliverable/Milestone	Date
-Early and meaningful engagement with First Nation governments (capacity \$ offered late Aug.) -Procurement of consultant and hiring of communications staff - Public engagement activities and associated communications -Development of report on engagement feedback/activities -Trust Council consideration of engagement results, referral responses and possible consideration of first reading	Ongoing Late Sept/Oct 2021 Mid-Nov-Late Jan. 2022 February 2022 March 2022

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Consultant	Project mgmt and delivery, survey design/analysis, event design/schedules/attendance/travel, etc.	Communications consultant	\$20,000
Comms Consultant	Internal/external comms, writer, social media, request/proof design	Graphic design and printing	\$3,000
Snr. Intergov'tal Policy Advisor (30%)	FN Engagement/Reconciliation, content advisor	Webinar honoraria	\$1,500
Snr. Policy Advisor (50%)	Fact sheets, briefings, content advisor, correspondence mgmt	Video	\$2,500
Director, LPS/CAO (10%)	Project team/ event attendance	Flyer	\$7,200
Endorsement:		Print/social media advertising	\$6,500
Date:		Hall bookings/food/supplies	\$3,750
		Staff travel	\$10,000
		Multiday workshop	\$0 (pd by consultant)
		Total Activity Costs:	~\$169,000



Islands 2050 Phase 3 Engagement Strategy

Draft - For Discussion
Prepared for Islands Trust
by MODUS Planning, Design & Engagement
August 31, 2021

Territorial Acknowledgment

Islands Trust Council acknowledges with respect that the Islands Trust Area is located within the treaty lands and territories of the BOKÉĆEN, K'ómoks, Ləkwəŋən, Lyackson, MÁLEXEŁ, 'Qualicum, Quw'utsun Tribes, scəwáθən məsteyəxw, Scia'new, səlilwətaʔɬ, S' EMYOME, shíshálh, Skwxwú7mesh, Snaw-naw-as, Snuneymuxw, Spune'luxutth, STÁUTW, Stz'uminus, ɬaʔəmen, toq qaymıxw, Ts'uubaa-asatx, Wei Wai Kum, We Wai Kai, WJOLÉŁP, WSIKEM, Xeláltxw, Xwémalhkwu/ʔop qaymıxw, and xwməθkwəyəm.'

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Executive Summary

MODUS Planning, Design and Engagement was hired by the Islands Trust in August 2021, during a pause between Phase 2 and Phase 3 public engagement on the Islands 2050 Policy Statement update project. MODUS was tasked with developing a strategy for the upcoming public engagement phase (Phase 3), and to provide an evaluation of engagement activities undertaken to date. Over several weeks, MODUS conducted a workshop and 1:1 interviews with project staff to inform the understanding of the Islands 2050 process, reviewed background materials and reports, and also conducted a media review of coverage for the project to date.

Key findings and recommendations are summarized within this report. The report begins with a summary of background information including information on the project, engagement principles and objectives, as well as a summary of potential audiences and their key issues. Following, we present an exploration of three scenarios for engagement at three different budgets. With budget and timeline constraints, a recommended scenario is further expanded upon including phasing for engagement tactics and techniques. Finally, a section of engagement evaluation is included including a recommendation that ongoing evaluation take place for this engagement process and future engagement.

The Policy Statement update is guided by a Policy Statement Amendment policy which was approved in 1995 and updated in 1998 and 2016. It sets out the requirements, review inventory, topic review process, amendment process for the Policy Statement update. While a public hearing is not part of this process, public engagement and referrals are as well as three public readings of the Policy Statement Amendment bylaw. The referrals process is currently taking place, and the outcomes and inputs of that process will be considered and honoured in the Policy Statement update as it moves forward.

The Islands Trust Area is situated within the territories of the Coast Salish Peoples. The separate, yet concurrent, engagement process that has been taking place at a government-to-government level with the different First Nations who have traditional and treaty territories in the Trust Area is not part of this review. It is a critically important component of the work being undertaken, and as such preliminary key messages to help with the general public understanding of this process have been drafted and included in the appendix.

What is clear is that the Islands 2050 process has been one that has captured the public's attention. The engagement process started off strong with preliminary conversations about the aspirations and values of constituents. Engagement touch point numbers were higher during the first two phases than any other Trust wide process to date. The process

leveraged digital technologies to increase accessibility, which was very well received across the Trust Areas.

However, the engagement for the Islands 2050 project was challenged in the following ways:

- **Promise to the Public** - Communication about the project phasing and sequencing, including the way public engagement was feeding into this Policy Statement process (how their input would be used) was not as clear as it could have been, resulting in a lack of clarity about how and when public engagement would be used.
- **What We Heard** - Lack of staff resources had compromised the roll out of the original engagement plan, and resulted in missed opportunities to communicate the critically important connection between the values established in the first phase of engagement and the resulting Policy Statement changes. For iterative engagement processes, it is critical that there is a strong report back of 'what we heard', and how that input has informed the next steps in the process to ensure that the project is on the right track. It is important to note that this is a multi-year, regional scale project. Comparable projects often have dedicated internal project management and engagement staff to ensure the project is run efficiently and effectively. These internal staff are

often supported with engagement and communications consultants which require a higher project budget.

- **Broadening the Reach** - The Trust serves residents, non-residents and all residents of BC as part of the "preserve and protect" mandate. To date, the Trust has not been collecting information on who has been engaged other than information about age collected during the online survey. In order for this process to be successful, a broader reach of constituents needs to be reached and brought into the conversation– including harder to reach demographics (elders, youth, the unhoused, ethnic minority populations, working families, low income people, LGBTQ2S+ populations and disabled persons) and the silent majority.

It is our recommendation that the process re-calibrate, starting first with clear communications to the public about the pause in the project, and the plan going forward – not just to first reading – but through to project completion including future opportunities for engagement. Given the resources required for a regional scale engagement process, it is recommended that the Islands Trust contract the services of both an engagement and ideally a communications consultant to ensure that this project is properly resourced moving forward. Other recommendations are included within this document.

The Islands 2050 process presents an opportunity to make significant difference on some of the key issues of our time. As such, the process must educate, engage and provide uniquely tailored approaches to ensure meaningful dialogue and also to empower the Islands Trust to make significant and meaningful actions on the key challenges that will face the region over the next thirty years.

Definition of terms used in this report:

- **Stakeholders:** any individual, group, or organization with an interest or stake in the outcome of a decision
- **Public:** those stakeholders who are not typically part of the decision-making entity

WHY IS ISLANDS TRUST ENGAGING?

The purpose of conducting community engagement as part of the Policy Statement review process is:

- To help confirm what residents and stakeholders value about the Islands Trust Area and what their aspirations are for its future (these values were voiced during Phase 1 & 2 engagement activities);
- To gather resident and stakeholder input on key Policy Statement topics;
- To ensure resident and stakeholder values and priorities are heard; and
- To meet or exceed the legislative requirements.

GOALS OF ENGAGING

Through community engagement, Islands Trust aims to engage with a broad range of residents and stakeholders from across the Islands Trust Area, and use the input and feedback they provide to ensure that the Policy Statement reflects the ideas, values and priorities of the community.

WHAT IS ISLANDS TRUST ENGAGING ABOUT?

During Phase 3, Islands Trust is engaging with the public on the draft Policy Statement, and ensuring that the proposed changes reflect their aspirations and values. Islands Trust will clearly communicate the other inputs into the Policy Statement revisions. Islands Trust is not engaging on the governance of the Trust – which is subject to a separate current review process.

Background



Background

This background was provided in the Draft New Islands Trust Policy Statement - Project Overview Briefing (Updated July 15, 2021).

Overview of the Islands Trust

Islands Trust is a special-purpose government established in 1974 to preserve and protect over 450 islands and surrounding waters in the Salish Sea. The mandate of Islands Trust (known as the “Islands Trust Object”) 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, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations, and the government of British Columbia” (Islands Trust Act). This is accomplished through conservation-oriented land use planning and regulation, engagement with First Nations, inter-agency coordination and advocacy, community engagement, and stewardship education.

The Islands Trust Area covers 5200 square kilometers and includes 13 major islands, 450 smaller islands, and is home to 26,000 residents, 10,000 non-resident property owners, and 28,000 Coast Salish People. The region features spectacular beauty, extensive archaeological and culturally important sites, and some of the world’s most endangered ecosystems.

Across the Trust Area, there are thirteen local trust areas (LTAs) and Bowen Island Municipality. Each LTA is made up of one major

island and a group of smaller islands. Every four years, island residents elect two trustees to represent them on their local trust committee / Bowen Island Municipal Council and the regional Islands Trust Council. Local trust committees and Bowen Island Municipality make decisions about local land use planning and regulation.

Elected local trust committees’ and Bowen Island Municipality’s decisions on how land and marine areas are zoned and used must respect the preserve and protect mandate. This means that official community plans and land use bylaws in the Trust Area have a strong emphasis on preserving and protecting the unique amenities and environment of the region.

All elected trustees are part of the 26-member Islands Trust Council. As a regional body, Trust Council acts on matters that affect the entire Islands Trust Area, including setting the annual budget; creating and monitoring a Trust-wide Strategic Plan; implementing and amending the Islands Trust Policy Statement; advocating on issues important to the entire region; and engaging with First Nations and other governments, agencies, and organizations to preserve and protect the Trust Area for future generations.

The Islands Trust Policy Statement

As per Section 15 of the Islands Trust Act, Trust Council must adopt, by bylaw, a Policy Statement that “must be a general statement of the policies of the trust council to carry out the object of the trust”.

The Policy Statement guides the development of the official community plans and land use bylaws of local trust committees and Bowen Island Municipality and the development of Trust Council’s Strategic Plan and advocacy program. It is the heart of the preserve and protect mandate for this special region. Within the Islands Trust Area, regional growth strategies do not apply; instead, official community plans and land use bylaws must be consistent with the Policy Statement. The Policy Statement is approved by the Minister of Municipal Affairs after the Minister is satisfied that the provincial interest and the duty to have early and meaningful consultation with First Nations have been satisfied.

Policy Statement Amendment Project Scope

In 2017, Trust Council assigned the Executive Committee, with involvement from Trust Programs Committee as appropriate, the task of updating the Islands Trust Policy Statement. The Policy Statement has not been substantively updated in over 25 years. In 2019, Trust Council defined three strategic priority areas for Policy Statement amendments - reconciliation, climate change, and affordable housing – in addition to a general update of the Introduction, Part 1, Part 2, and Schedule 1-Definitions. These priorities

reflect Trust Council’s 2018-2022 Strategic Plan, as well as its Reconciliation Declaration (2019) and Climate Emergency Declaration (2019). Trust Council also directed that the amendment process be informed by First Nations and public engagement processes, as well as feedback from a number of partner agencies and organizations.

Following more than 18 months of Islands 2050 engagement with First Nations and the public, and substantive policy analysis and discussion within Trust Council and its committees, a draft of a new Islands Trust Policy Statement Bylaw No. 183 was presented to a number of Trust Council’s committees and the Islands Trust Conservancy Board for early feedback in May/June 2021. The specific policy changes proposed in the new draft Policy Statement were developed through Trust Programs Committee and Executive Committee, who were informed by Trust Council discussions and resolutions, public engagement since 2019, a discussion paper prepared by staff, and staff advice which was informed by engagement with First Nations. The draft was revised several times in May/June in response to feedback received from Council’s committees prior to presenting the draft document to Trust Council.

The draft new Policy Statement was received by Trust Council at its special meeting on July 7-8, 2021. At Trust Council’s request, the draft document will now be sent to referral agencies, First Nations and the public for feedback prior to First Reading.

Project Overview

Modus Planning, Design and Engagement were hired by the Islands Trust in August 2021 to help develop an Engagement Strategy for Phase 3 of the Islands 2050 Engagement Process and to provide a review of the engagement process that has happened to date on the Islands 2050 project. A preliminary workshop was held with Islands Trust staff and Modus Planning, Design and Engagement on August 12, 2021 to review stakeholders and issues, the requirements of the Phase 3 Engagement Strategy, to review how audience groups had been engaged to date, understand what had worked well and what could be improved as Islands Trust moves forward into the next Phases of the process.

The deliverable of this project is a three month engagement strategy to guide Phase 3 engagement on the Islands 2050 draft Policy Statement in the 14 regions that make up the Islands Trust. This strategy will include a “base layer” of engagement for all regions, as well as suggestions for island specific strategies. This strategy utilizes an IAP2 (International Association of Public Participation) framework to help guide engagement and the commitment to the public about how their feedback will be used.

Purpose of this Document

The purpose of the engagement strategy is to guide consultation and community engagement during Phase 3 of the Islands 2050 process. The outcomes of the Phase 3 engagement process will inform a revision of the draft Policy Statement in advance of the First Reading of the document by the Trust Council, proposed to take place in March 2022. This plan describes WHAT Islands Trust are engaging upon, WHO Islands Trust will engage with, and HOW Islands Trust will engage with them to meet the objectives of this phase of engagement.

Review of Process to Date

Part of Modus Planning, Design and Engagement's scope is to review the process to date and include recommendations about approaches that may be recalibrated as Islands Trust moves forward into the next Phases of the process. This is included below, and begins with an overview followed by a further description of engagement activities by Phase.

Overview

In March 2019, the Executive Committee of the Islands Trust adopted an engagement plan and project charter to guide the amendment of the Trust Council's Policy Statement. The initial engagement plan for the Islands 2050 project was designed to take place in 7 Phases and launched in September 2019. The objective of the first phase of engagement was to:

1. To receive final adoption by Trust Council of a bylaw amending Introduction, Part I, Part II and Schedule 1 - Definitions sections of the Policy Statement that includes up-to-date information, improved history section and appropriate acknowledgment of First

Nations and climate change

2. To improve understanding of the content and function of the Policy Statement
3. To increase awareness and knowledge about Islands Trust and its mandate
4. To promote understanding of Reconciliation and history
5. To develop stronger relationships with First Nations
6. To seek input on long term visions for the Trust Area
7. To gain experience with the Policy Statement amendment process to inform future processes and budget processes.

Engagement Phase 1

This summary was provided in the Draft New Islands Trust Policy Statement - Project Overview Briefing (Updated July 15, 2021).

In Fall 2019, Islands Trust conducted the first phase of the Islands 2050 public engagement process to solicit feedback on priority values and concerns for the Trust Area over the next 30 years. After consulting with local trust committees and Bowen Island Municipality on the engagement methods best suited to their communities, Islands Trust staff hosted 24 events across the Trust Area. They included open house evenings, information booths and collection of feedback in key community locations, information displays and feedback opportunities on ferries, and an online comment and discussion forum using the 'Thought Exchange' platform.

Through online and in-person engagement, the following questions were asked:

- What do you value about the Area?

- In the context of a changing climate, what concerns do you have about the future of the Area?
- What opportunities do you feel will help us preserve and protect the Area?

During the Fall 2019 public engagement process, 557 people attended open houses and information booths, 132 people spoke with staff on ferries, and 149 people browsed displays and materials. 789 people participated on the Thought Exchange online platform providing 1,269 comments and 24,257 ratings of the comments provided.

Following the first phase of public engagement in 2019, staff consolidated the online and in-person feedback into a final report What We Heard - Islands 2050: The Future of the Trust

Area. In July 2020, the “What We Heard” report was posted to the Islands Trust website and

shared with email subscribers, advisory group members and First Nations.

Engagement Phase 2

This summary was provided in the Draft New Islands Trust Policy Statement - Project Overview Briefing (Updated July 15, 2021).

In January 2021, in response to requests for more inclusive public engagement, staff added a second phase of public engagement by launching a mid-project Policy Directions Report and online survey that sought ideas and opinions from the public on the themes of climate change and affordable housing (noting that the other defined priority of reconciliation was the subject of a separate process of engagement with First Nations). The public survey was open from January 18 to February 7 and was completed by 406 members of the public who took, on average, 21 minutes to complete with a 97% estimated completion rate. Staff also received 10 e-mail submissions in response to the survey questions.

Promotion of Public Engagement Opportunities:

Staff has promoted engagement opportunities to date through paid advertising in local newspapers, subscriber e-mail messages, social media posts, mail-outs, and the following news releases:

- January 18, 2021: Public Survey about Updating Islands Trust Policy Statement
- July 20, 2020: Islands Trust Releases Islands 2050 What We Heard Report
- September 6, 2019: Islands 2050: The Future of the Trust Area

A dedicated e-mail inbox (islands2050@islandstrust.bc.ca) has been made available for all Islands 2050 related e-mails. Staff also produced an animated video about the Policy Statement Amendment Project in 2019 that has been widely shared. Additionally, trustees have promoted engagement opportunities through their own e-mail lists and networks.

To promote engagement opportunities during Public Engagement Phase 2, staff sent

Trust Council received the consolidated survey results in March 2021 and the results were posted to the Islands Trust website on the surveys and polls page. On March 3, 2021 Islands Trust hosted a Virtual Open House via zoom webinar from 7:00-9:00pm. The event was attended by 108 people, and commenced with an acknowledgment and welcome by Hereditary Chief Bill Williams (Squamish). The webinar was co-hosted by a panel of staff and trustees representing the three Trust Programs Committee working groups on reconciliation, climate change, and affordable housing. Following a short presentation outlining the Policy Directions Report, the panel answered questions.

out subscriber messages, purchased ads in newspapers (Bowen Island Undercurrent, Gulf Islands Driftwood, Gabriola Sounder, Coast Reporter, Hornby Tribune, and Denman-Hornby Grapevine) and monthly publications (Active Page, Saturna Scribbler, Our Isle and Times, Mayneliner, Pender Post, The Flagstone), and feature online ads on the Salt Spring Exchange and the Bowen Island Undercurrent websites. In addition, staff directly e-mailed non-profit and other island organizations to encourage them to advise their members of the survey opportunity and supported trustees in their efforts to raise awareness. At the request of local trustees, and with their support, staff also arranged for Canada Post to deliver promotional flyers about the engagement opportunities to PO Box addresses on Saturna and Galiano Islands. Social media campaigns on both Facebook and Twitter complemented the print advertising. Through reaching out to organizations on the islands with Facebook and to island-based

Facebook discussion groups, the survey posts were shared throughout the Trust Area. Islands Trust Facebook posts generated a total of 7274 “Reached,” 764 “Post Clicks,” 338 “Reactions, Comments and Shares”

Ongoing Public Correspondence: All public correspondence received at the islands2050@islandstrust.bc.ca portal has been posted to the Islands2050 webpage for Trust Council’s consideration, and Trust Council has received 16 delegations and many town hall presentations related to the Policy Statement Amendment Project.

Engagement Phase 3

During the special Trust Council meeting on July 7-8, 2021, Trust Council requested that staff produce a revised project charter for public engagement on the draft new Policy Statement for approval and implementation by the Islands Trust Executive Committee. MODUS Planning, Design and Engagement have been hired to produce an Engagement Strategy for Phase 3 which will be delivered to Islands Trust on August 27th, 2021. Phase 3 was originally planned to be the final phase of proactive engagement for the Islands Trust process. Correspondence and delegations would continue to be received through to the final Stage of the project.

A Note on Project Stages & Phases

The Policy Statement project has been designed in seven stages, which are different than the originally planned three engagement phases. The diagram below depicts how these stages have been communicated to the public. There is an opportunity to improve clarity around how the engagement phases interact with the project stages.



Proposed Timeline

During the information gathering phase, it was understood that there was Council direction for a first reading in December 2021. With the required procurement process and engagement activities, this timeline is not recommended. This report instead utilizes the proposed timeline for future engagement activities, towards the first reading of the Policy Statement Update. This work takes place under Stage 4 of the project process The Islands Trust has stated that Stage 4 includes *“applying what we learned and drafting a revised new Policy Statement Bylaw. There will be months of public engagement on the draft bylaw as well as feedback from First Nations and referral agencies.”*

- August 2021 – Engagement Strategy Development
- September 2021 – Engagement Strategy Approval
- Mid – Late October 2021 – Launch of Phase 3 Engagement Process
- Mid December 2021 – Early January 2022 - Engagement Pause due to holiday season
- End of January 2022 – Engagement Wrapped
- Early February 2022 – Engagement outcomes integrated into the Policy Statement
- March – First Reading

Proposed Future Project Stages:

- Stage 5 is when the revised bylaw (Policy Statement) will go to Trust Council for consideration of first reading in December 2021. NOTE: Based on input, Trust Council may amend the draft new Policy Statement prior to first reading.
- Stage 6 is second reading of the bylaw (Policy Statement) at Trust Council. Council will discuss the bylaw and may make amendments. Then, during the third reading, there will be a final discussion about the bylaw, and possible amendments, before it is approved.
- Stage 7, the Minister of Municipal Affairs will approve the bylaw and Trust Council will adopt the bylaw through fourth reading.
- Throughout the seven stages, Islands Trust is meaningfully engaging with First Nations government and communities through a parallel process.

Target Audiences

The following page provides a breakdown of target audience groups. This list was developed through a participant mapping exercise with Islands Trust staff, in review of previous Islands Trust engagement plans and participants lists, and through a brief online scan. This list is not meant to be exhaustive, but rather a way of tracking potential interested and impacted participant groups. This audience groups list has informed the selection of engagement techniques as appropriate.

LOCAL TRUST AREAS/ BOWEN ISLAND

Local Trust Areas/ Bowen Island
Ballenas-Winchelsea
Bowen
Denman
Gabriola
Galiano
Gambier
Hornby
Lasqueti
Mayne
North Pender
Salt Spring
Saturna
South Pender
Thetis

INDIGENOUS PEOPLES ON THE ISLAND

PARTICIPANT GROUP

Indigenous Peoples on the Islands

GENERAL PUBLIC/OTHER

PARTICIPANT GROUP

Future Generations

Ecosystems

Full-time Residents

Part-time Residents

Visitors

BC Residents

Media

COMMUNITY SERVICES

PARTICIPANT GROUP

Service Clubs

Art Organizations

Welcome Wagon

Food Bank

Community Centres

Health and Social Service Organizations

Churches and Religious Organizations

Emergency responders- Fire Departments and Paramedics

Bike Organizations

Hiking and Outdoor Organizations

INDUSTRY / ECONOMIC INTERESTS

PARTICIPANT GROUP

Forest Lands Interest Groups

Tourism Groups

Agricultural Interest Groups

Agricultural Associations

Chamber of Commerce

Housing Societies

Housing Advocates

Realtors

Marine Groups

Transportation Groups

BC Ferries

ENVIRONMENT AND ACTIVISM

PARTICIPANT GROUP

Conservation organizations

Garden groups

Climate change activists

REGIONAL FORUMS

PARTICIPANT GROUP

Baynes Sound/Lambert Channel Ecosystem Forum

Howe Sound Community Forum

Southern Gulf Islands Forum

Rural Island Economic Partnership

Coastal Douglas-fir Conservation Partnership

GOVERNMENT

PARTICIPANT GROUP

Bowen Island Municipality

Capital Regional District

Comox Valley Regional District

Cowichan Valley Regional District

Metro Vancouver Regional District

Nanaimo Regional District

Sunshine Coast Regional District

qathet Regional District

Regional Districts Directors, Chief Administrative Officers,
Directors of Land Use Planning, Communication Directors

Members of the Legislative Assembly

Members of Parliament

Honourable Selina Robinson, Minister of Municipal Affairs
and Housing

Ministry of Municipal Affairs and Housing staff

Ministry of Agriculture

Ministry of Energy, Mines and Petroleum Resources

Ministry of Environment and Climate Change Strategy

Ministry of Forest, Lands, Natural Resource Operations and
Rural Development

Ministry of Transportation and Infrastructure on Vancouver
Island and South Coast

Ministry of Indigenous Relation and Reconciliation (West
Coast Office, South Coast Office)

Ministry of Health

Agricultural Land Commission

First Nation Chief and Councils

Environment Canada

Transport Canada

Fisheries and Oceans Canada

Parks Canada

Parks and Recreation

SCHOOL DISTRICTS

PARTICIPANT GROUP

School District No. 45
School District No. 46
School District No. 79
School District No. 68
School District No. 69
School District No. 71
School District No. 64
School District No. 52
School District No. 53

INTERNAL

PARTICIPANT GROUP

Trust Council
Islands Trust trustees
Islands Trust Staff
Executive Committee
Trust Programs Committee
Advisory planning Commissions
Board of Variance
Islands Trust Conservancy
Consultants and contractors
IT Commissions and Advisory Groups

NON-PROFIT CONSERVANCIES

PARTICIPANT GROUP

American Friends of Canadian Conservation
Bowen Island Conservancy
Conservancy Hornby Island
Cowichan Land Trust
Denman Conservancy Association
Gabriola Land and Trails Trust
Galiano Conservation Association
Gambier Island Conservancy
Garry Oak Ecosystems Recovery Team
Garry Oak Meadow Preservation Society
Habitat Acquisition Trust
Keats Island Conservation Group
Lasqueti Island Nature Conservancy
Mayne Island Conservancy Society
Mudge Island Community Society
Nanaimo & Area Land Trust
Nature Conservancy of Canada
Nature Trust of British Columbia
Pender Islands Conservancy Association
Salt Spring Island Conservancy
Salt Spring Island Water Preservation Society
SeaChange Marine Conservation Society
Sunshine Coast Conservation Association
TLC The Land Conservancy of British Columbia
Thetis Island Nature Conservancy
Valdes Island Conservancy
Waterbird Watch Collective

IMPROVEMENT DISTRICTS

PARTICIPANT GROUP

Gabriola (Fire Protection District)
Graham Lake
Schmidt
Galiano Estates
Gossip Island
Montague
Spanish Hills
Wise Island
Bennett Bay (Waterworks District)
Campbell-Bennett Bay
Lighthouse Point (Waterworks District)
Mayne Island
Village Point
Georgina
Razor Point
Trincomali
Harbour View
Mount Belcher
North Salt Spring (Waterworks District)
Piers Island
Salt Spring Island (Fire Protection District)
Secret Island (Waterworks District)
Scott Point (Waterworks District)
Saturna Shores
Vaucroft

Known Audience Issues and Interests

This section contains an analysis of known audience issues and interests. This includes both process and content issues. Process issues include communications, misinformation, limited internal capacity and governance concerns. Specific content issues vary by local trust area, but include concerns about the overarching themes (reconciliation, climate change and affordable housing) as well as more specific concerns (including desalination, docks, and seawalls).

PROCESS

Communications

Public communications—keeping people informed: Some community members expressed concern that there was limited information about engagement opportunities. The level of engagement with the public (based on the IAP2 framework: inform, consult, involve, collaborate, empower) has not been clearly communicated with the community. As a result, the public may not understand what is on and off the table for discussion.

Closing the loop: For some community members, there is a disconnect between public input and the draft Policy Statement. It is unclear how public inputs have been integrated into the policy. Islands Trust staff also expressed the need for a systematic way to ensure all discrete pieces of feedback (written notes, emails, conversations, etc.) are integrated into the policy. There is a need to clearly communicate how public input (as well as technical expertise and First Nations consultation) informs policy.

Depth and timelines of engagement: Community members have expressed concern that the engagement opportunities have been shallow, with limited dialogue. Some are concerned that the process is rushed. Criticism about ‘hiding behind’ digital platforms (due to COVID-19) also arose, while others celebrated the use of digital platforms.

Concurrent process with First Nations: Some community members are concerned that the process with First Nations lacks transparency. There is limited understanding about how First Nations engagement is weaved together with public input to inform the Policy Statement.

Publicly Circulated Information

Information: Through social media pages (primarily private Facebook groups) and community-led mail outs, the public has started to circulate information about the project. Some of this includes misinformation that the Policy Statement will diminish the commitment to the environment, causes the Islands Trust to work outside its jurisdiction, and/or will lead to less support for healthy and inclusive communities. In addition to this, there are also multiple interpretations about the intent of the document, which has created a misunderstanding of the Policy Statement. There was also misinformation that Trust Council would adopt a new Policy Statement during first reading.

Reactionary communications: By necessity, the Trust has focused communications efforts on responding to public concern and misinformation, as opposed to proactive messaging. This communications tactic takes a toll on internal capacity.

Internal capacity

Resourcing and capacity: Islands Trust staff are at maximum capacity. The team also has limited experience engaging Trust-wide—most engagement occurs at the local level. Further, there are limited resources for engagement efforts. These factors challenge the Trust’s ability to consistently communicate with the public.

Governance

Trust Council: Trustees are not aligned in their support for the Policy Statement. Some Trustees are advancing the work through private conversations and individual campaigns. The lack of alignment on Council has influenced the process.

Working groups: Trust Programs Committee members formed working groups to hold discussions on Policy Statement topics without seeking public input and outside public meetings. While their discussion were reported back in detail on public agendas, the information was not otherwise shared with a high degree of transparency.

Governance review: Some community members question if the Trust should exist. If so, there is a question about its role in social issues such as affordable housing. Some suggest these topic areas go beyond the mandate of the Trust. A formal governance review is occurring concurrently to this process.

CONTENT

Some content issues include:

The structure of the Policy Statement

Critique that reconciliation, climate change and affordable housing are not the key themes from engagement, nor are they reflective of the mandate (to protect and preserve).

Concerns about docks, desalination, seawalls, agriculture, forestry, OCP updates, affordable housing

Issues by Trust Area

Local trust areas/Bowen Island face dynamic challenges. Although many concerns are shared, some specific issues vary by area. Overall, Trust Areas have concerns about various topics, including changing ecosystems, water supply, governance, ensuring community resilience and providing essential services.

PHASE ONE ENGAGEMENT RESULTS

The What We Heard Report for Phase 1 of engagement comprehensively summarizes top concerns and interests. This report also highlights the top theme for each Trust Area. The following text is extracted from this 2019 report.

What do you value about the Trust Area?

Top three themes:

Connection to nature (*Salt Spring, Bowen, Saturna, Gabriola, South Bender, North Pender, Galiano*)

Preserve and protect mandate

Planning, policy and governance (*Mayne*)

Other themes include: Rural island culture (Thetis); Community resilience (Denman Island, Hornby); Infrastructure, transportation, and services (Gambier); Biodiversity and species protection (Lasqueti); Food and water security; Local economy and tourism; Affordable housing; Cultural heritage and reconciliation; Safety.

In the context of a changing climate, what concerns do you have for the next 30 years?

Top three themes:

Ecosystem change (Denman, Gambier, Gabriola, Saturna, North Pender)

Water (South Pender)

Land and marine use decision-making (Galiano)

Other themes include: Governance (Lasqueti); Ecosystems protection (Bowen, Salt Spring, Mayne, Thetis); Transportation; Community resilience (Hornby); Food security; Fire risks; Education; Sea level rise; Wood smoke; Economics and employment; Public services; Population; Deforestation and tree cutting; Alternative energy

What opportunities do you see to preserve and protect the Trust Area?

Top three themes:

Advocacy

Climate change

Emergency preparedness

Other themes include: Preserve & protect mandate; Alternative energy and infrastructure; Cultural heritage and reconciliation; Enforcement; Partnerships and program initiatives; Alternative living and community resilience; Forestry, deforestation and tree cutting; Food security; Planning and policy initiatives; Biodiversity and species protection; Economics and employment; Governance; Housing; Water system infrastructure and management; Education and communication.

Risks

There are a number of risks that face this project, and have the potential to further erode trust or derail the project.

- **Staff Capacity** - Islands Trust staff are stretched in terms of capacity and there will be the requirement to lean more heavily on consultants to properly execute the 3rd Phase of public engagement.
- **Timeline** - If Trust Council postponed the first reading of the Policy Statements to March, that means that there is a three month window of opportunity to conduct additional engagement. As a portion of this engagement is around trust building and relationship building - this is a short timeline.
- **Budget** - The budget currently allocated for the Phase 3 budget is low. During the previous engagement Phases, costs were saved through the use of staff resources. These may not be possible when leaning more heavily on consultants - thus the budget will not spread as far as when run and executed by all staff.
- **Expectations** - Expectations from staff and others about the level of engagement that can be expected within a three month time period are high - and the limitations around resourcing need to be factored into what can realistically be achieved. This process will help to begin relationship building and trust building but this will be an ongoing process that will need to be affirmed by future projects and communications. Mismanaged expectations can erode public trust.
- **Misinformation** - During previous rounds of engagement, misinformation spread rampantly on communications channels that Islands Trust is not as active on, or within forums that Islands Trust is not part of. This misinformation has resulted in, or exacerbated, a lack of understanding about the role of the Trust and the purpose of the Policy Statement.

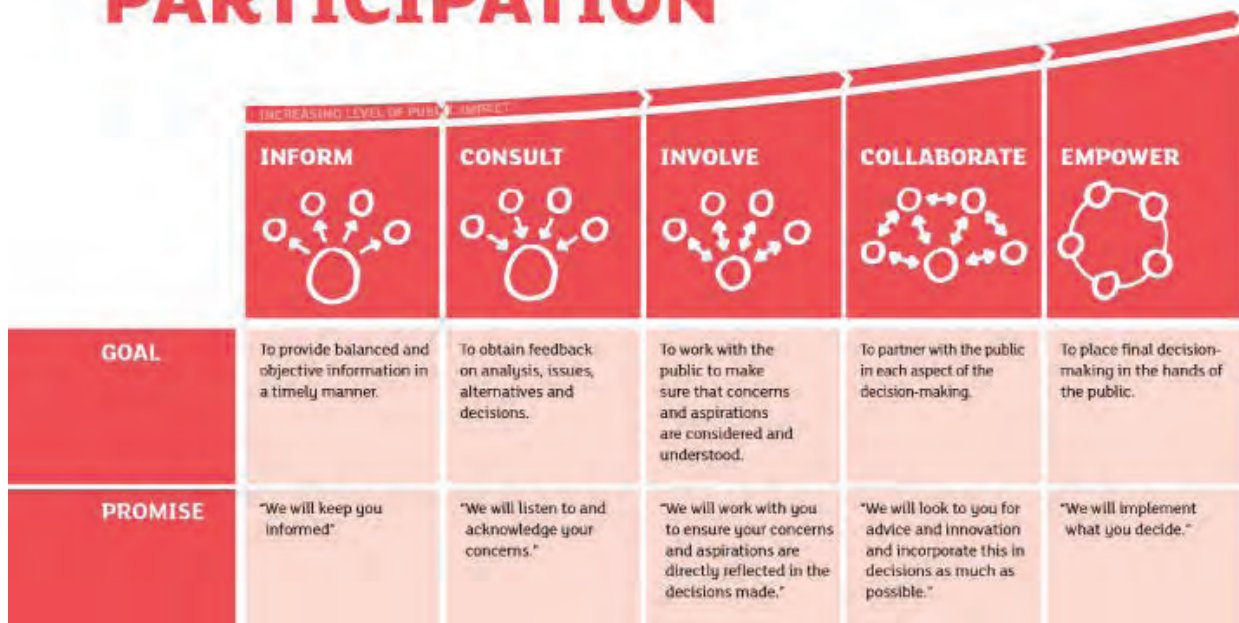
IAP2 Level

This engagement plan will follow the International Association for Public Participation's (IAP2) spectrum of public participation – specifically the inform and consult levels of engagement. A range of approaches will be used to build trusting relationships and inspire meaningful dialogue. Based on the engagement objectives and principles noted above, the proposed approach to engagement is anticipated to span several levels of participation, as classified by the IAP2 Spectrum of Public Participation including:

- Inform – Providing information about the project and planning process.
- Consult – Asking for feedback on guiding principles, proposed ideas or implementation.

Higher levels are not recommended within the context of known budgetary and timeline constraints. With additional budget and staff resourcing, higher levels of engagement along the IAP2 spectrum would be possible to consider.

IAP2 SPECTRUM OF PUBLIC PARTICIPATION



COVID 19 – Public Participation and Technology

It is anticipated that due to the COVID-19 pandemic, some engagement in this process will occur virtually. Whether online or offline, good engagement follows similar principles. Look to build trust with those that being engaged with, seek to reduce barriers to inclusion and, seek to facilitate meaningful discourse that clearly outlines opportunities for influence.

As part of this (primarily digital) engagement planning process, consider the Five 'A's of Technology Access:

- **Availability:** to whom is the technology (un)available?

- **Affordability:** to whom is the technology (un)affordable?
- **Awareness:** who is (un)aware of the technology?
- **Abilities:** who has the digital literacies to use the technology?
- **Agency:** who has the self-efficacy to make use of the technology?

One of the key things that has been underlined throughout this pandemic is the importance of adapting, adopting, and learning. Especially during these times, do not be afraid of examining what is working and what isn't working – and recalibrating as needed.

Engagement Principles

The following principles have been developed for Phase 3 activities and are intended to guide the next phase of the community consultation process. These principles help to build a common reference for how engagement will be approached on this project:

1. **Broaden the Reach** – Provide opportunities for a broader section of the community to participate in dialogue on this project. There will be an emphasis on reaching out to more seldom heard voices and an emphasis on listening to a more diverse viewpoint that represent a broad range of viewpoints.
2. **Diverse Methods** – This plan will use a range of engagement techniques – beyond what the community might already be familiar with – with the intent of facilitating dialogue is not dominated by the loudest voices. These methods will be appropriate to the level of engagement that are committed to for this project.
3. **Well Framed** – Islands Trust will ensure that the questions asked are well framed to ensure that the participant is able to provide input with the proper facts and understanding of the purview of this project and engagement process. Clear and direct language that avoids jargon will be used.
4. **Closing the Loop** – This process will clearly and effectively communicate ‘what we have heard’ and how this input has been integrated into the Policy Statement update.
5. **Trust Building** – This engagement plan will be rooted in relationship and trust building with residents, non-residents and all residents of British Columbia.

These engagement principles are in addition to the broader Islands Trust guiding principles for public engagement that were in place for Phase 1 and Phase 2 activities:

1. **Inclusive** – Those who are affected by an issue or decision should have an opportunity to influence outcomes and choices. Trust Council will seek information from a broad range of sources in its decision-making processes, recognizing the importance of local knowledge in this regard (Policy Statement)
2. **Open and Authentic** – Input of the public should play a role in the decision-making process. Trust Council believes that open, consultative public participation is vital to effective decision making for the Trust Area (Policy Statement)
3. **Respectful of First Nations** – To strengthen relationships with over 30 First Nations in the Trust Area, Trust Council will root all its engagement practices in the spirit of reconciliation.
4. **Diverse** – Decisions are more durable when all participants are aware of the range of interests and needs of everyone involved, including decision makers, surrounding an issue or decision.
5. **Accessible** – Everyone potentially affected by the process has an opportunity to become involved.
6. **Appropriate** – The public engagement process uses one or more discussion formats to reach the identified participants and , where feasible, invites input into the design of the process.
7. **Informed** – Those involved in engagement exercises have the information required to meaningfully participate in the process.
8. **Transparent** – Participants are informed about how their contributions were considered, used and/ or not used.

Objectives

The following are the objectives for Phase 3 public engagement, and ultimately the entire engagement process for the Islands 2050 engagement project:

- To build **relationships and trust** with the key constituents of the Islands Trust
- To engage with a **higher number and broader range** of Islands Trust constituents
- That the Islands Trust community feels that their opinions and voices are reflected in the update – and that **the community feels proud and included in this process**
- To **clearly communicate** about how public input was used throughout this process
- To **honour the concurrent First Nations engagement process** and relationship building
- To ensure that the update to the Policy Statement is a meaningful update that includes strong policy **responses to the key challenges of our time – climate change, affordable housing and reconciliation**
- To increase the **understanding and awareness of the Islands Trust, its mandate and the role that the Policy Statement** plays in the governance structure and network of policies that impact the local trust areas (LTAs)
- To receive **final adoption and public endorsement of the Policy Statement**

A close-up photograph of a yellow flower with a brown center, surrounded by green bracts. A light blue rectangular box is overlaid on the upper left portion of the image, containing the word "Recommendations" in a dark, sans-serif font. The background is a blurred green field.

Recommendations

Recommendations

- **Be Realistic about Capacity** - As a point of comparison, similar regional efforts are typically staffed with a dedicated engagement team to effectively run the engagement processes. While the Islands 2050 process has seen much higher engagement touch points than any previous Islands Trust process, it has been accomplished through an unrealistic expectation around staffing that is not sustainable. As such, it is recommended to work with an engagement consultant to carry out the engagement through to the end of the project to ensure continuity on subsequent phases of engagement. To ensure that the consultant can be successful, Islands Trust needs to ensure that staff are adequately resourced to work with the consultant. There should be a full-time dedicated staff person for the duration of the project.
- **Expand the Reach** - It is imperative that this process is not just listening to the loudest voices, or those that have organized through lobbying efforts. For this process to be successful, it needs to reach out to seldom heard and consider their input and priorities. Community Groups that have not, as of yet, been engaged should be part of the process.
- **Be Clear on Level of Influence and Report Back** - The promise to the public needs to be clear in terms of their level of influence. There is currently an expectation that public input is the major determining factor in the Policy Statement update. It needs to be clearly communicated that this is one of several inputs - including Working Groups, the Islands Trustee Mandate, First Nations input and technical analysis.



- **Proactive Communications** - This process needs to be active in its communications - in terms of the reason for the Policy Statement update (the project “why”), sharing the outcomes of engagement activities, updating the public on the project timeline and also celebrating major milestones or releases with featured facts. Several strategies are recommended for communications channels, however given staff capacity it is also recommended to bring on an engagement firm with communications experience, or a communications consultant in addition to an engagement consultant to help ensure that information is distributed in a timeline and efficient manner. Communications needs to be proactive in both directions - with monitoring of social media for discussions related to the project occurring on a regular basis.
- **Share “good news” stories** - Further to the proactive communications recommendation - communications needs to share more clearly the positive elements of this process. For example, Islands Trust is demonstrating leadership by taking strong action on reconciliation by looking to address the recommendations of the Truth and Reconciliation Commission (TRC) and United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) within the Policy Statement, in addition to the Islands Trust Reconciliation Declaration.
- **Emphasize Shared Values While Encouraging Consideration of Alternate Viewpoints** - Utilize techniques that encourage empathy and an understanding of differences of perspectives. This can include “walk a mile in their shoes” activities or the use of representative avatars (characters developed to represent the unique demographic makeup of the Islands Trust and encourage the consideration of alternate perspectives in engagement activities). Ensure communications highlight shared values, including communications that include references to shared values with the First Nations and Indigenous populations.
- **Be Strategic** - Keep engagements and communications short, informative and purposeful. Information needs to be distributed in digestible increments.
- **Timeline** - Given the current state of the public’s trust in the Islands Trust and the Islands 2050 process, consideration for extending the timeline needs to be given. The question of whether or not the policy review should be concurrent to the governance review also needs to be considered.
- **Budget** - Currently, the Islands Trust has approximately \$75,000 to run a concurrent in-person and digital process, with potential travel to 13 Trust Areas and Bowen Island Municipality. This budget typically would include all communications for the project including social media advertising, newspaper advertisements, direct mail, postering etc. With the need for engagement and communications consultants given staff capacity, this budget is low.

A person's hand is visible in the lower-left foreground, pointing towards a wall. The wall is covered with numerous yellow and pink sticky notes of various sizes. Some of the notes have handwritten text, including names like 'Eloise', 'Eloise', and 'Eloise', and phrases like 'We're social media in a group', 'Website Turnaround & Quality', and 'Let's create a new one'. The background is a light-colored wall, and the overall scene suggests a collaborative brainstorming or planning session.

Engagement strategy scenarios

Engagement Strategy Scenarios

Given the variables discussed earlier in this report, three engagement scenarios have been explored for Phase 3 engagement to help guide activities moving forward. The scenarios each have different budgetary implications and are intended to let staff and Council weigh the merits of different approaches.

	Scenario 1 – Cost Efficient/ Base Option	Scenario 2 – Broadening the Reach	Scenario 3 – Expanding and Deepening the Conversations
Budget (Includes Communication Budget, Materials, Travel, Speakers Fees and Honorarium)	~\$45,000	~\$75,000	~\$150,000
Timeline	Late September – Late January (earlier start due to lack of consultant procurement process) <i>*No engagement would be run in the three weeks from Dec 15- January 5</i>	October – Late January <i>*No engagement would be run in the three weeks from Dec 15- January 5</i>	October – Late January <i>*No engagement would be run in the three weeks from Dec 15- January 5</i>
Resourcing (Staff)	It is recommended in all scenarios that there is a full-time staff person dedicated for the duration of this project. This person ideally would have strong communications experience.	It is recommended in all scenarios that there is a full-time staff person dedicated for the duration of this project. This person ideally would have strong communications experience.	It is recommended in all scenarios that there is a full-time staff person dedicated for the duration of this project. This person ideally would have strong communications experience.

Resourcing (Engagement Consultants)	N/A Out of budget.	To be brought on at the outset of the project. Approximately \$46,000 for the duration. Staff would likely need to lead some of the in-person events due to budgetary constraint as well as take a lead in drafting some of the engagement materials.	To be brought on at the outset of the project. Approximately \$100,000 for the duration. This includes a full-time project manager to support the project. All in person events would be consultant led. Consultants would work with dedicated staff person to draft materials, including help with social media which would in the other scenarios be developed by Islands Trust staff.
Resourcing (Communications Consultants)	N/A Out of budget.	N/A Out of budget.	Brought on to support. Approximately 100 hours over the duration of the Phase.
Communication Activities (IAP2 Inform Level) *Details for Proposed Locations Included Below	Website Updates (Throughout as needed) Press Releases (3) E-Newsletters (5) Fact Sheets (6) Direct Mail (1) Information Kiosks/ Fairs & Events (~6)* Pop-Ups (8)*	Website Updates (Throughout as needed) Press Releases (3) E-Newsletters (4) Video (1) Fact Sheets (6) Direct Mail (1) Information Kiosks/ Fairs & Events (~6)* Pop-Ups (8)*	Website Update (Throughout as needed) Press Releases (3) E-Newsletters (4) Video (1) Fact Sheets (6) Direct Mail (1) Information Kiosks/ Fairs & Events (~8)* Pop-Ups (8)* Social Media
Engagement Activities (IAP2 Consult Level)	Online Survey	Online Survey Webinar/ Speakers Event Focus Groups (8)	Online Survey Webinar/ Speakers Event Focus Groups (8)
Engagement Activities (IAP2 Involve Level)	N/A Higher levels of IAP2 engagement not possible due to budget and timeline constraints.	N/A Higher levels of IAP2 engagement not possible due to budget and timeline constraints.	Multi-Day Multi-Stakeholder Workshop Using Deliberative Techniques

Risk	This scenario continues the engagement and communications levels as per Phase 1 and Phase 2. Given the state of public trust in the Islands Trust, and this process – this scenario carries the most risk as it would be the most subject to criticism. Participants may feel that their concerns about the engagement process were not heard or meaningfully responded to.	This scenario improves resourcing challenges, but the budget will constrain the availability of the consultant to be active and leading participants in all recommended activities. However, with improvements to the staff resourcing and the assistance of the engagement consultant – the Islands 2050 process can move forward with more plentiful and varied opportunities to gather input and meaningfully integrate it into the Policy Statement update. However, this budget will not facilitate the use of deliberative or ‘involve’ techniques within the IAP2 spectrum.	This scenario carried the least risk from the engagement, relationship, and trust building perspective. However, the funding for this option is not currently anticipated, and thus the approval of this scenario would be more challenging.
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*NB: These scenarios have been developed in advance of the selection of an engagement consultant. Once the preferred engagement consultant has been brought on, they will work to finalize and refine the methodology to suit their proposed team and particular skill sets.

Recommended Scenario

The recommended scenario is Scenario 2, understanding that it is the most feasible from a funding perspective. This scenario builds upon the techniques used within Phase 1 & 2 but seeks to expand the reach and incorporate the voices of the harder to reach demographics. This scenario provides the Islands Trust staff with additional support through the inclusion of an engagement consultant who can help to design and facilitate engagement events as well as ensure that the outcomes of engagement are reported out to the public. However, it is recommended that a full time Islands Trust staff be dedicated to this project as there is an incredible amount of nuance and specialized knowledge needed to craft the engagement materials well – including the fact sheets, website updates, pop up materials etc. It will require the continuous involvement of Islands Trust staff to ensure that these materials are developed and approved within the time frame towards a first reading.

Within the context of other planning initiatives, the Ganges Village Area Plan has a budget of approximately \$75,000 for engagement and communications. Another example of an Island Trust process is The Fresh Water Strategy, which had no public engagement component but rather an internal process with panels and Indigenous Knowledge Keepers, and had a budget of \$90,000. Regional scale projects with rich public engagement processes would have higher budgeting and resourcing.

Note: Deliberative techniques have been of interest by trustee members for Phase 3 engagement. While these techniques could be helpful (they are particularly helpful with geographically diverse populations and contentious topics) – given timeline, resourcing, and budgetary constraints, we do not recommend this technique in scenario 2.

Recommended Scenario Phasing

The following section outlines the recommended phasing and frequency of engagement activities for the preferred Scenario 2. As stated above, this is subject to refinement and change once the preferred engagement consultant is brought on.

Activity	In Person or Virtual	IAP2 Level	Frequency	Timing	Resources Needed
Website Updates	Virtual	Inform	To be updated at the outset of Phase 3 to update the public on the launch of the new engagement, inform on opportunities to get involved and make a clear commitment about how the input received during this phase will be received.	October and throughout	Islands Trust staff to work with engagement consultant to develop content.
Press Releases (3)	Virtual	Inform	1. To be released at the launch of Phase 3 2. To be released in advance of the Speakers Event. Reporting on what we have heard to date as well as future opportunities to be involved. 3. To be released at the close of Phase 3 to report back on key themes and how these will be integrated into the Policy Statement. Clear information on next steps will be part of this release.	September October January	Islands Trust staff to work with engagement consultant to develop content.

E-Newsletter (4)	Virtual	Inform	To be released monthly to provide consistent updates on the project.	Each month	Islands Trust staff to work with engagement consultant to develop content.
Video	Virtual	Inform	One video, to commence production in early October. Producing the video(s) involves multiple stages: Creative Development & Pre-Production Production: live action filming or animation production Post-Production: editing, animation, sound design, titles and colour grading. The intention would be for this video to be used throughout Phase 3, so production would need to begin ASAP in October once the preferred consultant has been selected. The video will be used on the project website, and social media channels.	Early October Commence Production	Islands Trust communications staff, engagement consultant/ video production team.
Fact Sheets	Virtual and In Person (printed copies at pop ups and information kiosks)	Inform	To commence production in early October. This budget includes space for approximately 6 fact sheets, to be developed around the central themes of the policy statement and any other key engagement themes. Ideally, these are produced towards the outset of Phase 3 so that they can be used online and at subsequent engagement events.	Early October	Islands Trust staff to work with engagement consultant to develop content.

Information Kiosks/ Fairs & Events	In Person	Inform	We have assumed within Scenario 2 approximately six information booths to be held at pre-planned events throughout the Islands Trust Area. These will include information panels, the fact sheets and opportunities for input (with either the online survey as internet connectivity allows or printed versions of the survey). The six events will be selected when the workplan is being further refined but might include the Saturday Salt Spring Market, the Bowen Islands Farmers Market or Winter Market, the Denman Island Farmers Market, or the Galiano Blackberry Tea & Pie Festival.	October, November, Early December	Islands Trust staff to work with engagement consultant to develop information boards, fact sheets etc.
Pop-Ups	In Person	Inform and Consult	We have proposed approximately eight pop-ups. These will be held at high traffic locations and locations where we might access harder to reach populations. This might include Royal Canadian Legion 92 (Salt Spring), Royal Canadian Legion 150 (Bowen), School Bus Boats, Ferry Terminals, (working with Salt Spring Island Community Services to target at risk youth, for example.	October, November, Early December	Islands Trust staff to work with engagement consultant to develop interactive panels etc.
Online Survey*	Virtual	Consult	One online survey will be developed throughout this phase to enable participation by those who are unable to attend in person events.	October/ Early November to Mid -December	Islands Trust staff to work with engagement consultant to design survey.

Webinar/ Speakers Event	Virtual	Inform and Consult	The Webinar/ Speakers Event is imagined as one of the keystone events for this phase of engagement. A group of experts will be brought together to discuss the implications of climate change, reconciliation, and housing affordability in the coastal context. There will be an opportunity for questions and discussion at the end. Given the current COVID-19 situation, this will likely take place over Zoom, which will allow broader geographic participation.	November	Islands Trust staff to work with engagement consultant.
Focus Groups	Virtual	Consult	Throughout this process we propose series of Focus Groups. These interviews allow in depth exploration of nuanced issues of community groups, advocacy organizations etc. Approximately eight are proposed during this phase.	Throughout Phase 3	Islands Trust staff to work with engagement consultant to develop interactive panels etc. Staffed by consultants.
Staff, Trust Council Information Sessions, Local Trust Committee/ Bowen Island Briefings	In Person or Virtual	Inform	One kick-off information for each group, at the outset of Phase 3.	Late September Briefings throughout	Kick off to be led by consultants to introduce process, phasing and key messaging. Subsequent meetings likely to be presented by staff.

*January will primarily be a month for reporting back what was heard during the Phase 3 engagement opportunities and ensuring that we heard participants feedback correctly before the feedback is integrated into the revised Policy Statement.

*In Person Events – We have estimated approximately 14 in-person events for the duration of this process. We note that due to the COVID-19 situation, these events may need to move to digital events. We have made some preliminary recommendations about where these might occur, but the preferred consultant will work with the Islands Trust staff and trustees to determine and confirm the best locations for in-person events.

A close-up, over-the-shoulder view of a person's hand pointing at a wall covered with numerous yellow and pink sticky notes. The notes are arranged in a somewhat organized manner, with some text visible on them. The person's hand is in the foreground, and their dark hair is visible on the left side of the frame. The background is a light-colored wall with many sticky notes of various colors (yellow, pink, orange) attached to it. Some of the notes have handwritten text, including names like 'ELOISE' and 'JASON', and phrases like 'Website Turnaround & Quality' and 'In social media in a group'.

Engagement tools and techniques

Engagement Tools and Techniques

This engagement strategy sets forth tactics for both “Trust-Wide” and Island Specific Engagement tools and techniques. Island specific techniques should address the specific needs of each community, and should seek to reach some of the harder to reach demographics. This section includes a preliminary suggested list to target harder to reach audiences as identified within Scenario 2 in the last chapter. As engagement and communications consultants are recommended to undertake Phase 3 of public engagement, it may be further refined and built upon by these consultants due to any changes in the project. An engagement toolkit, which outlines a variety of other potential techniques, has been included as an appendix and is organized by the following categories:

1. Communicating Tools
2. Group Input Tools
3. Individual Input Tools

The following table outlines the proposed digital and in-person techniques for engagement at the inform and consult level for Phase 3 of the Islands 2050 process. The inclusion of digital techniques is important as it makes provision for uncertainty surrounding COVID-19 and also an enthusiasm for this approach by the Islands Trust population.

IAP2 Level	Digital	In-Person
Inform	Website Updates Press Releases E-Newsletters Info-graphics/video Fact Sheets	Information Kiosks/ Fairs & Events Pop Ups Staff and Trustee Briefings
Consult	Online survey Webinar w/input opportunities Focus Groups	Tailored In-person Events for each LTA* Direct Mail

NB: For the Tailored In-person events for each LTA, the engagement consultant should work with Islands Trust staff and Trustees to determine which LTAs will be targets and which of the recommended techniques will be selected. Islands Trust staff has previously consulted with the LTAs to determine their preference in engagement techniques in 2019 and those preferences will also inform the selection of in-person events for Phase 3.

Trust Wide

Fact Sheets

Category: Communicating Tool

Cost: Low

Fact Sheets or Information sheets are techniques for sharing information on specific topics, and responding to recurring questions or themes. They are useful for ensuring that there is good access to information, but are passive in their ability to respond to subsequent questions. They are best combined with other techniques, techniques with opportunities for questioning and conversation. It is suggested that Fact Sheets for this project can include the following:

- What did we hear?
- How did we use that input?
- What is our jurisdiction for this topic?
- What are other jurisdictions doing in this area?

Objective: Provide reliable and consistent information to residents, non-residents, and all residents of BC.

Press Releases

Category: Communicating Tool

Cost: Low

Press releases help get the word out about the project, key milestones and opportunities for input. They should be released in advance of key engagement events to increase awareness about the events. They can also be used to share the 'good news' of the project - such as innovation or leadership in certain areas.

Objective: Increase and broaden awareness.

E-Newsletters

Category: Communicating Tool

Cost: Low

For folks who have registered their contact information, a monthly newsletter from the Islands Trust (signed by the CAO or another representative) should be distributed to provide timeline updates as the process progresses. This helps to create a consistency around updates, as well as a more personal relationship with the Islands Trust.

Objective: Provide timely and consistent updates on the Policy Statement process, as well as create a more personal relationship with the Trust itself.

Info-Graphics/ Videos

Category: Communicating Tool

Cost: Medium

Videos, such as the Islands 2050 - The Future of the Trust Area video, are helpful techniques to distribute information in a digestible format - especially over social media. This video should include information that was included within the first video, but should also include information on the process, the engagement to date and how the input gathered from the Phase 1 and 2 of engagement has been used to inform the development of the Policy Statement.

Objective: To provide digestible, informative communications to explore central themes in the Policy Statement.

Project Website

Category: Communicating Tool

Cost: Low

The Islands 2050 website is an important project information communications channel - which should be updated regularly with clear information about the project process, engagement activities and outcomes.

Objective: Create and maintain a “home-base” for project information that is consistently updated.

Online Survey

Category: Individual Input Tool

Cost: Medium

Opt-in surveys or questionnaires are useful tools to collect data, gather opinions on options, and gauge support for the process. They can also provide a snapshot of opinions, across a wide range of demographic groups. It is important to note that they may not be statistically-valid. But, if enough people participate and demographic information is captured, the results can be weighted to be a representative sample.

Surveys can be used at essentially any point during the engagement process. They are useful at the beginning of the process to identify initial issues and opportunities, in the middle of the process to assess options or, near the end of the process to help with final decisions and to ask for feedback on the engagement process.

For Phase 3 of Islands 2050, a survey would need to be carefully designed with clear communication about how the inputs gathered in the survey would be used in the Policy Statement Update.

Objective: To gather values, test options or to help with final decisions.

Webinar

Category: Communicating Tool

Cost: Medium

A webinar is an online presentation to scores or hundreds of people and ask for input. It allows for speakers from many places to present and for participants to ask questions. Testing the software and presentations before you go live is very important. This technique could be very effective as a “deep-dive” into the three central themes of the Policy Statement update as well as central themes that emerged from the Phase 1 and 2 engagement. It is an opportunity to demonstrate the interconnectedness of these themes to the mandate of the Islands Trust and the values that were gathered through earlier stages of engagement.

Objective: To provide an opportunity to provide in-depth and expert information on key themes as well as gather feedback from the public.

Direct Mail

Category: Communicating Tool

Cost: Medium

Direct Mailings can help to reach audiences who might not find out about the process or engagement opportunities through other channels. They are particularly useful in wide geographic areas such as the Islands Trust.

Objective: Increase and broaden awareness.

Focus Groups

Category: Individual Input Tool

Cost: Medium

A small-group facilitated discussion used to gauge public opinion on a given topic or issue. Focus groups involve a carefully selected group of individuals who either have a specific knowledge base and interest in a topic, or randomly selected residents who are seen as representative of the general public

Objective: To build trust and relationships and to offer an opportunity for participants to voice their concerns and issues.

Island Specific

Information Kiosks/ Fairs & Events

Category: Communicating Tool

Cost: Medium

Find out which community events are most popular in your study area and what is required to have a booth at those events. Community event booths are a great way to let people know about your process, sign them up to your email list, answer questions, and get some early input on the issues that matter to them the most.

Objective: To provide visibility and information for the project, as well as the Islands Trust more generally.

Pop-Ups

Category: Communicating Tool

Cost: Medium

Roadshows and pop-up tents take engagement activities to the public. These can include the same sort of engagement activities as other events, but can also be more playful in nature. Previous pop-ups on BC Ferries were successful. Opportunities to reach more hard to reach demographics should be explored through pop-ups at legions, seniors centres, school boats etc. In addition to providing information, pop up materials should provide an opportunity to provide input.

Objective: To provide visibility and information for the project, as well as gather input.

Tailored In-Person Events for Each LTA

Category: Group Input Opportunity

Cost: High

For certain LTAs, specific and tailored in person events will be required. Depending on population sizes, these may be open houses or talking circles. In all instances, the events should provide an opportunity for “information out” and “information in”, allowing opportunities for in depth discussions on the particular issues and concerns of the LTA. These will be imaginative, fun and trust building opportunities.

Objective: To reach out to each LTA and allow them an opportunity to provide nuances and specific input from the perspective of their community.

Other

Trust Council Information Sessions

Islands Trust Council is composed of 24 elected local trustees and 2 municipal trustees. Throughout this process, the trustees have conducted individual engagement sessions with constituents of the Islands Trust. It is recommended that an Information Session be held with trustees in advance of the third phase of engagement to give consistent information, and to help answer some of the key questions that are anticipated to arise during this phase.

Not Recommended

Town Halls

Town Halls are events where a main presenter is followed by speakers/ questions from the community. Town Halls often become dominated by the loudest voices and often do not result in meaningful conversations.

	Local Trust Areas	Harder to Reach Demographics	Indigenous Peoples on the Islands	General Public	Community Services	Industry/ Economic Interests	Environmental	Regional Forums	Government	School Districts	Internal	Non-Profit & Conservancies	Improvement Districts
Fact Sheets	X	X	X	X	X	X	X	X	X	X	X	X	X
Press Releases	X	X	X	X	X	X	X	X	X	X	X	X	X
E-Newsletters	X	X	X	X	X	X	X	X	X	X	X	X	X
Info-Graphics/ Videos	X	X	X	X	X	X	X	X	X	X	X	X	X
Project Website	X	X	X	X	X	X	X	X	X	X	X	X	X
Online Survey	X	X	X	X	X	X	X	X	X	X	X	X	X
Webinar	X	X	X	X	X	X	X	X	X	X	X	X	X
Direct Mail	X	X	X	X	X	X	X	X	X	X	X	X	X
Focus Groups		X			X	X	X	X	X			X	
Information Kiosks/ Fairs & Events	X	X		X									
Pop-Ups	X	X		X	X								
Tailored In Person Events	X	X											
Trust Council and Staff Information Sessions											X		

NB: For the Focus Groups, there are seven audience groups marked, while only six sessions included within the ballpark costing. It may be possible to consolidate certain audience groups to ensure sessions that target harder to reach demographics. For the harder to reach demographics, it would be preferred to run the focus group sessions in person.



Evaluation plan

Evaluation Plan

Monitoring and evaluating are an important part of any engagement process, enabling improvement and recalibration as needed. Throughout this project engagement tactics and outcomes will be continually monitored against the stated objectives.

What will Islands Trust monitor and evaluate?

- Number of participants reached through the variety of different engagement opportunities provided
- Representation of engagement participation by gender, age, and ethno-cultural qualities
- Geographic distribution of engagement participation
- Satisfaction with outreach and variety of engagement opportunities
- Breadth, depth, and relevance of input and feedback received
- Public and Council endorsement of the final Policy Statement

A close-up photograph of a yellow flower with a brown center, surrounded by green bracts. A light blue rectangular overlay is positioned in the upper left quadrant, containing the word "Appendices" in a dark, sans-serif font. The background is a blurred green field.

Appendices

Appendices

Previously Engaged Audiences

PHASE 1 ENGAGEMENT

Through Phase 1, Islands Trust carried out 16 days of events across 21 Trust Areas. These included 11 Open Houses, 5 Vision Booths, and 7 BC Ferries days. In total, there were 557 public event attendees and 132 conversations on BC Ferries (with 149 views of display materials). An online discussion forum through Thought Exchange generated 24,257 ratings on comments by 789 participants.

The table below shows a breakdown of outreach and engagement tactics and participation rates by Islands Trust Area.

PHASE 2 ENGAGEMENT

Audience	Outreach Tactics	Engagement Tactics	Participation
All Trust Area	Newspaper ads, Subscriber emails, Social Media Posts, Mail-Outs, News Release	Public survey (January 18 - February 7, 2021)	406 Responses (97% completion rate)
All Trust Area	Newspaper ads, Subscriber emails, Social Media Posts, Mail-Outs	Project email	10 Email submissions
All Trust Area	Newspaper ads, Subscriber emails, Social Media Posts, Mail-Outs	Virtual Open House (March 3, 2021)	108 Event participants

Note in addition to targeted promotion through Phase 1 and Phase 2, Islands Trusts carried out promotion for all engagement via the Islands 2050: The Future of the Trust Area Whiteboard Animated Video and Facebook Ad, Website Landing Page Pop Up, Website Event page, Project Page.

Proposed Key Messages

The following are proposed key messages that can be used throughout Phase 3 activities:

- The Islands Trust is a Provincial entity, governed by the *Islands Trust Act*, with a mandate to preserve and protect the islands Trust Area for residents, non-residents and all residents of BC.
- This is an important moment for the Islands Trust and the Islands Trust Region. The Policy Statement was last substantially updated 25 years ago. The Trust is updating its approach to respond to and reflect the challenges of our time. Composed of coastal communities, the Islands Trust needs to be on the front lines of responding to climate change and its impacts.
- The three key Policy Statement themes of reconciliation, climate change, and affordable housing were directed, in part, by council and represent the most significant challenges of our time - challenges that necessitate a cross jurisdictional approach. The Trust is operating within its authority and responsibility by meaningfully integrating these into the Policy Statement.
- This is the first time that the Islands Trust has had meaningful government to government engagement with First Nations within the Islands Trust Area on policy that is centered in reconciliation. First Nations engagement and consultation was ignored in the 1994 Policy Statement 1994 Policy Statement, causing harm to Indigenous People. The inclusion of reconciliation as a central theme is in direct response to the TRC Calls to Action and UNDRIP.
- The feedback that Islands Trust receives from the public is an important input into the Policy Statement. It is one of several inputs and is woven together with First Nations direction, technical analysis and understanding, and Council direction to inform the Policy Statement update.
- During the first and second phases of engagement, Islands Trust were able to engage with more individuals than any of the Islands Trust's past Trust-wide processes. Islands Trust looks forward to working to continue to increase these numbers and continue leveraging online platforms to reach people who might not be otherwise able to attend in-person events.
- Islands Trust paused the project to allow more opportunities for residents, non-residents and all BC residents to provide their input into this process.
- The input gathered during Phase 3 will inform the revision of the Policy Statement before first reading.

Reconciliation and First Nations Engagement

The Islands Trust Area is situated within the territories of the Coast Salish Peoples and sits at the centre of the many gathering places and villages of these strong and vibrant First Nations. Respect for this place inspires us to celebrate the richness of Coast Salish history, knowledge, and culture and informs the work that Islands Trust does. Since 2015, Islands Trust Council has committed to the principles of reconciliation.

Islands Trust Council recognizes that reconciliation is fundamental to building meaningful relationships now and into the future, and the work of reconciliation is key to understanding shared history and preserving and protecting the Trust Area for generations to come.

During the Policy Statement update, a separate, yet concurrent, engagement process has been taking place at a government-to-government level with the different Nations. The following are some key messages for the broader public that can be helped to frame the separate First Nations engagement process and set expectations.

Key Messages

- For millennia, Coast Salish peoples have lived on and stewarded the islands and waters of the Salish Sea.
- Colonization led to the death, displacement, and dispossession of Indigenous peoples through disease, residential schools, the Indian Act, the reserve system, and more.
- Nonetheless, First Nations have constitutionally protected legal rights and title that relate to land governance over the Salish Sea islands.
- In fact, 30 First Nations have traditional and treaty territories in the Trust Area representing 28,000 Coast Salish peoples.
- With these rights come responsibilities—to the lands, waters, ancestors, traditional knowledge passed on from generation to generation, and to the ecological systems that bind it all together.
- Since 1994, when the last Islands Trust Policy Statement was adopted, much has changed in the Islands Trust's understanding of and commitments to First Nations Rights & Title.
- Recently, British Columbia was the first province in Canada to enact legislation to implement the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).
- Local governments in BC and the Islands Trust are now working to integrate UNDRIP in their governance systems, engagement processes, plans, strategies, and policies.

- The Islands Trust is one of the first jurisdictions in BC to enact a Reconciliation Action Plan informed by the Truth & Reconciliation Commission's Call to Action.
- The 2019 Reconciliation Action Plan, unanimously passed by the Islands Trust Council, includes action 3.1 Policy Statement and Islands Trust Act which calls for: "development of an engagement process and implementation to create an inclusive Policy Statement and Islands Trust Act that is reflective of history, acknowledgment, and reconciliation".
- Islands 2050 is an opportunity to establish a true commitment to reconciliation in the Trust's Policy Statement, begin to address UNDRIP, and build a relationship founded on trust and respect with First Nations.
- Building this relationship requires significant government-to-government dialogue and the assurance that inputs from First Nations are treated by the Islands Trust with respectful consideration and honour.
- Consequently, the contributions of First Nations to the renewal of the Policy Statement are considered separate from the public engagement stream, and will not be subject to public review. ("The Weave" diagram).
- Overviews of inputs and comments from First Nations will be provided in a report
- Through the Islands 2050 project and a parallel First Nations engagement process, the Trust will strive to underline common values and points of convergence between public feedback and First Nation interests.
- The Trust hopes to build strong relationships with diverse Coast Salish communities who have rights and title in the area, form a common vision, and build a future that re-establishes a more prominent Coast Salish presence on the Islands. The TRC Call to Action 47 calls for all levels of government to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and terra nullius, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts

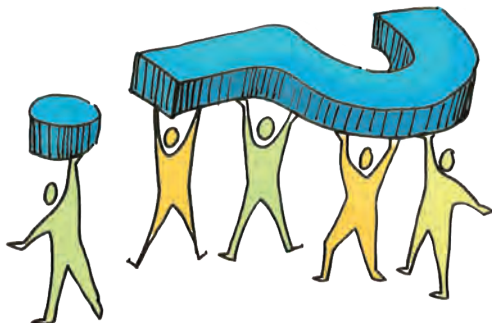
Key Messages on Jurisdiction

- **Reconciliation** – The Truth & Reconciliation Commission’s Calls to Action include several points relevant to local jurisdictions. These actions speak to repudiating concepts including “terra nullius” which wrongly propose Indigenous peoples were not present on the land or were not making use of the land when European settlers arrived. Moreover, reconciliation is not limited to a specific jurisdiction. It is also a call for all non-Indigenous Canadians to consider how they have benefited from colonialism, and the displacement and dispossession of Indigenous peoples.
- **Cultural Heritage** – The Islands are home to significant cultural sites including village sites, middens, petroglyphs, pictographs, clam gardens, fish weirs, canoe landings, culturally modified trees, rock shelters, ancestral resting places and graves, burial cairns, tools, and cultural objects dating back over 10,000 years. While the Province’s archaeological branch holds some jurisdiction over the protection of cultural heritage, local areas are provided tools to protect and celebrate these important features, many of which are profoundly and inextricably linked to the ecological richness of the Trust Area. In fact, in 1994 amendments to the Islands Trust Act included new powers to engage in “activities to gain knowledge about the history and heritage of the Trust Area and to increase public awareness, understanding and appreciation of the history and heritage” and to “conserve heritage property”.
- **Ecological Health & Conservancy** – For over 10,000 years Indigenous people have tended to the lands and waters of the Trust Area, and lived sustainably with its many resources. The relationship between Indigenous communities and the ecological systems that shape the Islands is deep rooted and essential to successful stewardship efforts. In comparison to under 50 years of Islands Trust governance, there is much to learn about the area and its rich biodiversity from Indigenous communities. Within the context of the climate crisis and the growing threat of habitat loss, shoreline erosion, wildfires, droughts, and more, working together towards ecosystem and community resilience is key.
- **Affordable Housing** – Many Island communities are facing a shortage of safe, secure, and affordable housing. As the Islands Trust is responsible for land use, it has a role to play in relation to the types, forms, and densities of housing that are permitted, and the approval of residential development proposals. Development patterns of the past have emphasized larger lots with single detached dwellings. These types of homes are out of reach for most families and low to middle income earners. Additionally, more compact and affordable forms of housing use the limited lands available for housing more effectively. By focusing planning efforts and land use policies on affordable residential development, the Trust can:
 - reduce sprawl that chips away at agricultural and natural lands;
 - ensure new housing is more efficient and low-carbon;
 - support local businesses that rely on service workers to keep communities economically resilient; and,
 - reduce instances of homelessness, land squatting, overcrowding, and illegal suites.



DIGITAL ENGAGEMENT TOOLS & SUPPLIERS

A Curated List - Version 2



At the heart of the community and stakeholder engagement work MODUS does is a firm commitment to respectful discussion and exploration with all participants, no matter how “hot” the issue or context.

We love doing this challenging and creative work across a wide set of sectors, and have developed a full and unique practice, with our own terms/definitions, guiding principles, core practices, integrative imagery, and a range of tools. The public-serving organizations and private companies we work with help us to apply and hone these skills, tools and processes. We are always learning.

We call our approach **strong engagement**, hold ourselves to a high standard in all our projects, and teach/train others to work in a similar way. We enjoy using engagement to “figure things out together” with diverse audiences, and have named ourselves MODUS to emphasize good process as critical to the range of products we help create.

Now that the engagement “context” we work in has changed so much (and in such a short time) due to Covid-19, we are challenged to keep up high standards and to ensure effective engagement by using more digital tools more often. While paying attention to the challenges that some people and groups will have because of this shift, and to different dynamics and needs online, we are committed to doing it well. And to helping other practitioners and participants in the engagement field “figure it all out” as well.



Dear friends/colleagues,

In this challenging time, having observed so many tragedies due to the Covid-19 pandemic, the entire MODUS team wishes you and yours the very best of health and safety. We recognize and accept that many of our and your past priorities have changed and will continue to change, both now and for the long-term.

Nevertheless, we also know that engagement will and must continue, perhaps (likely?) focusing on some of the health, economic and social challenges and opportunities that this crisis has allowed and forced us to face. We believe in both individual and collective contributions and solutions to common challenges, and see good engagement contributing to the best possible future for all of us and our communities.

MODUS also wants to help our clients and colleagues (and the diverse communities we work, serve and live in) to get through this as well as possible, and have tried to find ways to make positive contributions. One thing we have done is conceptualize, develop and share this document as widely as possible, with positive feedback from all quarters so far on its first version.

You are encouraged to use this document as you wish, and to send comments and criticisms so that we can make it better. We hope this version is useful to you, is easy on the eyes, and is self-explanatory and easy to use. We will say that it is a carefully curated listing and explanation of engagement activities that we often do in-person, but which can also be done online.

That was our main purpose: to identify and list the kind of activities we use to engage people around critical issues effectively, and to add suggested suppliers and platforms for doing this well online. Each row is organized around a type of activity we believe in, and the suppliers for each are simply listed alphabetically (noting that the italicized suppliers are those we have added since v1).

We would be very happy to hear about additional tools, additional suppliers, and even additional rows that you think would add value to this document. We do not know all the tools we have listed inside-out, and we do not have all the tools or all the answers.

However, the materials provided here should help you more quickly find and deliver good solutions in your work and in your communities, when you judge that the time and conditions are right.

One aspect of the following table that needs explaining is the coding Re: “when you should use this tool” in an engagement process. MODUS knows that some tools are better suited to earlier and broader activities, while others are more suited to the more technical (deep-dive, creative, and/or directional or decisional) stages that come later in a process.

We have therefore indicated when we think a specific row/tool is best suited for use.

We have also coded each row/tool according to whether it falls into what MODUS calls the “input zone” or the “engagement zone” of the public participation continuum, which was itself developed and publicized by the International Association for Public Participation (IAP2).

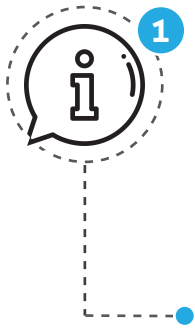
We are happy to share more details on the zones with you, but our work has shown that when you are “informing” or “consulting” in a process, you are supporting an input-focused process with less influence for participants. Nothing at all wrong with that, but the engagement zone is where efforts to more substantively “involve” and/or “collaborate” with participants properly land.

Finally, this is a living document that needs your comments and suggestions. MODUS will produce a version three, and so we really need to tap into your ideas and experience. If you can suggest an additional row, please do so. If you are a supplier who wants to have your tool added, let us know where and why. If you are a client or practitioner who can suggest an improvement or addition, please do so. We will promise to find a way to credit you in future versions.

Thank you very much, enjoy the tool, and stay safe and healthy please.

**Most sincerely,
from your friends and colleagues at MODUS.**

Produced by the MODUS Digital Engagement Team, made up of Mackenzie Fleming (Junior Engagement Specialist), Sarah Gillett (Senior Engagement Specialist), Michael Meyer (Engagement Specialist), Athulya Pulimood (Marketing & Learning Specialist), and Vince Verlaan (Principal; Engagement, Facilitation & Training Specialist).



INFORMATION / ISSUE PAPERS

Prepared by a project team member, and often used to kickstart public awareness and input, these short papers provide needed background information for the general public. Often finishes with focus questions and reference to a questionnaire. Helps develop informed opinions through text, photo galleries, infographics, videos or other content. Leads to/supports other engagement activities.

SUPPLIERS:

Link to your project website, or use engagement suites like Bang the Table, CitizenLab, Civil Space

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→ INPUT ZONE



DISCUSSION FORUMS

Users create new topics for discussion, comment on existing topics, reply to other people's comments, moderate other users' input, and/or direct message to other users. Forum content can be visible to everyone or just to registered users.

SUPPLIERS:

Bang the Table, *Civil Space*, Forumbee, Reddit, *Social PinPoint*

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→ INPUT ZONE



ISSUE RANKING

A carefully scoped list of key issues or trends to address, and participants rank them in terms of importance. Participants can be asked the reasons for their choices, and/or to suggest other key issues or trends.

SUPPLIERS:

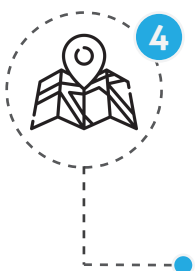
Bang The Table, *CitizenLab*, *Civil Space*, Google Forms, MetroQuest, *Simple Survey*, *Survey Gizmo*, Survey Monkey

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↔ ENGAGEMENT ZONE



COMMUNITY MAPPING

A map of the community or project setting, and questions which ask participants to identify important features on the map (e.g., things to protect or enhance, challenges to address or fix). Pairing participant comments with customized icons is a legible and effective way to get into more detail.

SUPPLIERS:

Bang The Table, *CitizenLab*, *Civil Space*, *Maptionnaire*, MetroQuest, MindMixer, *Neighborland*, Placelt, *Social PinPoint*, Wayblaze

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↔ ENGAGEMENT ZONE



★ **SMS POLLING & NOTIFICATION**

Contact people on their cellphone to conduct polling, raise awareness, solicit donations, or give updates.

SUPPLIERS:

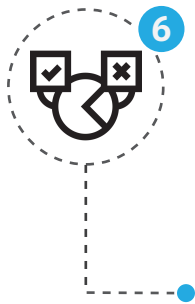
Pigeonhole Live, PollEverywhere, PublicInput, Sli.do, Stratcom, Textizen, TextTalkAct

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QUICK POLLS

A single question posed to a targeted or broad audience through use of a questionnaire tool, or on social media. Use a simple "yes or no" format for the answer, or ask open-ended questions to gather short statements of participant's greatest hopes and fears (for example). Text entry will require some coding, so it is best to keep the character limit low.

SUPPLIERS:

Bang The Table, Google Forms, *Simple Survey*, *Survey Gizmo*, Survey Monkey, Twitter

WHEN MIGHT YOU USE IT & IN WHAT PARTICIPATION ZONE?

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QUESTIONNAIRES

Multiple questions are provided for participants to answer in a structured manner. Questionnaires can have a mix of closed-ended and open-ended questions. Available time and resources for activities like analysis and reporting must be considered when designing a questionnaire.

SUPPLIERS:

Bang The Table, *CitizenLab*, *Civil Space*, Google Forms, Konveio, LimeSurvey, MetroQuest, Placespeak, *Social PinPoint*, *Survey Gizmo*, Survey Monkey

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EVENT POLLS

Questions posed live to online participants. Often participants may be asked to rank the responses to crowdsource what the group most values.

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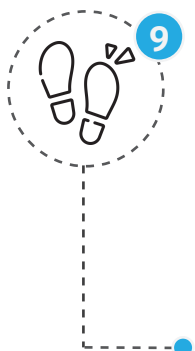
Mentimeter, Pidgeonhole Live, Poll Everywhere, Slido, ThoughtExchange

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STORYTELLING / WALK IN MY SHOES

"Step outside" of personal perspectives or needs to consider the challenges that others face, cultivate empathy, and think of ways that the project could address those challenges. Participants first read a brief profile of a fictional person, then respond to a project question based on that profile. Some platforms have played with the idea of participants submitting their own stories in an anonymous way.

SUPPLIERS:

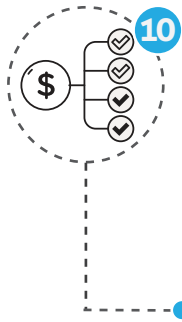
Bang The Table, Civil Space

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RESOURCE ALLOCATION

An online tool asking participants to prioritize between a set of options (facilities, services, designs, etc.), while working with finite resources (dollars, coins, tokens, etc.). This activity exposes and simulates key trade-offs decision-makers often have to make, and deepens participant engagement with the issues and process.

SUPPLIERS:

Citizen Lab, *Civil Space*, MetroQuest



PARTICIPATORY BUDGETING

A more complex exercise focused on allocating limited resources across various priorities/needs. Participatory budgeting shows the financial impacts of participant choices in real time.

SUPPLIERS:

Balancing Act, Citizen Budget (Ethelo), CitizenLab, *Consul*, *Dicidim*, Participare, *Social PinPoint*



SCENARIO PLANNING & CALCULATORS

An online tool that helps people choose between alternative scenarios (future outcomes) and/or to see/explore the future effects of decisions made today.

SUPPLIERS:

CommunityViz, Ethelo, MetroQuest

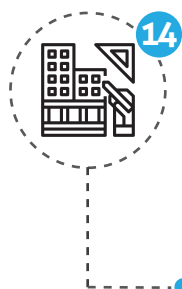


DRAFT POLICY OR DESIGN COMMENTING

Allows participants to review and comment on draft or near final policy or design documents produced by the project team in later stages of a project.

SUPPLIERS:

Conceptboard, *Consul*, *Dicidim*, Ethelo, Konveio



VISUAL PREFERENCE

A highly visual technique where participants review images and then identify the physical design alternatives (urban design features, architectural styles, landscaping options, built environment options, etc.) they prefer. Can also gather short explanations for their choices.

SUPPLIERS:

Civil Space, CommunityViz, MetroQuest, MindMixer

WHEN MIGHT YOU USE IT & IN WHAT PARTICIPATION ZONE?

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ENGAGEMENT ZONE

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ENGAGEMENT ZONE



ASK ME ANYTHING (AMA)

A live Q&A session where attendees ask questions of a topic expert or person with a particular experience. Uses live webcast or a discussion forum like Reddit.

SUPPLIERS:

Facebook live, reddit

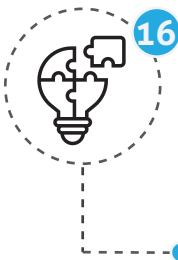
**WHEN MIGHT YOU USE IT &
IN WHAT PARTICIPATION ZONE?**

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 **ENGAGEMENT ZONE**



IDEATION

A focused brainstorming process where participants submit a proposal, idea, or question, suggest answers or modifications, and then rank and comment on the submissions. Some platforms focus more on live brainstorming.

SUPPLIERS:

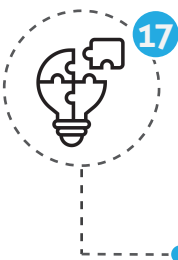
Bang the Table, CitizenLab, *Consider.It*, Crowdicity, Forumbee, IdeaScale, Miro, OpenGov, Social PinPoint, Stormboard, ThoughtExchange, Wayblaze

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 **ENGAGEMENT ZONE**



★ DIALOGUE & DELIBERATION

Through the use of "focus questions" under key theme areas, the project team can host a rich exchange of views leading to shared insight, new possible solutions, and even consensus on how to move forward. Dialogue activities are related to but very different from traditional discussion forums. The key fact is that "dialogue is a conversation with a centre, not sides" and that generating shared insight is the crucial aspect, rather than winning a debate. Deliberation is a form of thoughtful inquiry that moves a group toward a decision.

SUPPLIERS:

Common Ground For Action, DialogueApp, Loomio, Neighborland, Popdat, PublicInput, Synthetron, unhangout, Zilino

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 **ENGAGEMENT ZONE**



TELEPHONE TOWN HALLS

A cross between a large conference call and a private radio talk show, telephone town halls allow individuals to listen in to speaker presentations, respond to poll questions, and ask the speaker questions live; and ask the speaker questions live, all done over the phone.

SUPPLIERS:

Stratcom, Converso

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 **ENGAGEMENT ZONE**



WEBINAR / EXPERT PANELS

Curated presentations, allowing for moderated Q&A sessions, discussion, and additional feedback gathered through quick polls.

SUPPLIERS:

ClickMeeting, Demio, GoToWebinar, LiveStorm, Webex, WebinarJam, WebinarNinja, Zoom

**WHEN MIGHT YOU USE IT &
IN WHAT PARTICIPATION ZONE?**

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 **ENGAGEMENT ZONE**



WEB / TELEPHONE CONFERENCING

Access a live web-based meeting or call in to a central number, to collaborate, hear from project staff, and ask questions. Platforms often allow screen sharing, quick polls, moderated Q&A, breakout rooms, and shared whiteboards.

SUPPLIERS:

Adobe Connect, Google Meet, GoTo Meeting, Jitsi, Join.me, Meeting Owl, Microsoft Teams, Skype for Business, Uberconference, Webex, Zoom

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 **ENGAGEMENT ZONE**



DIGITAL COLLABORATION SPACES

A digital canvas where presenters, team members, and/or participants collaborate in real-time, using a collection of tools to draw, collage, comment, and ideate.

SUPPLIERS:

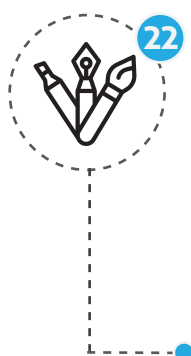
Awwapp, Google Jamboard, Microsoft Whiteboard, Milanote, Mural.co, Sketchboard, Web whiteboard, Zoom

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 **ENGAGEMENT ZONE**



GRAPHIC FACILITATION & RECORDING

One or more facilitators or recorders use drawing to capture key ideas and conversations from your event, representing discussion in a highly visual way. Livestream the graphic facilitation or recording, or present material at the culmination of event. Creates an artifact (integrative poster, several linked images, Prezi or detailed report) that can be shared to all participants and posted on project website.

SUPPLIERS:

Get the Picture, Ludic Creatives

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 **ENGAGEMENT ZONE**

**WHEN MIGHT YOU USE IT &
IN WHAT PARTICIPATION ZONE?**



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★ **ONLINE DESIGN CHARRETTES**

An evolving practice from community planning, urban design and architecture, currently with no specialized suppliers. Designers use various visual tools to gather comments on an area, site or building to illustrate various options for the future. Participant comments, gathered from one to several days worth of dialogue, help the designers evolve plans and/or designs. We suggest using a combination of platforms to present background and issue papers, videos, and other display content; conduct community mapping or ideation exercises; and use web conferencing or graphic facilitation to replicate the rich dialogue necessary for successful charrettes.

SUPPLIERS:

If you are a supplier or know of a supplier focused on providing an all-in-one platform for charrettes, please reach out to us.

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ENGAGEMENT ZONE



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CROWDFUNDING

Individuals propose specific community-supportive initiatives or projects to fund, and then gather supporters to fund the project; an interactive online platform providing guidance for proponents and supporting outreach efforts.

SUPPLIERS:

Causes.com, Citizeninvestor, Kickstarter, FrontFundr, Neighborly, Wayblaze

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ENGAGEMENT ZONE



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FULL ENGAGEMENT PLATFORMS

Licensed "one-stop" services providing a central location for project information, input activities, and meatier forms of engagement. These platforms offer a suite of tools and formats in one environment, often supported by moderation and reporting capabilities.

SUPPLIERS:

76Engage, Bang the Table, CitizenLab, Civil Space, CrowdBite, Delib (Citizen Space), Ethelo, Konveio, MindMixer, Neighborland, PlaceSpeak, PubliVate, Social Pinpoint, The Hive

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ENGAGEMENT ZONE

EMERGING PRACTICES

As MODUS prepared and shared the first version of this document into the community planning, urban design and community engagement fields, we heard from colleagues doing interesting things in their own practices to shift to enhanced and expanded online practices.

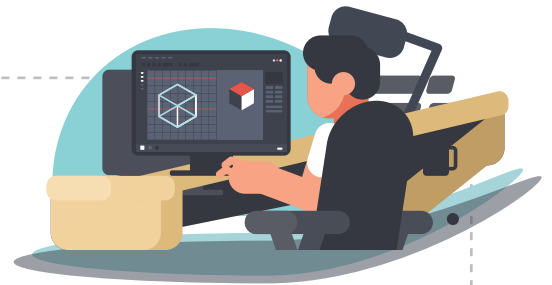
In future versions of our “tools document” we will list and profile some of these innovations, so that we and others can learn from these new practices. We hope that you enjoy this example from our close colleague Derek Lee, Principal, PWL Partnership, and that you will send us similar stories when and if you can:

During the Cov-19 requirement for working remotely, we had to decide between postponing an important client-facing workshop or carrying it forward with them participating remotely. We decided to do the latter and fortunately have met with great success.

The project required us to engage with the client group with a visioning workshop for the project site. Using an online web conferencing platform, nine people participated in a visioning exercise that combined image selection, live sketching and a rich back-and-forth conversation by voice and text. We also were able to access our favourite digital sketching application on a tablet, and used that to capture the input of each of the participants through the online conversations, converting them rapidly into a series of graphic vignettes.

Normally we would approach this as a physical design charrette, where we would capture ideas, words, images, and blend them together as designers, and the good news is that we were still able to achieve this through a combination of good/simple technology, open discussion, and some advance ‘homework’ exercises by participants. The end result was a series of graphic vignettes that captured the words and images sent in advance, while allowing time during our online charrette for participants to engage and exchange ideas, through conversations and by working with the graphic sketch facilitator to realize their vision for the project.

www.pwlpартnership.com



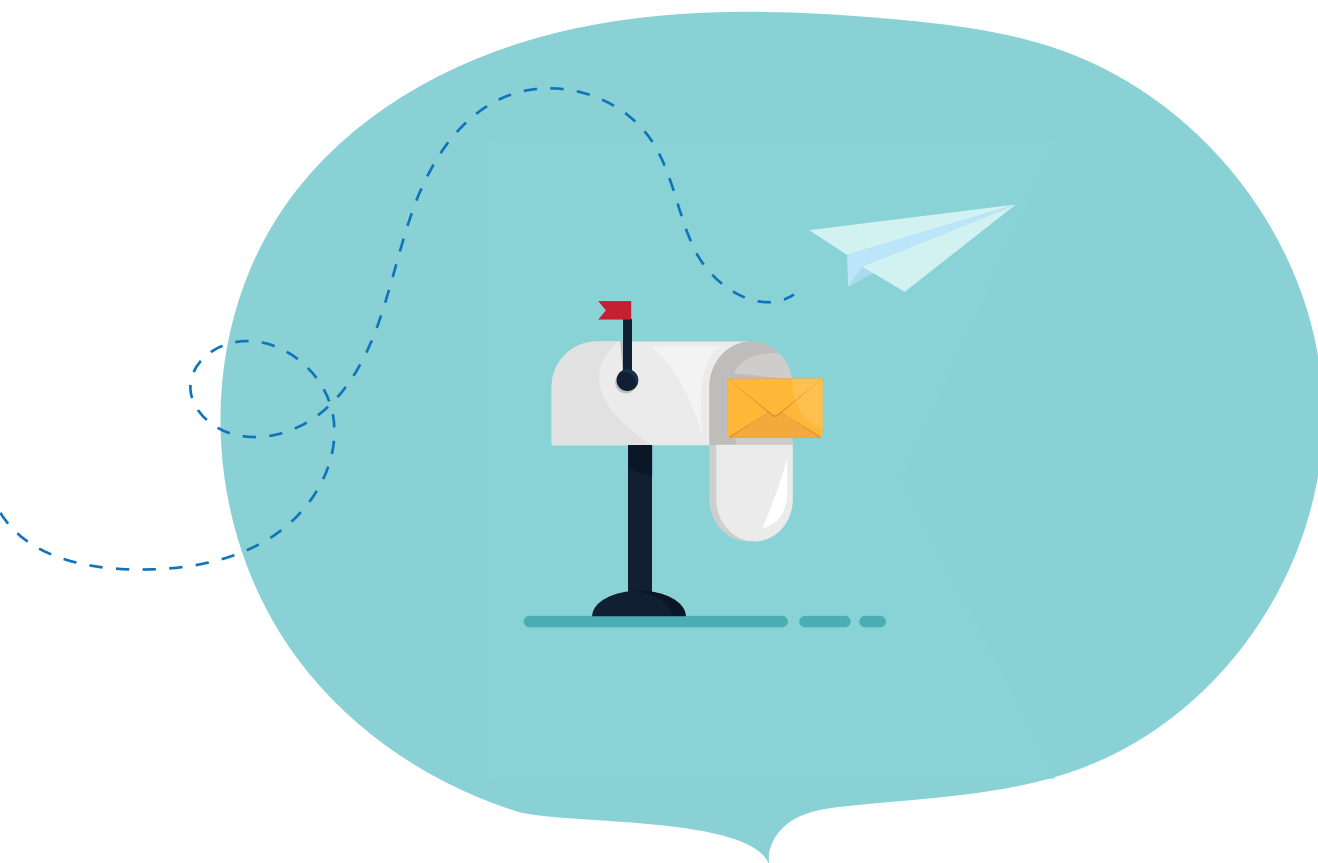
ADDITIONAL RESOURCES

While researching specific engagement tools, we have come across several useful, recent and more general guides to working effectively online.

We are including a few here for your use, and will add more in version three of our “digital engagement tools document”. We hope these resources are also useful to you, but take no credit or responsibility for their contents.

<http://www.leadinggroupsonline.org/ebooks/Leading%20Groups%20Online.pdf>

<https://www.sessionlab.com/solutions/remote/>



CLICK HERE

to receive future MODUS communications,
including quarterly e-newsletters
and updated versions of this document.



REQUEST FOR DECISION

To: Executive Committee **For the Meeting of:** September 8, 2021

From: Lisa Wilcox, SIPA **Date Prepared:** September 6, 2021

SUBJECT: Indigenous Youth and Elder Engagement on Healthy Watersheds with Naut'sa mawt and Islands Trust – Additional Funding

RECOMMENDATION: That Executive Committee support an amendment to current funding from the provincial Healthy Watersheds Initiative to receive additional grant funding of up to \$55,000 to support work with Naut'sa mawt Tribal Council¹ and the Islands Trust.

DIRECTOR COMMENTS:

Islands Trust senior staff has been working with Naut'sa mawt Tribal Council event planning to engage Indigenous youth and Elders on Healthy Watersheds and the cultural importance of water preservation and protection. The Provincial Healthy Watersheds Initiative would like to provide additional funding of up to \$55,000 to support this work.

PURPOSE: The Executive Committee support an amendment to current funding to receive an additional \$55,000 from the provincial Healthy Watersheds Initiative grant (HWI).

BACKGROUND: In 2020, Islands Trust senior staff worked with the provincial Healthy Watersheds Initiative to create opportunities for engagement with Indigenous youth, and Elders to learn about the cultural importance of water, and the value of preserving and protecting water. Islands Trust partnered with Naut'sa mawt Tribal Council Event Management Services² team to facilitate this work. Islands Trust senior staff would like to continue this work with Naut'sa mawt Tribal Council Event Management Services team to create films and opportunities for youth that will support islander and British Columbians learning and education, engage youth in learning from Elders, and connect all communities to the islands and the First Nations homelands.

IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: Staff time will be required to collaborate with Naut'sa mawt Tribal Council Event Management Services, Director David Marlor, Senior Planner Narissa Chadwick, Senior Intergovernmental Policy Advisor Lisa Wilcox, and Program Coordinator Gillian Nicol will collaborate on the initiative. The initiative helps rebuild trust and engagement with First Nations within the Islands Trust area and provides education and awareness to the public.

¹ Naut'sa mawt Tribal Council (NmTC) is a non-profit society, incorporated in 1983, that proudly serves eleven member First Nations: Halalt, Homalco, Klahoose, K'omoks, Malahat, Tla'amin, Snaw-naw-as, Stz'uminus, Tsawwassen, Tsleil-waututh, T'Sou'ke

² Naut'sa mawt Event Management is one of the most experienced and respected Indigenous-owned event management organizations in Canada. They have delivered more than 500 virtual, hybrid, and in-person events over the past 20 years. Whether the event is a workshop, focus group, or seminar involving a few participants, or a complex, multi-city national inquiry or engagement, they approach all events with the same dedication to customer service. As a Coast Salish company, they are guided by our cultural values and traditions.

FINANCIAL:

1. Indigenous perspective on water film (for Islands Trust use) and Indigenous youth engagement in water protection film (to be gifted to Naut'sa mawt) (\$10,000)
2. Freshwater celebration retreat for Indigenous youth, Elders, key Islands Trust staff and Trustees (\$45,000)
 - 3 day, two night retreat for Indigenous youth and elders (\$35,000).
 - To be administered by Naut'sa mawt Event Management Services
 - Activities to include talking circles, drumming circle, sharing of stories, showcasing of youth art, outdoor activity (e.g. canoeing, beach walk)
 - 1 day Islands Trust staff and Trustees participation in retreat (\$6,000)
 - Content to be determined by Indigenous youth and Elders
 - Showcasing Indigenous perspectives on water film and youth art work
 - Talking circles lead by youth and Elders
 - Filming of retreat (\$4,000)
 - Islands Trust former summer student, now on contract to do films noted above, to attend gathering and put together five minute film on highlights

POLICY: No policy implications of the recommendation

IMPLEMENTATION/COMMUNICATIONS: Staff will need to consider communicating the events and providing communications to local trust committees, trustees, and media. As well, post event follow up would include a presentation to Naut'sa mawt Tribal Council by Executive Committee and the CAO of Islands Trust.

FIRST NATIONS: The provincial grant from Healthy Watersheds Initiative aligns with the Truth and Reconciliation Calls to Action and the Declaration on the Rights of Indigenous Peoples Act. The engagement creates opportunities to collaborate and design Indigenous lead events and gatherings that raise awareness about the sensitive ecosystem, the cultural value of watersheds and water, the oral history and Indigenous laws that connect to water, and how to provide that understanding to the general public to help preserve and protect the place we all live.

OTHER: None.

ATTACHMENT(S): None

RECOMMENDATION:

That Executive Committee support an amendment to current funding from the provincial Healthy Watersheds Initiative to receive additional grant funding of up to \$55,000 to support work with Naut'sa mawt Tribal Council and the Islands Trust.

Alternative:

1. Executive Committee request further information;
2. Executive Committee provide additional wording to the recommendation;
3. Executive Committee do not pass the recommendation.

Prepared By: Lisa Wilcox, Senior Intergovernmental Policy Advisor, Trust Area Services

Reviewed By/Date: David Marlor, Director /Sept 2021
Narissa Chadwick / Sept 6, 2021