



# Salt Spring Island Local Trust Committee

## Regular Meeting Addendum

Date: Tuesday, December 13, 2022  
Time: 9:30 a.m.  
Location: Community Gospel Chapel  
147 Vesuvius Bay Road, Salt Spring Island, BC

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<b>7. REPORTS</b>	
<b>7.6 Islands Trust Conservancy Board Report</b>	
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<b>9. OTHER BUSINESS</b>	9:40 AM - 11:00 AM
<b>9.1 New Business</b>	
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<b>14. CORRESPONDENCE</b>	12:20 PM - 12:25 PM
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For Information



## HIGHLIGHTS OF ISLANDS TRUST CONSERVANCY NOVEMBER 22, 2022 BOARD MEETING

NOTE: For more detail on Conservancy meetings, including meeting minutes, please visit <https://islandstrust.bc.ca/whats-happening/meetings-and-events/>

### 1. ORGANIZATION UPDATES/TEAM

- ***This meeting was the first Islands Trust Conservancy (ITC) Board meeting following the Islands Trust Council elections. Two new board members were elected to the ITC board (Trustee Scott and Trustee Yates) and one appointed by the Executive Committee (Trustee Elliott). ITC Board members appointed by the Minister of Municipal Affairs will continue on the ITC Board and are unaffected by local government elections.***
- Nominations for the Chair, Vice-Chair and Financial Planning Committee (FPC) representative were held. Trustee Adams was voted Chair of ITC Board, Trustee Smith was voted Vice-Chair, and Trustee Scott is the FPC representative. The ITC Manager advised that ITC will have an ex officio seat on the Governance Committee once the committee is constituted, noting the ITC Chair will appoint a member to the committee.
- The ITC Board continues to have a vacancy for one Ministerial appointment. The posting for the vacancy closed on October 7, 2022. The ITC Board is awaiting news from the [Crown Agencies and Board Resourcing Office](#) regarding a potential new member.

### 2. STRATEGIC PLANNING/ADMINISTRATION

- The ITC Board approved the draft 2023-2025 Islands Trust Conservancy Interim Plan and directed staff to forward it to the Minister of Municipal Affairs by December 31, 2022, for review and approval.
- The ITC Board reviewed a referral for Galiano Islands Local Trust Committee bylaws 231 and 232. The ITC Board recommended that the Galiano Island Local Trust Committee approve bylaws 231 and 232 because they bring zoning into agreement with the use of conservation lands and further strengthen the conservation status for District Lots 64 and 68, which are adjacent to Islands Trust Conservancy covenanted areas.

### 3. COVENANT AND PROPERTY ACQUISITIONS

- The ITC Board received reports on covenants and acquisitions for information.

### 4. COVENANT AND PROPERTY MANAGEMENT

- ITC Board approved a request for tree planting by the Pender Islands Parks and Recreation Commission in Enchanted Forest Covenant (South Pender Island).



ISLANDS TRUST CONSERVANCY

## ISLANDS TRUST CONSERVANCY REPORT TO LOCAL TRUST COMMITTEES AND BOWEN ISLAND MUNICIPALITY

### 5. COMMUNICATIONS AND OUTREACH

- ITC staff provided an overview and orientation presentation to incoming Board members.

### 6. FUNDRAISING AND CONSERVANCY SUPPORT

- The ITC Board accepted a donation of approximately \$45,000 from the estate of William Tempest for the purpose of conservation initiatives on Hornby Island. From this approx. \$25,000 has been designated for covenant management activities and approx. \$20,000 to the Opportunity Fund for grants for Hornby Island.

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To find out more about Islands Trust Conservancy and our current goals, to donate to our Opportunity Fund, or to subscribe to email updates, visit our website: <https://islandstrust.bc.ca/conservancy/>

Shortcuts of interest:

- **Goals:** <https://islandstrust.bc.ca/conservancy/conservation-planning/>
- **Opportunity Fund:** (context) <https://islandstrust.bc.ca/conservancy/supporting-local-conservancies/opportunity-fund-grants/> ; (to donate online) <https://islandstrust.bc.ca/donate-to-conservancy/>
- **Request key updates via email:** <https://islandstrust.bc.ca/subscribe/> (NB: by scrolling down, you may also add your home address for a free hardcopy of the Heron newsletter, published three times per year)



# Islands Trust

## 2023 Regular Meetings of the Salt Spring Island Local Trust Committee

The Salt Spring Island Local Trust Committee will be meeting to consider various matters of general business such as applications received, bylaw reviews and meeting notes.

Regular Meetings are scheduled for:

	DATE	TIME	LOCATION
Thursday	<del>January 26</del> <del>February 9</del>	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	March <del>2</del> 16	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	April 13	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	May 18	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	June 22	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	July <del>27</del> 13	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	September <del>7</del> 14	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	October 12	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	November 16	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)
Thursday	December <del>21</del> 14	9:30 AM	64 Learning Hub, 122 Rainbow Road (In-Person)

The proposed meeting agenda is usually available one week prior to the meeting and may be obtained at the Islands Trust office or on our website.

Please note that correspondence received from the public may become part of a meeting agenda that is published online.

**VISIT OUR WEBSITE:** <https://islandstrust.bc.ca/location/salt-spring/>

**CONTACT US AT 250-537-9144 OR:** [ssiinfo@islandstrust.bc.ca](mailto:ssiinfo@islandstrust.bc.ca)



Associated Ecosystems: An Islands Trust Tool Kit	<ul style="list-style-type: none"> <li>• Transition Salt Spring will host workshop with fire experts and provides recommendations to guide the development of OCP policies to LTC.</li> <li>• August 9, 2022: LTC endorsed business case for continuation of project as wildfire in next fiscal year.</li> <li>• November 30, 2022 - Ongoing work with Transition Salt Spring to conduct and facilitate a fire risk management workshop with funding as requested by the LTC at its Oct. 11 regular meeting.</li> </ul>	
Ganges (Shiya'hwt/Syowt) Village Planning	<ul style="list-style-type: none"> <li>• Update objectives and policies that help shape the vision for Ganges Village including foreshore</li> <li>• Incorporate the extensive community outreach comments into the policies either as a standalone area plan document or amendment to the current section of the OCP for Ganges.</li> <li>• August 9, 2022: LTC endorsed business case for continuation of project in next fiscal year.</li> </ul>	Ongoing. Requires funding to advance
Housing Action Program	<ul style="list-style-type: none"> <li>• Implement actions and measures recommended by the SS LTC and the Housing Action Program Task Force to address the housing issues unique to Salt Spring Island</li> <li>• October 11, 2022: Housing Action Program Task Force Summary of Recommendations received by LTC.</li> <li>• August 9, 2022: LTC endorsed business case for the major amendment to the OCP to complete the final stage of CDF and Housing Action Program, and potentially the Ganges Village policies.</li> </ul>	Ongoing. Requires funding to advance.

### Active Minor and Major Project

Proposed Bylaw No. 530 Accessory Dwelling Units	<ul style="list-style-type: none"> <li>• Major project. Coordination needed with First Nations</li> </ul>	Incorporate into OCP Project
Bylaw No. 526 Farm-Worker Housing	<ul style="list-style-type: none"> <li>• Develop communication material/guidelines on accessory dwelling units/farm-worker housing</li> </ul>	In progress.
Tiny Homes Village Pilot Project	<ul style="list-style-type: none"> <li>• Requires coordination with BC Housing and to promote the pilot project</li> </ul>	On hold. Requires funding.
Coastal Douglas-Fir (CDF) Science Working Group	<ul style="list-style-type: none"> <li>• Coordination with Transition Salt Spring</li> <li>• CDF including workshop in March 2023</li> </ul>	Ongoing

CRD Fire Risk Mapping	<ul style="list-style-type: none"> <li>• Coordination with CRD on Fire Resiliency Plan and Fire Risk Mapping</li> </ul>	Ongoing
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### Potential Future Projects

The LTC should start to consider future projects for 2024/2025 financial year. In particular, Major Project, business cases should be drafted starting in April, 2023. The following section identifies potential future projects from several sources.

1. Future Projects List: as issues are identified, an LTC can add potential projects to the ‘Future Projects List’. These are tracked in a report included in each agenda package. The following table summarizes the items currently identified on the Future Projects List:

Date added	Issue	Description	Comments
2015		First Nations Heritage and Cultural Site Protection	Inactive – Requires intergovernmental relationship to advance meaningfully.
2015		Piers Island Bill 27 OCP Update (Bill 27 requires GHG reduction targets in OCPs)	Depending on scope, could be a minor project or a major project, multi-jurisdictional project
2016		Marine Environment Protection (Foreshore Audit)	Depending on scope, could be a minor project or a major project, multi-jurisdictional project
2020		Development of a Musical Strategy	Potential minor OCP amendment, or scope into major OCP review
2020		Waste Transfer Stations (Waste Management Plan)	Depending on scope, could be a minor project or a major project, multi-jurisdictional project
2021		Add a map of the Salish Sea Trail	Potential minor OCP amendment, grants possible; should include policy regarding development and intended trail standard.
2015		Comprehensive Zoning on Outer Islands (LUB amendment)	Depending on scope, could be a minor project or a major project.
2015		Affordable Housing Updates to LUB	Depending on scope, could be a minor project(s) or a major project (as part of comprehensive review).
2016-2020		Numerous minor amendments relating to marginal uses and siting	Possible program of minor LUB amendments.

Date added	Issue	Description	Comments
2022		Review of the residential zoning of islets	LUB amendment. Possible inter-governmental collaboration, OCP amendment.
2022		Impacts of future lake levels of St. Mary Lake	Possible major project.
2015		Soil Removal Bylaw update	Possible minor bylaw drafting project
2020		Mining/Aggregate Permits Communication Policy	

The LTC should review the Future Projects List and remove any initiatives it considers out-of-date or any it no longer supports.

### Regional Planning Committee Strategic Initiatives

These initiatives are previously established by the Regional Planning Committee, and apply to each Trust Area. Individualized LTCs can prioritize these initiatives as LTC projects.

2. Strategic initiatives: these are potential projects that have been advanced through the Regional Planning Committee, with a brief description of each:
  - a. Affordable Housing: a broader review of housing policies and regulations, including consideration of implementation of Islands Trust housing toolkit recommendations and coordination with CRD [Southern Gulf Islands Housing Strategy](#).
  - b. Coastal Douglas-fir Ecosystem Protection: Regional Planning Committee prepared a toolkit with options for protecting significant tracts of mature forest. This is also on the LTC’s Future Projects List.
  - c. Cultural Heritage Protection implementation: phase 1 of a project to develop criteria for identification of cultural heritage sites was undertaken last year. Implementation could include designation of Heritage Conservation Areas, based on existing mapping, designation of shoreline areas or First Nations recommendations.
  - d. Development Permit Area (DPA) Review: while not a specific Regional Planning Committee project, reviewing DPAs for clarity and best practice may result in greater efficiency and achievement of OCP objectives and policies. Depending on the level of policy change stemming from the OCP/LUB update, there may be need to review the DPA areas and guidelines, and to reflect updates to the OCP. Acquisition of wildfire hazard data in 2023 makes a strong case to implement risk mitigation efforts through the development of an Interface Wildfire DPA.
3. OCP / LUB Review: The OCP/LUB Review business case was approved in August and is before the Local Trust Committee for revision in a separate report. This project complements this RPC Strategic Initiative and brings a community-oriented focus to a number of important topic areas (housing, safety)

4. Other potential projects: the LTC should consider identifying other potential initiatives or issues, either as an LTC or through a process of community consultation.

The LTC may wish to request scheduling of a special meeting to engage in more detailed deliberations on identifying future projects or to engage in community consultation on future priorities. Due to development notification timelines and other scheduling conflicts, no regular LTC meeting has been proposed, but a meeting is suggested on January

### **Organizing LTC Projects**

In accordance with Trust Council Policy 6.2.1, the Salt Spring Island LTC can now have a maximum of three active projects at a time, in addition to any major projects funded through a business case approved by Trust Council. Projects should not compose of several “mini projects” unless implementing a strategic plan or coordinated within an OCP or LUB review process.

The LTC should review the work done to date and provide direction on whether it still wishes to proceed. If the LTC does want to proceed with the project, no amendment to the Work Program would be needed.

### **Administrative Bylaws**

All LTCs have administrative bylaws that govern the LTC’s procedures. Recent amendments to the LTC’s administrative bylaws include:

1. Amendments to the meeting procedure bylaw to permit electronic meetings.
2. A new Fees Bylaw to implement application fee changes recommended by the Regional Planning Committee (note: a draft bylaw is before LTC at December 13, 2022 meeting).

Pending Administrative Bylaw amendments that the LTC can expect next year include:

1. Amendments to the development procedures bylaw to allow for alternative notification for public hearings.
2. Amendments to the Freedom of Information Bylaw will be brought to all LTCs by the Director of Legislative Services in the New Year.
3. An update to the Fees Bylaw is also expected in Q1, 2023.

### **Applications**

Rezoning applications are the most complex and time consuming applications considered by LTCs. The LTC has four ongoing rezoning applications that are active.

1. SS-RZ-2017.2 (Dos Santos) – Proposal to permit 30 affordable housing dwelling units and common building - 221 Drake Road, SSI
2. SS-RZ-2021.1 (Chapman) – To amend OCP land use designation from Channel Ridge Residential (CRR) on the East side of the property to Residential Designation (RN) and to amend Land Use Bylaw zoning from R6(a) to R8 on same portion - 361 Sunset Drive
3. SS-RZ-2022.1 (Pilot Yellow Adventures Inc.) – Rezoning property to allow for four SFD - Sec 50 Musgrave Road, SSI

- 4. SS-RZ-2021.1 (Gulf of Georgia Land & Timber Ltd.) – To address issues arising from the Temporary Use Permit - 151 Lower Ganges Road, SSI

**Standing Policies and Resolutions**

The LTC has, over the years, adopted a number of policies in the form of standing resolutions. These resolutions direct how staff act in certain instances, and can provide guidance to the LTC itself. A report of standing resolutions is included in each staff report and the LTC should review these policies early in the term and considering rescinding outdated policies. These resolutions could be reviewed and revised at a special meeting.

**Rationale for Recommendation**

The Work Program identifies active and future LTC projects. At the start of the term, the LTC should consider whether to proceed with the existing active projects and should identify future priorities or schedule a special meeting for the setting of strategic priorities for the term.

**ALTERNATIVES**

The LTC may consider the following alternatives to the staff recommendation:

**1. Schedule a Special Meeting**

The LTC may wish to schedule a special meeting to review the Work Program. The resolution can be worded as:

*That the Salt Spring Island Local Trust Committee amend the Work Program by:*

*Adding/inserting/deleting \_\_\_\_\_*

**2. Amend the Work Program**

The LTC can amend either list. The resolution may be worded as:

- 1. *That the Salt Spring Island Local Trust Committee receive the report for information and direct staff to schedule a Special Meeting of the Salt Spring Island Local Trust Committee in January to discuss strategic initiatives and provide direction the Work Program, Potential Future Project List discussed in the Regional Planners report, dated December 13, 2022.*

Submitted By:	Chris Hutton, Regional Planning Manager	December 9, 2022
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DATE OF MEETING: December 13, 2022  
TO: Salt Spring Island Local Trust Committee  
FROM: Chris Hutton, Regional Planning Manager  
Salt Spring Island Team  
SUBJECT:

## RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee provide the following recommendations to the Regional Planning Committee regarding Salt Spring Island Local Trust Committee Project Business Cases, as endorsed on August 9, 2022:
  - a. That the Salt Spring Island Local Trust Committee direct staff to revise the business cases as follows:
    1. Remove the technical analysis for the OCP and LUB review (-\$100,000),
    2. Remove support services (-\$5,000),
    3. To combine the First Nations engagement expenses (-\$26,000).
2. Further that staff be directed to revise the business cases as necessary to meet these budgetary changes for consideration at the next Salt Spring Island Local Trust Committee.

## REPORT SUMMARY

The purpose of this report is to review the business cases considered at the August 9, 2022 Salt Spring Island Local Trust Committee in consideration of changes directed by the Financial Planning Committee.

## BACKGROUND

### Business Cases Procedure for Major Projects

A major or extraordinary project is any local trust committee project that has a budget over \$5,000 in a fiscal year. These projects are undertaken supported by planners from the Regional Planning Team and are required to have a business case approved by Trust Council. Local trust committees wishing to undertake a major project typically:

1. Start developing a business case in the spring or summer;
2. Endorse the business case in late summer in order to have it reviewed by Regional Planning Committee and by the Financial Planning Committee (FPC) at their October and November meetings;
3. The FPC's recommendations on the business case are then considered at the December Trust Council meeting for inclusion in the budget for the following fiscal year. The draft budget is the basis for engagement purposes and finalized in March.

## **Business Cases Endorsed by Salt Spring Island Local Trust Council for Fiscal Year 2023/24**

At its regular meeting on August 9, 2022, the Salt Spring Island Local Trust Committee (LTC) received a report from then Acting Manager Garbo providing business cases for two projects:

1. A major amendment to the Salt Spring Island Local Trust Committee Official Community Plan (OCP Project)
2. Completion of the Ganges (Shiya’hwt/SYOW T) Village Area Plan (GSVAP)

The report and business cases can be found in Attachment 1. The LTC amended the major OCP and LUB Review business case to include an additional \$100,000 making the total request \$227,000. The combined requests total \$313,500. The LTC endorsed the amended business cases and forwarded them to the Financial Planning Committee. These, and related resolutions can be found in Attachment 2.

### **Financial Planning Committee Review**

The FPC met on November 25, where among other decisions it approved in concept the special tax requisition funding SSIWPA. The FPC also directed staff to cap the total budget for all LTC projects throughout the Islands Trust area to \$250,000 from a total request of \$422,500, and directed staff to work with the Regional Planning Committee to allocate these funds. Specifically, the DRAFT resolutions are,

#### **FPC-2022-045**

##### **It was MOVED and SECONDED,**

that Financial Planning Committee recommend to Trust Council that the Salt Spring Island Local Trust Committee’s request for a 2023/24 special tax requisition to fund work associated with delegated powers under Bylaw No.154 be approved in concept, in the amount of \$75,500, and that the project be put forward for public consultation.

**CARRIED**

#### **FPC-2022-048**

##### **It was MOVED and SECONDED,**

that Financial Planning Committee direct staff to adjust the budget for specific LTC projects be capped at \$250,000 (not including the special tax requisition of \$75,000 for SSWIPA), and that Regional Planning Committee work with the Director of Planning/Regional Planning Team to allocate those funds.

**CARRIED**

Noting that the SS LTCs \$313,500 request is approximately 75% of the total project funding request, the budget cap forces the SS LTC to reconsider its priorities for the upcoming fiscal period. The Regional Planning Committee (RPC) has yet to be formed and its first meeting date has yet to be decided. It was tentatively scheduled for February 2023; however, the resolution by FPC now forces the Regional Planning Committee to meet before January 18, 2023. It would be ideal for the SS LTC to forward, via resolution, any advice or recommendations it would like the Regional Planning Committee to consider before January 18<sup>th</sup>, 2023.

## **ANALYSIS**

### **Policy/Regulatory**

The rationale for the each major project has been laid out clearly in the August 9, 2022 staff report in Attachment 1. A brief analysis of the options is provided below.

### *Targeted OCP and LUB Review Project*

The OCP and LUB Review Project was designed to address a major policy gap in two Extraordinary Projects that have advanced significantly in the past three years. The value in creating policy to support efforts to mitigate housing challenges, and provide policy tools to improve interface wildfire hazard protection. These issues are each of considerable importance to Salt Spring Island and serve the interests of the Islands Trust Object.

Each of the projects contemplated have identified amending the OCP as being necessary to bring the projects to completion. Works serving the interests of the CDF project (acquisition of interface fire hazard mapping, and conduct of a wildfire ecology workshop) will provide timely and important data and input to move forward to completion of this project. The Housing Action Program Project Charter outlined the need for an amendment to the OCP, not just on housing policy, but the environmental, infrastructure servicing and First Nations Reconciliation as they relate to housing.

Each of the approved business cases in Attachment 1 outline alternatives to the original funding requests, which were presented with lower budgets, but require staff resources, which are presently limited. Selecting alternatives may necessitate project scope changes or additional staffing resources. These alternatives have not been budgeted or charted to the same degree that the LTC-recommended option have been.

### *Ganges (Shiya'hwt/SYOW T) Village Area Plan (GSVAP)*

To date, the GSVAP has consisted of considerable investment of budget and staff as well as community time and effort through engagement with the public and engagement with First Nations. This work has culminated in the April 2022 Engagement Summary, which can be found on the [project website](#). This project has reached a stage where, as noted in the report, there is readiness and community investment to proceed with drafting of an area plan. The business case proposes completing the plan by a third party, through a competitive procurement process.

The business case outlines other options, which may be less expensive, but require other resources, which are also limited. It should be noted that other options have not been budgeted or charted to the same degree that the LTC-recommended option have been. In any case, not completing the GSVAP now, with no plan to advance the project would present the risk the work and input to date the many parties that have contributed would not attain to any definitive functional policy or physical product (i.e. a usable plan).

### *Business Case Breakdown*

Staff are working with the following assumptions: that the Denman Island, Hornby Island, and Gambier Island LTCs business cases totalling \$49,000 for ongoing projects will remain unchanged. The Gabriola LTC will reconsider its \$60,000 business case and make recommendations to the FPC on December 1, 2022. It is unknown at time of drafting this report what recommendations the Gabriola LTC will make to the FPC.

The above assumptions leaves the SS LTC a feasible range of FY2023/24 total project funding of \$201,000 - \$141,000 - a reduction of \$112,500 to \$172,500 from the requested \$313,500. SS LTCs two business cases are summarized below to help the SS LTC consider options where to reduce funding,.

Table 1 SSLTC FY2023/24 Business Case Summary

SS: OCP and LUB Review: (current ongoing and NEW)	
First Nations Engagement	\$26,000
Contractor - Technical Analysis	\$100,000
Contractor - Public Engagement	\$90,000
Communications and education materials	\$8,000
Support services	\$3,000
<b>Total</b>	<b>\$227,000</b>

SS: OCP Review: Village Plan - current ongoing	
First Nations Engagement	\$26,000
Contractor - Public Engagement and Plan draft	\$50,000
Task Force meeting costs	\$3,500
support services	\$2,000
communications and education	\$5,000
<b>Total</b>	<b>\$86,500</b>

**First Nations**

The proposal retains engagement with First Nations. By combining the funds, it may be possible to target funds to as needed, depending on needs identified through engagement planning with are First Nations. Some capacity funding has already been issued to some First Nations to coordinate on the Ganges and Housing Action, and this approach is ongoing and has been a better use of limited resources for all parties.

**Rationale for Recommendation**

Staff recommendation is to reduce the budget request from \$313,500 to \$182,500 by removing budget requests for services not yet fully defined and to combine First Nations engagement for both projects. The savings place the projects within the assumed feasible range of \$201,000 - \$141,000.

**ALTERNATIVES**

Offer feasible alternatives to the staff recommendation, noting any significant implications and recommended resolution wording. [For example] The LTC may consider the following alternatives to the staff recommendation:

**1. Make no changes**

The LTC may reiterate its endorsement of the vetted business cases by communicating to Financial Planning Committee through the chair no changes are recommended. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee receive the December 7, 2022 Briefing from the Director of Administrative Services 2023/24 Budget Changes Directed by Financial Planning Committee direct the chair to advise the Financial Planning Committee that the Salt Spring Island Local Trust Committee.*

**2. Make changes other than recommendation**

The LTC may receive the report for information, and opt to provide no comment to the Financial Planning Committee.

*That the Salt Spring Island Local Trust Committee receive the December 7, 2022 Briefing from the Director of Administrative Services 2023/24 Budget Changes Directed by Financial Planning Committee direct the chair to advise the Financial Planning Committee that the Salt Spring Island Local Trust Committee*

**NEXT STEPS**

Describe the next steps in the process, if applicable.

Submitted By:	Chris Hutton, Regional Planning Manager	November 30, 2022
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**ATTACHMENTS**

1. Item 8.1 Business Cases for Salt Spring Island Local Trust Committee Projects: report from Salt Spring Local Trust Committee August 9, 2022 Meeting Agenda: report from Acting Regional Planning Manager Garbo, dated August 9, 2022
2. Excerpt from August 9, 2022 Salt Spring Island Local Trust Committee Minutes of Regular Meeting: Resolutions SS-2022-119 to SS-2022-123



Islands Trust

# STAFF REPORT

File No.: 6500-20

DATE OF MEETING: August 9, 2022

TO: Salt Spring Island Local Trust Committee

FROM: Louisa Garbo, Acting Regional Planning Manager  
Salt Spring Island Team

SUBJECT: Business Case for Salt Spring Island Local Trust Committee projects

## RECOMMENDATION

- 1. That the Salt Spring Island Local Trust Committee endorse the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan shown in Appendix 1 of the staff report dated August 9, 2022 and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.**
- 2. That the Salt Spring Island Local Trust Committee endorse the Business Case for the Ganges (Shiya’hwt/SYOWT) Village Area Plan shown in Appendix 2 of the staff report dated August 9, 2022 and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.**

## REPORT SUMMARY

The primary purpose of this report is to provide the Salt Spring Island Local Trust Committee (SS LTC) with the business cases for the SS LTC’s projects to be included in the 2022/23 Islands Trust Council budget process. The attached business cases are based on the assumption that the projects will be carried over into the new term of office. The budget requests, therefore, serve more as a placeholder as the new SS LTC will need to endorse the projects at a future meeting.

## BACKGROUND

The first business case involves funding support for a major amendment to the SS OCP and its associated discretionary activities, such as early and ongoing consultation with 13 First Nations that have territorial interests in SSI, external consultants to conduct a robust public engagement process and to assist in the drafting of SS OCP amendment. The major amendment to SS OCP is the final stage for both the Protection of [Coastal Douglas-fir Zones and Associated Ecosystems \(CDF\)](#) and the [Housing Action Program \(HAP\)](#). Islands Trust Executive Finance Committee Funding previously approved funding for both projects.

The second business case involves funding support for developing the Ganges (Shiya’hwt/SYOWT) Village Area Plan. In 2020, the SSI LTC passed the resolutions adopting the Project Charter, budget, and Engagement Plan for the Ganges Village Planning Project. Since then, a Ganges Village Planning Task Force (aka Special Project Advisory Planning Commission) was formed to meet twice a month to explore issues, policies, and visions, and offered recommendations to the SS LTC. A consulting team was retained to conduct a robust public engagement program, working collaboratively with the Task Force. The consulting team also facilitated a two-day workshop with the Task Force and a community Design Idea workshop. A comprehensive report summarizing the public engagement program by the consulting team is available on the [project webpage](#). This budget request is for the

final stage of the Ganges (Shiya’hwt/SYOWT) Village planning process to draft the Ganges (Shiya’hwt/SYOWT) Village Area Plan.

**ALTERNATIVES**

The Salt Spring Island Local Trust Committee may consider the following options:

1. SS LTC may choose to not endorse the business case for either the major amendment to the SS OCP or the Ganges Village Area Plan, or both, until the new term of office has been settled and gives official endorsement on the CDF and the Housing Action Program to continue into their final stage. Resolutions to this option will be read as follow:
  - *That the Salt Spring Island Local Trust Committee requests staff to forward the two business cases for the 2023-2024 budget cycle to the newly elected Salt Spring Island Local Trust Committee for their formal endorsement.*

**NEXT STEPS**

Submit the two business cases to the Local Planning Services Director for review and to forward to the Islands Trust Finance Planning Committee for consideration.

Submitted By:	Louisa Garbo, Acting Regional Planning Manager	August 3, 2022
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**ATTACHMENTS**

- Appendix 1 Draft Business Case - Major Amendment to SS LTC OCP
- Appendix 2 Draft Business Case - Ganges (Shiya’hwt/SYOWT) Village Area Plan



**Budget Funding Request  
Short-Form Business Case**

Completion of this form initiates a request to the management team for allocation of budget funds. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

**TO BE COMPLETED BY INITIATOR**

<b>Initiated by:</b> Louisa Garbo	<b>Budget Source</b> (select all that apply):  <b>X Specific Project Funding</b> (select all that apply) <input checked="" type="checkbox"/> Third Party Contractors <input type="checkbox"/> Staff Travel Expense <input type="checkbox"/> Staff Overtime Expense <input type="checkbox"/> New Staff Member – Temporary for project <input type="checkbox"/> Computer Hardware/Software  <input type="checkbox"/> <b>Furniture &amp; Equipment</b>  <input type="checkbox"/> <b>Computer Hardware/Software/Supplies</b>  <input type="checkbox"/> <b>New Staff Resources</b> (see Staff Costing Tool) <input type="checkbox"/> <b>Permanent</b> <input type="checkbox"/> <b>Temporary</b> Temp Duration: _____  <b>Other – please describe:</b> none
<b>Business Area:</b> Salt Spring Island Local Trust Committee	
<b>Name of Request:</b> Major amendment to SS OCP	
<b>Date of Funding Request:</b> November 10, 2022	<b>Funding Required for (date range):</b> April 1 2023-March 31, 2024

**ISSUE/OPPORTUNITY:**

This business case involves funding support for a major amendment to the SS OCP and its associated discretionary activities, such as early and ongoing consultation with 13 First Nations that have territorial interests in SSI, external consultants to conduct a robust public engagement process and provide a comprehensive draft of the SS OCP amendment. The major amendment to SS OCP is the final stage for both the Protection of Coastal Douglas-fir Zones and Associated Ecosystems (CDF) and the Housing Action Program (HAP). Both projects were previously approved Islands Trust.

Protection of Coastal Douglas-fir Zones and Associated Ecosystems:

The CDF's objectives, as indicated in the Project Charter, aims to develop an educational toolkit on the protection of CDF and to complete a wildfire protection study to inform policy development. The next step, the

final stage, involves the amendment to the SS OCP on relevant policies and establishing a new development permit area that supports fire mitigation and protection of the CDF ecosystem.

Housing Action Program:

In the past twelve months, the Housing Action Program Task Force explored various measures and made a few recommendations to the SS LTC. Two Bylaws, Bylaw 526 on farm workers housing and Bylaw 530 on Accessory Dwelling Units are proceeding toward the public hearing process, and the Tiny Homes Village Pilot Project has also been launched but will require further promotion and funding. The HAP’s next step is preparing for a major amendment to the Official Community Plan. This significant review and revision to the OCP will tackle a range of issues that impact the affordability of housing, the types of housing options, and the environmental sustainability related to the locations, sizes, and designs of housing development. Issues such as water availability and the moratorium on new connections to the North Salt Spring community water system, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture, and archaeological significance will all be examined in the process. Active and meaningful engagement with First Nations based on the standard of *Free, Prior and Informed Consent (FPIC)* and on-going collaboration with external agencies and local organizations as well as the public-at-large will also be part of this planning process.

In summary, the major amendment to SS OCP for the CDF is to develop a new development permit area through an amendment to the SS OCP to implement the wildfire protection study (soon to be completed in December 2022). The major amendment to SS OCP for the Housing Action Program is to review policies on climate change, environmental preservation, and infrastructure servicing related to affordable housing within the SS OCP. The need to amend the OCP was identified in both projects’ Project Charter; this business case is to request funding to proceed with the last stage of the process for both projects. Staff will draft the revisions to the SS OCP; the consulting team will develop and facilitate a robust public engagement process, and providing professional input to the draft OCP.

**PROJECTED BUDGET:**

The funding request for FY22/23 is to cover costs associated with:

Early and ongoing consultation with 13 First Nations with territorial interests on SSI	Approximately 8 months	\$26,000 (travel & capacity funding)
Consultant selection process for public engagement facilitation/presentation, and consulting contract	Spring 2022 for six months	\$90,000 – consulting contract
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications, facilities rental.	Over the course of 2021	\$8,000
Multiple virtual and/or in-person open houses and community engagement meetings	Over the course of 2023	\$3,000 – technology support, facility rental, and open houses material
	<b>Total</b>	<b>\$127,000</b>

**RISK ASSESSMENT:**

Timelines – a major amendment to the SS OCP is unlikely to conclude in one year. If funding is approved, a request to carry over unspent money will likely be required.

There has been no full review of the SS OCP since its adoption in 2008; the last amendment was an update to the industrial lands per Bylaw 488. The current document no longer reflects current issues, particularly on

policies relating to climate change, First Nations reconciliation, infrastructure servicing, and various affordable housing related policies.

**ALTERNATIVES CONSIDERED:**

**Option 1:** Undertake the work in-house, with a less robust public engagement process, and will require significantly more time and resources.

**CRITICAL SUCCESS FACTORS:**

Skilled facilitation and innovative approaches and an unbiased, neutral third-party professional to assist in the process are critical. The past has demonstrated the challenges of conducting an effective engagement process while balancing competing interests without the ability of staff to appear neutral on the issues. The financial implications of contracting the service may seem to be a reduction of fiscal resources; however, the soft cost, the likelihood of a less successful outreach process, and the additional staff resources required by performing the public engagement in-house may outweigh the cost of contracting a professional facilitator. As attested by the Policy Statement and the Ganges Village planning projects, an effective public engagement process conducted by experienced consultants has proven to be vital to the success of the process.

**RECOMMENDED OPTION:**

Approve the request for \$127,000, to conduct a major amendment to the SS OCP to complete the final stage of the work on the CDF and the Housing Action Program projects.

**COST/BENEFIT ANALYSIS:**

Quantitative Analysis:

- \$90,000 for a contract with a consultant with experience in a public engagement program, from designing visuals, preparing the technical aspect, conducting the facilitation and outreach, to analysing, summarizing and presenting the outcome, and providing professional third-party review of the draft amendment.
- \$26,000 for early and ongoing consultation with First Nations will result in \$2000 per nation should all agree to participate, or offer a higher amount to those who participate and on behalf of other nations through the strength of claim concept.
- The cost of \$21,000 is based mainly on the previous public engagement program; the cost of printing and distribution to the island is substantial but critical and effective, and facilities rental and technology support are estimates based on previous events.

Qualitative Analysis:

Per the Islands Trust “Best Management Practices For Delivery Of Local Planning Services,” the CDF and the HAP are considered extraordinary projects as both involve a major amendment to the SS OCP (and likely a few subsequent LUB amendments). There was unspent money from the previous budget in 2021 but was not being carried over to 2022. As a result, the RFP for a consultant to conduct the public engagement process for HAP was cancelled.

To undertake the major amendment to the SS OCP will require significant funding support. Many efforts at the front end had been undertaken; unless the SS OCP has been updated to reflect the findings and recommendations, all the work that was completed to this stage would be futile.

If the public engagement process has to be done in-house, the amount of time required will be substantially longer than in the proposed timeline originally anticipated in the two Project Charters. Without the consultant’s

support, all the relevant activities within the SS OCP process will be conducted in a more linear process. The preparation, design and facilitation of the various public engagement events, the analysis and drafting of the OCP bylaw, and the subsequent presentation preparation, and the report summary are all very time-consuming. Instead of processing the various steps (including research and analysis of existing conditions and efforts, collaboration and consultation with agencies, community leaders and First Nations, supporting the Task Force activities, working with potential partners such as the universities, research, competing for potential grant funding, and the subsequent drafting of the OCP) while the consultant is launching the public engagement program, many of those tasks will have to be pushed back to work on a public engagement program, the proposed timeline of one year will not be realistic. If a public engagement process is to be conducted in-house, it will impact other planners with a full-load of responsibilities and assignments and the administrative staff's functions.

The consultant team will draw on their experience and propose a creative and responsive public engagement process that to achieve the desired goals and outcomes for the Salt Spring community. They will interview key stakeholders, interest groups, communities, and others who may be the focus of an engagement process. The contract will include the design of a public engagement plan, the facilitation of engagement activities, participation logistics, prepare materials and/or translation, offering interacting tools for public engagement, recording and documenting public input received, conducting an ongoing assessment of engagement activities, summary and presentation of the outcomes to LTC, and other activities as appropriate.

Given the culture in the Salt Spring community, along with certain predetermined ideas of solutions, along with the cynicism towards government at all levels, coupled with diverse and at times, opposing interests within the community, the public engagement program must be done cautiously to transform any pre-conceived mind-sets and to inspire collective common visions. Bringing in a skilled consultant, a neutral third-party professional to help plan, design, facilitate, present, and most importantly, introduce innovative engagement approaches to the process can ensure successful outcomes. We need to draw on the skill sets and experiences, as well as the models or techniques that a professional group can offer to better respond to the public participation needs unique to the Salt Spring community.

**PURCHASING PROCEDURE:**

Per Islands Trust and BC procurement process for hiring consultants.

**PROPOSED IMPLEMENTATION STRATEGY:**

RFP in early 2023, consulting services in late spring, completion of public engagement by late summer, draft OCP by late fall for first reading on draft SS OCP.

**CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:**

Engagement tools will be developed, and a general stakeholder groups have been identified from previous efforts. A specific list of contacts that include stakeholders, community groups, relevant agencies, and various First Nations communities has also been developed.

Louisa Garbo, Acting Regional Planning Manager  
Initiator Name and Title

August 9, 2022  
Date

Reviewed by: Name and Title

Date

**REVIEWED BY MANAGEMENT TEAM:**

Date received:

Approved:  YES  NO

**Next steps:**

- If approved by management:
  - the business case will be forwarded to FPC for review in NOVEMBER.
  - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year (note \$80,000 was submitted as a “placeholder”)
- If not approved by management:
  - the business case will be forwarded to FPC for information in NOVEMBER of each year, but not included in the budget draft.



**Budget Funding Request  
Short-Form Business Case**

Completion of this form initiates a request to the management team for allocation of budget funds. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

**TO BE COMPLETED BY INITIATOR**

<p><b>Initiated by:</b> Louisa Garbo</p>	<p><b>Budget Source</b> (select all that apply):</p> <p><b>X Specific Project Funding</b> (select all that apply)</p> <p><input checked="" type="checkbox"/> Third Party Contractors</p> <p><input type="checkbox"/> Staff Travel Expense</p> <p><input type="checkbox"/> Staff Overtime Expense</p> <p><input type="checkbox"/> New Staff Member – Temporary for project</p> <p><input type="checkbox"/> Computer Hardware/Software</p> <p><input type="checkbox"/> Furniture &amp; Equipment</p> <p><input type="checkbox"/> Computer Hardware/Software/Supplies</p> <p><input type="checkbox"/> New Staff Resources (see Staff Costing Tool)</p> <p style="margin-left: 20px;"><input type="checkbox"/> Permanent</p> <p style="margin-left: 20px;"><input type="checkbox"/> Temporary</p> <p style="margin-left: 40px;">Temp Duration: _____</p> <p><b>Other – please describe:</b></p>
<p><b>Business Area:</b> Salt Spring Island Local Trust Committee</p>	
<p><b>Name of Request:</b> Ganges Village Area Plan</p>	
<p><b>Date of Funding Request: November 10, 2022</b></p>	<p><b>Funding Required for (date range): April 1 2023-March 31, 2024</b></p>

**ISSUE/OPPORTUNITY:**

On November 10, 2020, the SSI LTC passed the resolutions adopting the Project Charter, budget and Engagement Plan for the Ganges Village Planning Project. Since then, a Ganges Village Planning Task Force (aka Special Project Advisory Planning Commission) was formed, meeting twice a month to explore issues, policies and visions, and offered recommendations to the SS LTC. A consulting team was retained to conduct a robust public engagement program, working in conjunction with the Task Force. The consulting team also facilitated a two-day workshop with the Task Force and a community Design Idea workshop. A comprehensive report summarizing the public engagement program by the consulting team is available on the [project webpage](#).

This budget request is for the final stage of the Ganges (Shiya’hwt/SYOWT) Village planning process to draft the Ganges (Shiya’hwt/SYOWT) Village Area Plan. The title of the area plan was suggested by Lyackson First Nations.

Ganges Village is the urban core of the Islands Trust Area and faces unique demands on a scale and intensity not experienced elsewhere within the Trust area. Previous community engagement efforts in relation to Ganges Village Planning were undertaken in 1995 and again in 2006. Much has changed since then while much remains unresolved. For example: Ganges is a First Nations village site, Ganges is subject to sea level rise with the greatest social, economic impacts in the Trust area, Ganges is the focal point of homelessness on Salt Spring Island and has the greatest per capita homeless population in the Capital Regional District, Ganges infrastructure is aging and being replaced or upgraded which requires consideration of growth patterns, Ganges is subject to a moratorium restricting new connections to the community water system. Ganges is the economic driver for Salt Spring Island, and to large extent, the Trust area, and with high land values comes desires to revitalize properties, hotels, harbours, and key institutional lands. Meanwhile policies are woefully outdated and do not reflect Trust Council’s implementation of the First Nations Engagement Principles Policy, Trust Council’s Reconciliation Declaration, and Trust Council’s declaration of a Climate Emergency. To address these numerous issues, the SSI LTC has directed staff to create a Project Charter that will deliver a Ganges Village Area Plan.

This project provides the SSI LTC the opportunity to advance various objectives within the Trust Council Strategic Plan including, but not limited to, the following topics:

- *Mitigate and adapt to climate change impacts*
- *Improve community engagement and participation in Islands Trust work*
- *Strengthen housing affordability*
- *Strengthen relations with First Nations and to advance Trust Council’s commitment to Reconciliation*

**PROJECTED RESULTS/DELIVERABLES:**

The funding request for FY23/24 is to cover costs associated with:

Consultation and coordination between LTC and 13 First Nations	ongoing	\$26,000
Consultant selection process for drafting the area plan and the public consultation of the area plan	Spring 2023 for six months	\$50,000 – consulting contract
Task Force meetings	Over the course of 2023	\$3,500 – (Cost anticipates advertising, and minutes taking at ±\$25/hr)
Technology (mapping, data analysis, etc.) and administrative support for public consultation process	Over the course of 2023	\$2,000
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	Over the course of 2023	\$5,000
	<b>Total</b>	<b>\$86,500</b>

**RISK ASSESSMENT:**

Ganges Village is the Islands Trust’s core urban centre, it is facing an immense demand for development. It will grow in the direction that deviates from the objectives set forth in the Trust Council Strategic Plan, which includes their commitment to First Nations Reconciliations, protection and preservation of the environment, and Climate Change without an area plan to provide specific guidelines for future development.

This is the final stage of the Ganges Area Plan planning process, community has the expectation of an area plan being completed to guide the future of the core area. First Nations also anticipate being part of the process to address the future of Ganges Village as the area continue to grow and prospect with First Nations being part of the process.

**ALTERNATIVES CONSIDERED:**

**Option 1:** Undertake the drafting of the area plan in-house. This option will require substantially longer timeframe to complete this project, which has already been nearly two years in the making. There is limited resources in the SS office, to undertake the drafting of the area plan, the consultation with 13 First Nations, the facilitation of the Ganges Area Planning Task Force, the collaboration with agencies through the existing Technical Working Group, along with public consultation of the draft area plan and various discretionary process will be quite overwhelming for the staff involved.

**Option 2:** Instead of creating a standalone document of an area plan, only amend the existing section of the SS OCP – Section B.5.2 Ganges Village Designation, as part of the major amendment to the SS OCP process. This option will provide limited ability to address issues relating to Ganges Village holistically as identified in the original Project Charter.

**Option 3:** Keep the same project charter and budget but fund the project via a Special Tax Requisition. This project is not relevant to just Salt Spring Island, Ganges Village being the urban heartbeat of the Islands Trust area and Ganges Village Planning is vital to the health of the Islands Trust’s communities as a whole. The project will apply Trust Council’s declarations and implement Trust Councils Strategic Plan. Salt Spring Island contributes the greatest portion of funding to the Islands Trust federation model. Salt Spring Island already uses a special tax requisition to fund SSIWPA which assists other water sustainability projects throughout the Trust area. The impact of funding this project via special tax requisition is to save the overall proposed Trust Council budget of approximately 1%, whereas the special tax requisition would have a more dramatic impact on local Salt Spring Island taxpayers.

**CRITICAL SUCCESS FACTORS:**

With an unbiased, neutral third-party professional to draft the area plan (based on recommendations from the completed engagement program and the Ganges Village Planning Task Force), will help to address public opinions and the pre-conceived notion of the island Islands Trust’s staff.

**RECOMMENDED OPTION:**

Approve the request for \$86,500 as requested.

**COST/BENEFIT ANALYSIS:**

Quantitative Analysis:

- \$50,000 for a contract with a consultant with experience graphic design to content writing. Professional consulting to write area plan usually cost way over \$100,000, but the cost usually included the public engagement component, since the engagement process has been completed, the cost should be substantially lower.
- \$7,000 on technical support and educational material are estimates based on prior processes.
- \$3,500 on task force meetings are estimates based on previous years.

- \$26,000 as capacity fund for First Nations is a low estimates. SS LTC put a pause on the planning process to focus on collaboration with First Nations, this commitment requires funding support.
- The total cost of \$86,500 is very near to the amount that was not carried over from 2021 to 2022 and the amount that was cut by the Executive Committee in early 2022.

**PURCHASING PROCEDURE:**

As per Islands Trust process for hiring consultants.

**PROPOSED IMPLEMENTATION STRATEGY:**

Implementation is for the last stage of the Ganges Village Area Plan planning process as identified in the Project Charter and approved by SS LTC and the Regional Planning Committee.

**CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:**

A standard educational and informational online tools have been developed, and a general stakeholder groups was identified in the Ganges Village Public Engagement Program conducted by the consulting team which included a specific list of contacts of stakeholders, community groups, relevant agencies, and various First Nations communities.

Louisa Garbo, Acting Regional Planning Manager  
Initiator Name and Title

August 9, 2022  
Date

\_\_\_\_\_  
Reviewed by: Name and Title

\_\_\_\_\_  
Date

**REVIEWED BY MANAGEMENT TEAM:**

<b>Date received:</b>	<b>Approved:</b> <input type="checkbox"/> YES <input type="checkbox"/> NO
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**Next steps:**

- If approved by management:
  - the business case will be forwarded to FPC for review in NOVEMBER.
  - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year (note \$80,000 was submitted as a “placeholder”)
- If not approved by management:
  - the business case will be forwarded to FPC for information in NOVEMBER of each year, but not included in the budget draft.

**MINUTES EXCERPT FROM THE AUGUST 9, 2022 SALT SPRING ISLAND LOCAL TRUST COMMITTEE  
REGULAR BUSINESS MEETING**

**8.1. BUDGET BUSINESS CASE FOR SALT SPRING LTC PROJECTS**

Acting RPM Garbo presented the staff report dated August 9, 2022 concerning the Budget Business Cases for Salt Spring LTC Projects.

There was discussion regarding inclusion of a review of the Land Use Bylaw, the assurance that First Nations are included in these processes, and the small size of the budget requested.

**SS-2022-119**

**It was MOVED and SECONDED,**

That the Salt Spring Island Local Trust Committee amend the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan shown in Appendix 1 of the staff report dated August 9, 2022 by increasing the projected budget by \$100,000 to include technical analysis and collaboration, and include the review of the Salt Spring Island Local Trust Committee Land Use Bylaw in the title of the project.

**CARRIED**

**SS-2022-120**

**It was MOVED and SECONDED,**

That the Salt Spring Island Local Trust Committee endorse the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan and Land Use Bylaw shown in Appendix 1 of the staff report dated August 9, 2022 as amended and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.

**CARRIED**

**SS-2022-121**

**It was MOVED and SECONDED,**

That the Salt Spring Island Local Trust Committee endorse the Business Case for the Ganges (Shiya'hwt/SYOWT) Village Area Plan shown in Appendix 2 of the staff report dated August 9, 2022 and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.

**CARRIED**

**SS-2022-122**

**It was MOVED and SECONDED,**

That the Salt Spring Island Local Trust Committee request the Executive Committee follow up with the Minister of Municipal Affairs on his expressed interests for the Ganges (Shiya’hw̓t/SYOW̓T) Village Area Plan as a pilot for cooperative planning with First Nations.

**CARRIED**

**SS-2022-123**

**It was MOVED and SECONDED,**

That the Salt Spring Island Local Trust Committee request staff to report back on options to facilitate the development of a new protocol agreement or a memo of understanding between the Local Trust Committee and the Capital Regional District to facilitate improved cooperation on local and regional planning issues.

**CARRIED**

**From:** Laura Patrick <[lpatrick@islandstrust.bc.ca](mailto:lpatrick@islandstrust.bc.ca)>  
**Sent:** Thursday, December 1, 2022 7:28 PM  
**To:** Gary Holman <[REDACTED]>  
**Cc:** Jamie Harris <[jharris@islandstrust.bc.ca](mailto:jharris@islandstrust.bc.ca)>; Timothy Peterson <[tpeterson@islandstrust.bc.ca](mailto:tpeterson@islandstrust.bc.ca)>; SSIInfo <[ssiinfo@islandstrust.bc.ca](mailto:ssiinfo@islandstrust.bc.ca)>  
**Subject:** Re: Affordable Housing Opportunities/Initiatives

I would expect a housing strategy to take potential funding opportunities into account.

Sent from my iPhone

On Dec 1, 2022, at 18:58, Gary Holman <[REDACTED]> wrote:

Hi Laura, first things first. I want to have a clearer understanding of what the SGI strategy actually is, and whether it may preclude us from larger scale, more conventional funding from CRD. Gary

Sent from my iPhone

On Dec 1, 2022, at 6:48 PM, Laura Patrick <[lpatrick@islandstrust.bc.ca](mailto:lpatrick@islandstrust.bc.ca)> wrote:

Gary,

I would appreciate you letting us know when the CRD will expand the 2022 Southern Gulf Island Housing strategy to include Salt Spring.

I look forward to working on a new protocol agreement between the Salt Spring Island Local Trust Committee and the CRD that includes community planning.

Here's to a productive term and equitable housing initiatives that support a diverse and resilient Salt Spring.

Laura

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**From:** Gary Holman <[REDACTED]>  
**Sent:** Thursday, December 1, 2022 5:54 PM  
**To:** Laura Patrick; Jamie Harris; Timothy Peterson  
**Subject:** Affordable Housing Opportunities/Initiatives

Hello Trustees, I'm forwarding a summary of affordable housing opportunities and initiatives that I put together for the recent election campaign. I'm sure there will be statements in the summary that you won't necessarily agree with, but nevertheless some of it might be useful in your thinking about the issue.

Regards to all, and see you December 13. Gary

## **We're Making Progress, Let's Continue to Build on This**

During this term, by working together, SSI will have built or secured commitments for 120 units of affordable housing of all types, including SS Commons (24 units), Croftonbrook (54 units), Drake Road supported housing (28 units) and the Seabreeze (15-18 units). This does not include the measures implemented by Islands Trust regarding legalization of hundreds of suites and cottages, including cottages on ALR land that will also help support local farmers and food security.

I believe the way forward for continued progress on affordable housing is clear, and while we will also take advantage of unforeseen opportunities, the following is an outline of my priorities as I see them now.

***Building new housing on properties already designated for affordable housing including Dragonfly, CRD's Drake Road, and the Land Bank.*** A total of over 100 affordable housing units are possible on these properties. An under-appreciated secondary benefit of new housing is that it frees up existing rental units. The priority for CRD's Drake Road property is to prove groundwater supplies (a new well funded by gas tax is being drilled now) and to solicit and help secure funding for new proponents, including off-island NGOs. For Dragonfly, an ownership project funded by buyers (and of course, community-minded property owners), the priority is to establish a new CRD water utility and perhaps use gas tax funding to help fund any necessary upgrades to Drake Road or connecting pathways to Ganges. CRD can also assist the Land Bank properties with gas tax funding for infrastructure and perhaps in other ways such as securing funding.

***Securing permanent funding for our homeless shelter.*** The current 24/7 funding for Community Services' homeless shelter, which we secured this term, extends until the end of March, 2023. My understanding is that BC Housing is including permanent year round 24/7 funding for the shelter in the next Provincial budget. I will work with Community Services, MLA Olsen and other locally elected officials and organizations to ensure the Housing Minister understands that permanent funding for our homeless shelter is vital in a community with one of the highest per capita homeless rates in BC.

***Renew CRD regional housing funding, including incentives to renovate suites and cottages for long term, affordable housing.*** CRD regional housing programs have allocated millions in funding to Salt Spring and have supported thousands of

affordable housing units across the region. These programs are now coming to an end and must be renewed, along with matching funding commitments from BC Housing and CMHC. I will be advocating for an even more ambitious program, not just because of the dire need for affordable housing, but because it is an excellent investment from both a financial and socio-economic perspective.

I will also be advocating for more flexible funding criteria, including incentives to renovate suites and cottages for long term, affordable rentals, similar to a program that was implemented in Victoria. Depending on the scale of the incentive, a housing agreement could also be placed on the dwelling unit to ensure affordable rentals for a period of time. Such an incentive could be applied to new rental units in the NSSWD water moratorium area to help fund water conservation measures that would ensure no net increase in water demand from the property.

***Continue use of gas tax funding for housing infrastructure and establish an inter-agency working group to explore other measures to free up water in the NSSWD and Fulford Water District service areas for affordable housing.*** I've provided some examples above about how gas tax funding is currently being used to support affordable housing on Salt Spring. I will advocate the establishment of an inter-agency working group, perhaps convened under the auspices of the SSI Water Protection Alliance (SSIWPA), to identify how measures such as gas tax funding for water conservation and transfers of unused water connections or even water licenses could be used to free up water for affordable housing.

By collaborating with NSSWD, the Fulford Water District, Islands Trust and Provincial water licensing authorities on such measures we could focus new affordable housing in or near villages rather than promoting development in environmentally sensitive areas (e.g., drinking watersheds) or remote locations that will reinforce car and fossil fuel dependency. Reclaiming very highly treated water from the Ganges sewage treatment plant for non-potable irrigation and fire fighting will also be examined this term. The treatment and distribution of reclaimed water are technically feasible (in fact, quite common in other jurisdictions), but the costs are also likely significant.

***Secure permanent funding for the SSI Housing Council.*** The Housing Council is a group of community organizations that are building and advocating for affordable

housing of all kinds, including related supports and facilities for the unhoused. The Council meets regularly to share information and promote collaboration. A draft governance study has been completed to examine alternative organizational and funding structures. The Housing Council could go beyond information sharing and actually provide services (e.g., a rental referral/matching service, monitoring housing agreements, providing short term financial assistance to avoid evictions), and even become a housing provider. However, the first step is to complete the governance study to clarify its objectives, structure and funding. I have made a standing offer to provide grant in aid funding to complete this study.

***Include SSI in the Speculation and Vacancy Tax and explore implementation of a business license to better enforce the ban on Short Term Vacation Rentals (STVRs).*** One of my platform commitments in 2018 was to explore the inclusion of Salt Spring in the provincial Speculation and Vacancy Tax (SVT). I have done this by providing a summary of the tax for locally elected officials and also requesting a CRD staff report. The SVT is not a panacea, but it is an important tool now in place for all municipalities in the CRD, and I now have been advocating for Salt Spring's inclusion. The SVT would result in a property tax surtax ranging from 0.5% to 2%, depending on the owners' residency status, for homes left vacant for at least 6 months of the year. Property owners would also be exempt from the tax if part of their property (suite or cottage) was rented out. Proceeds from the SVT are earmarked by legislation for affordable housing within the taxed area. I will be advocating that the revenues are returned to local jurisdictions, but this shouldn't be an obstacle to inclusion.

Locally elected officials participated in two meetings organized by our MLA with the Minister of Finance to advocate for SSI's inclusion. The SVT has recently been expanded to include 6 smaller municipalities on South Vancouver Island. The Minister has so far declined to include SSI, explaining that SSI was not excluded by policy, but inclusion would depend on an assessment of SVT impacts in smaller communities. To be pursued next term.

Islands Trust has proposed that business licensing be implemented on SSI to better manage STVRs. As requested by the Trust, I directed CRD staff to provide a staff report on business licensing (as well as the SVT). Staff concluded that the costs of CRD implementing a business licensing program would not be covered by

license fees, and so unlike the SVT, would require ongoing taxpayer support. Staff also indicated that the required Provincial approval for business licensing could also be requested by the Trust as a logical extension of their land use authority and existing OCP, bylaws and experience regarding STVR enforcement. Business licensing could also be applied throughout the Trust area, resulting in economies of scale for administration. I believe business licensing could be helpful in enforcing the ban on STVRs, but I want to be clear that licensing should be applied to tourist accommodation currently supported by our OCP, and not to permit and manage stand-alone STVRs.

**From:** Community Relations <[communityrelations@bchousing.org](mailto:communityrelations@bchousing.org)>  
**Sent:** Monday, December 5, 2022 4:04 PM  
**Subject:** Community Advisory Committee for 154 Kings Lane

Hello,

We are writing to let you know about a Community Advisory Committee (CAC) that is being set up to support the temporary supportive housing project at 154 Kings Lane. We are currently seeking a primary and an alternate representative from your organization to join.

### **What is a CAC?**

A Community Advisory Committee is a group that meets regularly to share information, ask questions and raise concerns through respectful dialogue. This group's overall purpose is to help ensure the supportive housing service provider and residents integrate well into the community.

This CAC will be made up of a small group of individuals ideally representing the following groups:

- Two to three community members (application forms have been shared with interested individuals)
- One BC Housing representative
- One Umbrella Society representative
- One Gulf Island Seniors Association representative

### **What is the time commitment?**

This committee will meet quarterly for an initial period of one year. We are aiming to host the first meeting on January 24, 2023. The first meeting will be held virtually. Future meetings will be arranged at a time that suits committee members.

### **Steps for joining the CAC**

Please complete the attached forms and submit both documents to [communityrelations@bchousing.org](mailto:communityrelations@bchousing.org) by 5 p.m. on Monday, December 19, 2022.

We will contact your chosen representatives by phone or email by Friday, January 6 to with an invitation to the first virtual meeting.

Keep up to date on our plans for supportive housing on Salt Spring Island by visiting [letstalkhousingbc.ca/salt-spring-island-supportive-housing](http://letstalkhousingbc.ca/salt-spring-island-supportive-housing).

Thank you for participating in this important community engagement process.

Sincerely,  
BC Housing



Community Advisory Committee  
Partner Representative Application Form  
154 Kings Lane, Salt Spring Island

We invite you to identify a member of your organization to act as a representative on the Community Advisory Committee (CAC) for the temporary supportive housing project at 154 Kings Lane on Salt Spring Island. Please also identify a second person to act as an alternate.

If you wish to participate, please complete this form and submit it to [communityrelations@bchousing.org](mailto:communityrelations@bchousing.org) by 5 p.m. on Monday, Dec. 19, 2022.

### Primary CAC Representative

Name: \_\_\_\_\_  
(First) (Last)

Organization: \_\_\_\_\_

Position/title: \_\_\_\_\_

Email address: \_\_\_\_\_

Mailing address: \_\_\_\_\_

Phone number(s): \_\_\_\_\_

### Alternate CAC Representative

Name: \_\_\_\_\_  
(First) (Last)

Organization: \_\_\_\_\_

Position/title: \_\_\_\_\_



## Alternate CAC Representative (cont'd)

Email address: \_\_\_\_\_

Mailing address: \_\_\_\_\_

Phone number(s): \_\_\_\_\_

BC Housing will review all applications and select CAC members. We will contact selected applicants by phone or email to invite them to the first meeting. Future meetings will be arranged at a time that suits committee members. Meetings may be held virtually.

All CAC members will be required to sign the Terms of Reference prior to the first meeting to confirm their participation.

**Terms of Reference**  
**154 Kings Lane, Salt Spring Island**  
**Temporary Supportive Housing Community Advisory Committee**

## 1. Background

Kings Lane supportive housing has been operational at 154 Kings Lane since August 2022. Operated by the Umbrella Society, this project currently provides temporary housing with supports to members of the Salt Spring Island community who are at risk of or experiencing homelessness.

Umbrella Society staff are onsite 24/7, providing support services to residents including access to health supports and meals.

To support the continued successful integration of the building and residents into the surrounding community, BC Housing and Umbrella Society are establishing the Kings Lane Community Advisory Committee (CAC).

## 2. Purpose

The purpose of the CAC is to provide the project team and a broad cross-section of the community with a mechanism to:

- Build and maintain positive relationships amongst the community, the building operators and the program partners
- Facilitate information sharing and dialogue
- Identify and resolve any issues, opportunities and concerns related to building operations
- Support the success of the supportive housing project

The purpose of this Terms of Reference is to ensure members of the CAC are aware of expectations, commitments and their advisory role.

## 3. Committee Membership

a. Representation

For the CAC to be effective, it is important to limit overall committee size while maintaining a balance of voices at the table. The following representatives are invited to join:

- Two to three community members
- One BC Housing representative
- One Umbrella Society representative (supportive housing service provider)
- One Gulf Island Seniors Association representative (landowner)

b. Selection process

BC Housing will review all applications and select CAC members. Preference given to people who:

- are willing to abide by the Committee Terms of Reference and required time commitment,
- are currently affiliated with multiple community organizations,
- have experience representing their community on other committees/boards, etc., and
- live and/or work within a five-block radius of the housing site.

BC Housing will review the applications and identify community member representatives and alternates who best meet the membership criteria. The program partners will designate their own Committee members and one alternate.

#### **4. Time commitment**

The CAC will meet quarterly for a one-year period. The first meeting will be held virtually. Future meetings will be arranged at a time that suits committee members. In addition to regular meetings, there may be occasions when special meetings may be called for a particular reason. As much advance notice as possible will be given to ensure members can make necessary arrangements.

Regular Committee meetings will be limited to 60 minutes and adhere to the meeting agenda.

#### **5. Participation**

The Committee serves as an advisory group, not a decision-making body.

To ensure CAC meetings have the full spectrum of community perspectives, attendance at all regular meetings is required by all community representatives or their alternate. Should more than

two regular meetings be missed, the member will be contacted by the Chair to determine whether they still wish to continue as a CAC member or to discuss whether a new representative and/or alternate is appropriate.

When appropriate, specialists may be invited to participate in meetings to address specific agenda items.

Committee membership is on a volunteer basis and members will not be remunerated for their participation.

## 6. Term

The CAC will meet quarterly for a one-year period. After this time the Committee's utility will be reviewed. Should the Committee members agree that it should continue, meetings may shift to a less frequent basis unless determined otherwise by the Committee members.

## 7. Meeting Structure and Committee Resources

BC Housing will provide a Chair to host the CAC meetings. The meeting Chair will act in an impartial manner to guide the process, facilitate respectful dialogue, handle difficult situations and behaviors, and maintain an environment conducive to sharing information and encouraging all members to contribute. They are responsible for keeping the advisory committee on time and on task and working with the meeting Secretary to prepare advisory Committee agendas and unbiased and accurate meeting summaries.

The meeting Chair will develop and follow a structured agenda, including:

- Kings Lane building update and discussion
- Resident update and discussion
- Program partners update and discussion
- Community members update and discussion
- Review of action items and follow up

BC Housing will provide a meeting Secretary to assist with scheduling and liaising with Committee members, set up meeting links, provide notetaking, including tracking key discussion points, responses, action items and follow up details, and oversee the distribution of the meeting agendas and summaries.

The meeting summaries will not be verbatim recordings but will attempt to capture the essence of comments and responses. The summaries will attribute comments to Umbrella Society, and the other agencies, however attribution of community input will be generic (i.e. *Community Comment*) and will not identify the individual. While the BC Housing and Umbrella Society will ensure that privacy standards are maintained, there may be occasions where sensitive matters need to be discussed. When such matters are part of the discussion, there will also be an open CAC discussion of how to appropriately present the essence of the matter in the minutes while respecting any sensitivity.

All action items will be noted in the minutes including who will be responsible for follow-up and a deadline for completion.

Recording of the meetings (audio or visual) by members other than the note-taker is not permitted unless agreed to by all present.

The meetings will be structured to encourage free and open discussion of relevant issues, within the constraints of planned agendas. The goal is not to seek consensus or majority opinion, but to discuss and note views and opinions, propose solutions and work toward constructive outcomes. The Umbrella Society commits to seriously considering the CAC's comments, as relevant, in making decisions or taking actions.

These meetings will take place virtually. BC Housing will be responsible for hosting the virtual meeting space.

## 8. Rules of Conduct

To ensure that the CAC is maintained as a forum for Umbrella Society, the housing partners and the site's neighbours to freely exchange information, discuss issues and work towards constructive outcomes, members and alternates must:

- agree to operate in accordance with the Terms of Reference.
- participate regularly or arrange alternate representation at scheduled CAC meetings.
- be respectful of the expression of diverse opinions which may be similar or different than those of other CAC members.
- respect that Umbrella Society and the housing partners reserve the right to protect the privacy of individual tenants and staff – personal information will not be shared with the CAC.
- be prepared to work constructively and collaboratively with members of CAC and the Umbrella Society to address areas of mutual concern.

- listen actively to others. Avoid interrupting and one-on-one side conversations while other people are speaking.
- manage personal participation by sharing speaking time, debating ideas not individuals, and actively providing focused input, comments, and questions.
- refrain from using language or acting in a way that is threatening, abusive, racist, or otherwise disrespectful.
- bring any concerns regarding the operation of the Kings Lane building to the attention of the Umbrella Society building manager according to the contact protocol as soon as possible; the concerns may then be brought to the attention of the CAC; and
- not act as a spokesperson for CAC. This is not meant to fetter the ability of any CAC member to speak with the media as a private citizen.

If a member is unwilling to abide by the Terms of Reference, BC Housing reserves the right to rescind the membership of that person and seek a new member to replace the role.

## 9. Terms of Reference Revision

From time to time, it may be necessary to amend the Kings Lane CAC Terms of Reference. This will be agreed upon, with active involvement of CAC members and BC Housing to ensure that the changes are supported and that any partner organizations understand and continue to commit their membership under the changed conditions.

I have read and agree to abide by these Terms of Reference:

Name: \_\_\_\_\_

Committee Role: \_\_\_\_\_

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**From:** Mielle Chandler <[REDACTED]>  
**Sent:** Monday, December 5, 2022 9:04 AM  
**To:** Laura Patrick <[lpatrick@islandstrust.bc.ca](mailto:lpatrick@islandstrust.bc.ca)>; jamie harris <[REDACTED]>; Timothy Peterson <[tpeterson@islandstrust.bc.ca](mailto:tpeterson@islandstrust.bc.ca)>; Gary Holman <[gholman@crd.bc.ca](mailto:gholman@crd.bc.ca)>; Chris Hutton <[chutton@islandstrust.bc.ca](mailto:chutton@islandstrust.bc.ca)>  
**Subject:** Fwd: [REDACTED] resolved

Sent from my iPhone

Begin forwarded message:

**From:** Patrick Koby <[pkoby@crd.bc.ca](mailto:pkoby@crd.bc.ca)>  
**Date:** December 5, 2022 at 8:54:55 AM PST  
**To:** Mielle Chandler <[REDACTED]>, Mike Taylor <[MTaylor@crd.bc.ca](mailto:MTaylor@crd.bc.ca)>  
**Cc:** Shelley Currie <[scurrie@crd.bc.ca](mailto:scurrie@crd.bc.ca)>  
**Subject:** RE: [REDACTED] resolved

Mielle,

Thank you for the update, once the trailer is removed please call our office and let us know, I can then schedule a site visit to confirm. Once our office has confirmation, I can close the file.

Thank you

Patrick Koby | Building & Plumbing Inspector  
Building Inspection | Capital Regional District  
206-118 Fulford Ganges Road, Salt Spring Island, BC V8K 2S4  
T: 250.537.2711 | Email: [bsaltspring@crd.bc.ca](mailto:bsaltspring@crd.bc.ca)  
Office Hours: Monday - Friday 8:30am – 4 :30pm



**From:** Mielle Chandler [[mailto:\[REDACTED\]](mailto:[REDACTED])]  
**Sent:** Sunday, December 04, 2022 11:20 AM  
**To:** Patrick Koby <[pkoby@crd.bc.ca](mailto:pkoby@crd.bc.ca)>; Mike Taylor <[MTaylor@crd.bc.ca](mailto:MTaylor@crd.bc.ca)>  
**Subject:** [REDACTED] resolved

**CAUTION:** This Email is from an EXTERNAL source. Ensure you trust this sender before clicking on any links or attachments.

Dear Patrick,

This email is to inform you that due to the stress of ongoing (and unfair) enforcement by Islands Trust, and the latest November 24th disproportionate enforcement against [REDACTED] tiny house which you participated in (three officers from three different local governments joining to enforce against a sweet little caravan on the edge of a field on a rural mountainside) [REDACTED] will be moving [REDACTED] and [REDACTED] tiny house off the Island.

I will let you know when [REDACTED] and [REDACTED] house are gone so that you can close the file.

Please have your file on me and my property reflect the **immediate proactive attention and compliance** given to the "do not occupy" notice you left on [REDACTED] tiny house, as well as the immediate addressing of the Island Health officer's concern about a very minor greywater pipe that I was unaware of and had not given permission for.

Healthy and safe buildings are very important and are best achieved by your department fostering a collaborative relationship with the residents and landholders committed to following the rules and doing things legally and according to code. It is important that we work together, not against each other.

When you show up to a property with the Trust Bylaw Manager in tow, especially when the residents of the property have experienced unfair bullying on the part of Trust Bylaw Enforcement Officers (this has been subject to an Ombudsperson's Office investigation...and I am now asking that the investigation be reopened), the opposite of good collaboration with those residents is fostered.

For future visits to my property, please reach out to me in advance at this email address or on my cell: [REDACTED]

Thank you for all your assistance in addressing this matter.

I look forward to working with you in a collaborative manner on building permits, and I look forward to your inspections on builds themselves.

Also, so that you don't think I am being overly-sensitive or defamatory about the situation with Trust Bylaw Enforcement, I would be happy to share the administrative fairness documents I am sending to the Ombudsperson's Office, as well as the chronology of 'enforcement events' which I am preparing for the Trustees. Let me know.

Thanks again,  
Mielle

This message is intended only for the use of the individual or entity named above, and may contain information that is privileged, confidential or exempt from disclosure under applicable law. If you are not the intended recipient or their employee or agent responsible for receiving the message on their behalf your receipt of this message is in error and not meant to waive privilege

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