



Trust Council Committee of the Whole

Minutes of a Special Meeting

Date: July 9, 2025
Location: Electronic Meeting

Executive Members Present:

1. Laura Patrick, Chair, Salt Spring Island Local Trust Area
2. Tobi Elliott, Vice-Chair, Gabriola Island Local Trust Area
3. David Maude, Vice-Chair, Mayne Island Local Trust Area
4. Timothy Peterson, Vice-Chair, Lasqueti Island Local Trust Area

Members Present:

5. Sue Ellen Fast, Bowen Island Municipal Trustee
6. Judith Gedye, Bowen Island Municipal Trustee
7. Sam Borthwick, Denman Island Local Trust Area
8. David Graham, Denman Island Local Trust Area
9. Susan Yates, Gabriola Island Local Trust Area
10. Lisa Gauvreau, Galiano Island Local Trust Area
11. Ben Mabblerley, Galiano Island Local Trust Area
12. Kate-Louise Stamford, Gambier Island Local Trust
13. Jeanine Dodds, Mayne Island Local Trust Area
14. Deb Morrison, North Pender Island Local Trust Area
15. Mairead Boland, Saturna Island Local Trust Area
16. Kristina Evans, South Pender Island Local Trust Area
17. Dag Falck, South Pender Island Local Trust Area
18. Ken Hunter, Thetis Island Local Trust Area
19. Peter Luckham, Thetis Island Local Trust Area

Members Regrets:

20. Joe Bernardo, Gambier Island Local Trust Area
21. Alex Allan, Hornby Island Local Trust Area
22. Lee Middleton, Saturna Island Local Trust Area

Members Absent:

23. Grant Scott, Hornby Island Local Trust Area
24. Mikaila Lironi, Lasqueti Island Local Trust Area
25. Aaron Campbell, North Pender Island Local Trust Area
26. Jamie Harris, Salt Spring Island Local Trust Area

Staff Present:

Rueben Bronee, Chief Administrative Officer
Stefan Cermak, Director of Planning Services
Clare Frater, Director of Trust Area Services
David Marlor, Director, Legislative and Information Services
William Shulba, Freshwater Specialist
Alexandra Trifonidis, Executive Coordinator
Jason Youmans, Senior Policy Advisor
Lisa Millard, Meeting Administrator/Recorder

Others Present: There were no members of the public present

1. CALL TO ORDER

Chair Patrick called the meeting to order at 9:01 a.m.

2. TERRITORIAL ACKNOWLEDGEMENT

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

3. APPROVAL OF AGENDA

By general consent the agenda was approved as presented.

4. ADOPTION OF MINUTES / RESOLUTIONS WITHOUT MEETING

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

By general consent the Committee of the Whole Meeting minutes of May 6, 2025 were adopted.

4.2 Draft Committee of the Whole Meeting Minutes of May 13, 2025

By general consent the Committee of the Whole Meeting minutes of May 13, 2025 were adopted.

4.3 TC COW RWM 2025-04 Cancel May 29, 2025 Committee of the Whole Meeting

Received for information.

4.4 TC COW RWM 2025-05 Cancel June 6, 2025 Committee of the Whole Meeting

Received for information.

5. FOLLOW UP ACTION LIST

5.1 Committee of the Whole Follow Up Action List

The Director of Trust Area Services provided a verbal update and indicated a summary of the May 6, 2025 Committee of the Whole Meeting was posted to the website as part of the Policy Statement materials and staff would forward the request that the summary be released as a communications piece to Executive Committee for further consideration.

6. CLOSED MEETING

TC-COW-2025-021

It was MOVED by Trustee Gedye, and SECONDED by Trustee Fast, that the meeting be closed to the public subject to Sections 90(1)(i) of the Community Charter in order to consider matters related to the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose; and that staff attend the meeting.

CARRIED

The meeting was closed to the public at 9:10 a.m. and reconvened at 10:08 a.m.

Trustee Borthwick arrived to the meeting at 10:08 a.m.

7. RISE AND REPORT

Chair Patrick reported adoption of the August 22, 2024 in-camera meeting minutes.

8. BUSINESS

8.1 Policy Statement Amendment Project (PSAP) - Policy Statement Bylaw - Request For Decision

Committee of the Whole reviewed the redline version of the draft Policy Statement along with suggested edits and the following comments were noted:

Part 1: The Islands Trust Act

- The 1998 version of the Policy Statement’s preamble “The Islands Trust’s Object and its Meaning” included a comprehensive description elaborating on the elements of the *Islands Trust Act* and it was suggested it be added back into the document;
- The current draft version was crafted for simplicity and conciseness and the Bylaw itself provides the interpretation of the Object; and
- Following First Reading there will be further opportunities to amend the document upon receipt of feedback from referral agencies and the public.

TC-COW-2025-022

It was MOVED by Trustee Gedye, and SECONDED by Trustee Fast, that the preamble to Section 1 be amended to delete the second sentence and amend the third sentence to read: “... The Islands Trust is a federated body responsible for the Trust Area comprised of 13 major islands and more than 450 smaller islands and the surrounding waters”

CARRIED

TC-COW-2025-023

It was MOVED BY Trustee Gedye, and SECONDED by Trustee Dodds, that Committee of the Whole recommend to Trust Council that Part 3 of the Table of Contents of the draft Policy Statement be changed to “Goals and Policies”.

CARRIED

Trustee Peterson left the meeting at 10:50 a.m.

The meeting was recessed for a break at 10:50 a.m. and reconvened at 11:00 a.m.

TC-COW-2025-024

It was MOVED BY Trustee Gedye, and SECONDED by Trustee Mabblerley, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending draft Section 1.4 to:

- under “Three Types of Policies” add brackets
- add the word “also” to bullet 3. Advisory Policies

CARRIED

Part 2: Guiding Principles

TC-COW-2025-025

It was MOVED BY Trustee Elliott , and SECONDED by Trustee Gedye,

that Committee of the Whole recommend to Trust Council that Cooperation Principle 2.3.3 "Work Towards Collaborative Governance with Indigenous Governing Bodies" be amended by replacing the words "work towards building strong relationships" with the words "develop strong relationships with Indigenous Governing Bodies," and "work toward building" be added before "foundations for collaborative governance with Indigenous Governing Bodies" in the draft Policy Statement.

CARRIED

Part 3: Goals, Directives and Advisory Policies

- 3.1.3 Land Back: Clarity may be required regarding the type of circumstance that could provide opportunity for a land back amenity contribution.

Trustee Peterson left the meeting at 11:39 a.m.

TC-COW-2025-026

It was MOVED BY Trustee Fast, and SECONDED by Trustee Boland, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.1.3 to read:

"Through engagement with Indigenous Governing Bodies, support opportunities to direct land to Indigenous Governing Bodies, including but not limited to, amenity contributions in applications seeking additional development potential."

CARRIED

- 3.1.4 Respect Indigenous Protocols for Information and Data Provided: It was suggested that exploring opportunities for information and data sharing and developing data sharing agreements with Indigenous governing bodies respect Indigenous Peoples protocols on how the data is protected, used, and shared.

Trustee Peterson returned to the meeting at 11:48 a.m.

Trustee Morrison left the meeting at 12:02 p.m.

The meeting was recessed for a break at 12:02 p.m. and reconvened at 12:30 p.m.

TC-COW-2025-027

It was MOVED BY Trustee Elliott, and SECONDED by Trustee Borthwick, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by adding a new reconciliation advisory policy 3.1.4 to read:

"Information Sharing - Support and develop methods for regular and timely sharing of information with Indigenous Governing bodies."

CARRIED

TC-COW-2025-028

It was MOVED BY Trustee Gedye, and SECONDED by Trustee Peterson, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Goal 2 to read:

“Islands Trust Council recognizes Indigenous cultural heritage as a unique amenity in the Islands Trust Area that must be preserved, protected, and where possible, restored. The Islands Trust Area is home to many culturally significant areas, sites, and species, including places that are the resting places of ancestors, which are of importance to present and future generations of Indigenous Peoples. This section lays out general types of Indigenous cultural heritage and culturally significant areas, sites, and species that should be identified and protected in each local planning area; this should be guided by Indigenous Peoples, Indigenous Governing Bodies and Indigenous Knowledge Holders and undertaken in a culturally sensitive manner that respects confidentiality protocols around the sharing of Indigenous Knowledge.”

CARRIED

- 3.2.1 Indigenous Cultural Heritage Sites: Debate was undertaken about the use of the term “known” sites compared to “unknown” sites.

TC-COW-2025-029

It was MOVED BY Trustee Gedye, and SECONDED by Trustee Borthwick, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.2.1 to read:

“Minimize potential adverse impacts to Indigenous cultural heritage sites including, but not limited to, known identified village sites, burial sites, camp sites, middens, cairns, petroglyphs, culturally modified trees, fish traps, clam gardens, and pictographs, and registered, unregistered, or newly-discovered archaeological sites.”

CARRIED

- Goal 4: Discussion was undertaken regarding the use of the term “rural”.

TC-COW-2025-030

It was MOVED BY Trustee Fast, and SECONDED by Trustee Stamford, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending the Preamble to Goal 4 to read in the last sentence:

“...sustainable, inclusive, rural and resilient island communities.”

CARRIED

- 3.4.4 Community Facilities and Services: Discussion ensued regarding the need to define terms “indoor” and “outdoor” in relation to recreational facilities, recreational services, and outdoor recreation.
- 3.4.7 Economic Activities: The meaning of “community health” versus “community wellness”, and the differences between them, were considered.

TC-COW-2025-031

It was MOVED BY Trustee Fast, and SECONDED by Trustee Gedye, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.4.7 to read:

“Support sustainable economic activities that are compatible with the preservation and protection of the Trust Area and its unique amenities, environment, community well-being, and community character, and that consider transportation and infrastructure capacity.”

CARRIED

- 3.4.18 Multi-Unit Residential: It was noted that the intent of the language used within the policy is to attempt to avoid circumstances in which a policy is too prescriptive that it eliminates multi-unit residential, affordable, and special needs housing configuration options and that the accommodation of changing construction conditions, and flexibility of construction options, should be considered.
- 3.4.25 Wastewater Disposal Systems: Discussion was undertaken regarding the intent of protecting Indigenous heritage sites or placing focus on them.

Trustee Morrison returned to the meeting at 1:35 p.m.

- 3.4.27 Location and Types of Recreational Facilities: Discussion ensued about designating activities as high impact which may preclude low impact activities that can also be problematic when performed by many individuals.

TC-COW-2025-032

It was MOVED BY Trustee Fast, and SECONDED by Trustee Yates, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.4.27 to read:

“Identify appropriate locations for types of, and access to, facilities for low-impact and active recreational activities, and discourage activities that may adversely impact the preservation and protection of the Trust Area and its unique amenities and environment.”

CARRIED

TC-COW-2025-033

It was MOVED BY Trustee Elliott, and SECONDED by Trustee Yates , that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.4.18 to read:

“Multi-Unit Residential - Implement land use regulations for affordable and special needs housing and other multi-unit residential development that permit a range of potential site configurations, and control form and character through development permit areas.”

CARRIED

- 3.5.6 Freshwater Uses: Discussion ensued regarding the term “recreational uses” and it was noted there is a consideration related to land use as it is a sensitive metric to water quality changes that could be directly related to land use.
- 3.5.8 Forest Lands for Sustainable Management: It was clarified that the policy supports private management of forested land similar to land that is in the Agricultural Land Reserve, and Provincial legislation supersedes local government policy with regard to privately managed forest lands.

Trustee Elliott left the meeting at 2:19 p.m. and returned at 2:30 p.m.

- 3.5.11 Protection of Agricultural Lands: It was clarified this policy directs Local Trust Committees and Island Municipalities to protect the land that is within the Agricultural Land Reserve but does not preclude land that may be used for agriculture that can be protected through zoning or policy within an Official Community Plan and if Islands Trust wishes to protect lands outside of the Agricultural Land Reserve in a similar way this would need to be specified.

TC-COW-2025-034

It was MOVED BY Trustee Fast, and SECONDED by Trustee Gedye, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.5.11 to read:

“Identify and protect agricultural lands within the Agricultural Land Reserve for current and future use consistent with the Agricultural Land Commission Act and its regulations, while considering downstream impacts, wildlife habitat, and adjacent properties.”

CARRIED

TC-COW-2025-035

It was MOVED BY Trustee Gedye, and SECONDED by Trustee Gauvreau, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.5.12 to read:

“Minimize any adverse impacts of land uses from properties adjacent to agricultural lands.”

CARRIED

- 3.5.27 Emissions and Pollutants to Air, Land, and Water: Inclusion of the term “emissions” within this policy was discussed in relation to waste and pollutants.

The meeting was recessed for a break at 2:55 p.m. and reconvened at 3:00 p.m.

Trustee Stamford left the meeting at 2:55 p.m.

TC-COW-2025-036

It was MOVED BY Trustee Morrison, and SECONDED by Trustee Yates, that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by amending Policy 3.5.27 to read:

“Pollutants to Air, Land, and Water
Regulate land use and development to reduce detrimental pollutants to air, land, and water.”

CARRIED

TC-COW-2025-037

It was MOVED BY Trustee Morrison, and SECONDED by Trustee Peterson, that Committee of the Whole recommend that Trust Council revise the new Policy Statement by moving policy 3.5.27 to the Directive Policies - Waste section and remove the Directive Policies Emissions and Pollutants section.

CARRIED

TC-COW-2025-038

It was MOVED BY Trustee Peterson, and SECONDED by Morrison, that Committee of the Whole recommend that Trust Council revise the new draft Policy statement by renaming the Directives Policy Waste section to Directives Policies – Waste, Emissions and Pollutants.

CARRIED

Trustee Luckham left the meeting at 3:15 p.m.

Trustee Stamford returned to the meeting at 3:24 p.m.

Part 4: Implementation

Glossary of Terms

- It was clarified that references to sources are not intended to be included in the final version;
- The “Note” placed under Glossary of Terms heading provides reasoning for the exclusion of sources;
- Definitions within the Glossary of Terms should stand on their own;
- Inclusion of the references shows breadth of using resources; and
- The Director of Legislative Services recommended that references be consolidated, included at time of First Reading, and removed prior to adoption.

Trustee Morrison left the meeting at 3:30 p.m.

- Discussion ensued about the definition of environment and the Senior Policy Advisor noted potential definitions have been researched, the *Ministry of Environment Act* provides a definition, and staff can review provincial and federal definitions if required.

TC-COW-2025-039

It was MOVED by Trustee Fast, and SECONDED by Trustee Yates that Committee of the Whole recommend that Trust Council revise the draft Policy Statement by removing the term “Restoration” and its definition from the Glossary.

CARRIED

TC-COW-2025-040

It was MOVED by Trustee Fast, and SECONDED by Trustee Peterson that Committee of the Whole recommend to Executive Committee that it forward the draft new Policy Statement as amended to Islands Trust Council for consideration of First reading.

CARRIED

9. NEW BUSINESS

There was no new business.

10. NEXT MEETING

At this time, there are no scheduled Committee of the Whole meetings in the future.

11. ADJOURNMENT

By general consent the meeting was adjourned at 3:55 p.m.

Laura Patrick, Chair

Certified Correct

Lisa Millard, Meeting Administrator/Recorder