Salt Spring Island Local Trust Committee

Regular Meeting Addendum

Date:	Thursday, May 8, 2025
Time:	12:30 p.m.
Location:	Meaden Hall
	120 Blain Road, Salt Spring Island, BC

STAFF REPORT

File No.: 12-12-6500-02
Work Program

DATE OF MEETING:	May 8, 2025
TO:	Salt Spring Island Local Trust Committee
FROM:	Chris Hutton, Regional Planning Manager Salt Spring Island Team
SUBJECT:	Quarterly Work Program Update

RECOMMENDATION

1. **That the Salt Spring Island Local Trust Committee receive the Work Program Update Report from the Regional Planning Manager, dated February 13, 2025 for information, noting its consent for the various changes indicated in the body of the report.**

2. **That the Salt Spring Island Local Trust Committee forward the top three priorities in the Salt Spring Island Local Trust Committee Active Projects List, presented in the February 13 Regular Meeting Agenda, to Trust Council.**

3. **Endorse the revised Business case in Attachment 1 of Work Program Update Report from the Regional Planning Manager, dated February 13, 2025, and request that staff forward the Business Case to Trust Council and Financial Planning Committee for consideration.**

4. **Direct the Chair to send letters to each First Nation with treaty and/or territorial interests in the Salt Spring Local Trust Area that discusses resolution SS-2019-253 fulfils the directive of that resolution.**

REPORT SUMMARY

In accordance with the previously articulated schedule of staff reports on the Salt Spring Island Local Trust Committee Work Program, including:

1. Work Program Review
2. An update on business cases for the 2025-2026 Fiscal Year
3. A review of the Future Projects List to commence preparation of new Project Charters for FY2026/27 Projects.

The Year End Summary and Annual report of FY2024-25 is not included as year-end numbers have not been completed yet and the annual report is covered in a separate report on this agenda.
This report includes a number of additional business items:

- Discussion of OCP-LUB Project reporting and monitoring expectations
- Standing Resolutions
- First Nations Letter for Fiscal 2025-2026

BACKGROUND

Staff have committed to presenting quarterly on the overall Salt Spring work program so that Trustees are aware of current workloads and to maintain ongoing consideration of resource availability. This reporting is a reflection point to provide staff and Trustees an opportunity for regular discussion of the LTC work program and meet the need for more attentive and proactive management of the LTC Work Program. These reports are scheduled and to anticipate Trust Council meetings and to ensure that Work Program is reflective of the budget cycle outlined in Trust Council Policy No. 6.3.1 – Budget Process, with regards to budget management. Each quarterly summary includes a summary and discussion of the Follow-Up Action List (FUAL), Active Projects List (APL), and Future Projects List (FPL). The Schedule of Report Objectives for quarterly reports has been developed to ensure that the reviews drive budget planning and project execution.

Date	FY2024/25 Projects	FY2025/26 Projects	FY2026/27 Projects	FY2027/27 Projects
2025-05	*Year-End Summary and Annual Report*	*Initiated funded projects*	*Review Preliminary Project Charters and request business cases.*	
2025-08 (Special)		*APL in-focus for fall engagement.*	*Authorize business cases to TC/Committees.*	
2025-11		*Focus on project execution.*	*Refine business cases, if necessary.*	
2026-02		*Spending forecast to year-end*	*Business case updates.*	*FPL review, request new or updated project charters.*
2026-05		*Year-End Summary and Annual Report*	*Initiated funded projects*	*Review Preliminary Project Charters and request business cases.*

Workload

Development application work load is important background information. It is important to provide these services in a timely manner and neither staff or Trustees can control how many applications are received. This table considers the total number of development planning applications, but does not include building permits. As the resource is shared across the organization, neither the Planning Technician as an FTE nor building permits as applications are included in these counts. Calculations of applications per funded and available FTE do not take into account that some included planners do exclusively projects, or split project work and development applications.

Salt Spring's applications have declined in the past three months and this is partly due to a high number of applications being processed, particularly delegated development permits. New applications have slowed recently as well, but notably, staff are fielding inquiries for a number of higher density affordable housing developments. Salt Spring no longer has the highest number of applications per planner, but an ongoing island planner vacancy puts us in a very close second place.

This table adds the average time in queue for each office. This measure was taken by counting the number of whole months from the date the application was entered to May 2, 2025. The average number of whole months was then calculated. This number simply represents the current application load and does not reflect average processing times.

Office	Total Applications	Applications/ Funded FTE	Applications/ Available FTE	Average Time in Queue
South	47	7.83	7.83	16.25
North	73	16.22	16.22	22.7
Salt Spring	60	20	15	20.9

Additionally, staff continue to conduct a range of tasks and duties that are necessary to providing good service in the administration of land use planning regulations on Salt Spring, but which lie outside the intended regular work of a regional office of the Islands Trust:

- Coordinating relationship building with LCC.
- Developing and maintaining relationships with 13 First Nations with territorial/treaty interest in lands and waters surrounding the LTA[1]
- Increased hands-on support for applicants transitioning to the CityView Portal, complicated by the usual presence of a local office that serves ~40% of the Islands Trust population, thus creating an expectation of such hands-on support.
- Coordinating with North Salt Spring Waterworks District as its 10-year long moratorium has been lifted and adjusting to new administrative procedures to ensure that resumption of this service is streamlined with other development review bodies.
- Relocation of the Salt Spring Island Office and coordinating the continuation of service during a temporary office closure.

As the only full-service community with more than 10,000 residents in the Islands Trust, Salt Spring is unique in the Islands Trust and its policy challenges often require cooperation with other governments as well as the community’s robust third sector. The ongoing office closure during renovations has not abated service calls and staff continue to work with community members to find ways to maintain service levels.

DISCUSSION

Work Program Review

[1] Note, while working with First Nations is important, Salt Spring Island must engage with 13 separate First Nations across four language groups, with various levels of administrative capacity and land rights resolution.

Active Project List

The APL has been updated to clarify next steps. Primarily, this reflects recent advancement on the OCP-LUB contract and action stemming from appointment of the Project APC.

In addition, staff have updated the Housing Action Project as it relates to the ADU Bylaw Minor Project (Bylaw No. 537), with the hope that an upcoming meeting with Tsawout represents an opportunity to advance this referral.

Noting a decline in applications and staff development the team has been able to re-visit the water sustainability project and we expect to bring new information regarding this set of projects in the coming months and hope to provide more clear dates for expected movement in the coming LTC meetings.

Priorities Report

The current priorities report consists of the top three items in the Active Projects List. This list still meets current staff capacity on Salt Spring Island, given the workload and staff context. LTC should advise if the ordering of these projects is in accurate. Staff have otherwise recommended that LTC Pass a resolution to forward its top three items in the Active Projects List as its Priorities Report to Trust Council.

Future Projects List

The FPL was updated following the February update report to refine the number of projects. Increasingly, the list contains standing items that relate to core bylaws (OCP and LUB among them) that contain a range of smaller projects. This is an acceptable use of the FPL, but does mean that Trustees should give consideration to the FPL frequently with intent to prioritize and drive development of future projects. Staff will continue to take direction from LTC on how this list should be updated and review other categories in the next quarterly review.

The last quarterly report indicated that discussion about ways that administrative bylaws can be amended to improve service is being discussed with a goal to reduce friction in our procedures in order to move out tasks more quickly, while ensuring that our services are equitable and transparent. Staff still hope to present possible additions to the administrative category in the FPL, but a recent change in the administrative team may delay this update. As previously noted, these items stand to be low-cost, but do require greater commitment of administrative resources at the outset and would be focused on delivering benefits in future work.

Requests for Project Charters for FY2026-27:

As noted, the Future Project List review is intended to inform future projects and funding requests. Staff noted that it is ideal to begin to receive requests for project charters now to ensure that staff provide the best information possible for LTC to approve project charters and proceed with business cases and budget requests to be ready in early fall as the budget preparation process begins.

Staff note that, if the OCP-LUB timeline is followed, the 2026/27 Fiscal Year will start with the ongoing legislative process of finalizing the OCP-LUB Update Project Review, including readings, referrals, and a public hearing. Referrals and public hearing for such projects will be resource-intensive and may draw down meeting budgets and other ways that we support such projects.

The balance of the year may be an opportune time to consider administrative bylaw updates and technical minor updates that would improve staff capacity and understanding of Islands Trust bylaws and documents. Such an approach would de-prioritize the creation of business cases at this time as these would likely be approved through minor projects, if budget resources are needed.

Follow Up Action List (FUAL)

Staff have updated the FUAL to reflect work added and completed since the last LTC. No noteworthy items are to be brought forward and staff continue to work through the FUAL along side current applications, project tasks, and the exceeding tasks outlined above.

Discussion of Project Reporting Expectations

Staff have previously committed that the OCP-LUB Project will provide quarterly reports. While we certainly anticipate much more frequent discussion of OCP tasks, these reports are intended to maintain a consistent guide of anticipated schedule and budget. As the project advances, we hope that these updates will be enable us to elevate issues more quickly, particularly to Trust Council should the need arise, on the quarter. Of course, if Trustees have individual questions, or wish to receive updates more frequently, this request should be provided through LTC and a discussion about how staff can best serve the project and LTC's needs.

Review of Standing Resolutions

The reintroduction of Work Program reporting has benefited a number of areas, but other aspects of our operations have not yet been thoroughly reviewed. One important source of LTC policy is a set of standing resolutions. The Standing Resolutions List is contained in this agenda. There are 15 Standing Resolutions at this time. Seven of these relate to procedures for current planning; three (3) relating to quarterly reporting; Overall, resolutions that relate to procedural compliance and reporting are functioning well or improving. Procedural resolutions relate to a range of specific policy areas. A summary of these is not provided here, but staff welcome suggestions on how these could be changed, but note that each has some degree of sound reasoning and is consistent with practice in other communities in the province.

Staff suggest that there is reasonable conformance with the three standing reslutions on regular reporting, to the extent that these items are in the control of Islands Trust to execute. These include:

1. SS-11-10: Quarterly in-camera reports on active bylaw enforcement to LTC.

2. SS-2017-09-13: Quarterly delegations from NSSWD are more consistent, particularly given the current policy changes and projects underway.

3. SS-2017-16: Quarterly reporting summary of application tracking is presented at each LTC meeting and a Trust-wide high-level summary of applications is provided in this report.

There are two resolutions that do bear consideration at the time.

SS-2019-88 – Families as Stakeholders:

> **It was MOVED and SECONDED,**
> *That the Salt Spring Island Local Committee direct staff to include families as stakeholders in Project Charters and to propose family oriented engagement techniques, or to explain why such inclusion is not appropriate.*
> **CARRIED**

This resolution has two main issues:

1. 'Stakeholder' is a common corporate term for partners which has negative connotations to many Indigenous Peoples. When land acquisition was happening, this term referred to the allotment of land to settlers. Settlers were given wooden stakes to claim their plot of land prior

to any treaty or land negotiations with Indigenous Peoples. It's more appropriate to refer to Indigenous Peoples as partners rather than stakeholders.[2]

While the intent of this resolution is inclusive engagement processes, recent shifts towards more expansive views on inclusion may warrant moving away from this terminology. Additionally, the definition of the word “family” is nebulous and difficult to define.

Recent efforts to incorporate inclusion intend to facilitate opportunities the for dialog that are respectful and welcome anyone to contribute, and this includes making every effort to ensure that such spaces are safe and appropriate for all ages. As we incorporate increasingly inclusive engagement efforts, making note of the age diversity of respondents may be a better metric. LTC may wish to consider rescinding this resolution to avoid risks to building relationships with those who identify as Indigenous Peoples and the diverse family systems in various Island households.

SS-2019-253 – Reconciliation

It was MOVED and SECONDED,

that… Whereas the Local Trust Committee seeks to engage in Reconciliation with local First Nations, governments and the island community by honouring the Truth and Reconciliation Commission (TRC) Calls to Action, United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), Draft Principles that Guide the Province of British Columbia’s Relationship with Indigenous Peoples, and Islands Trust First Nations Engagement Principles, the Local Trust Committee endeavours to:

a) Annually, write a letter to First Nations, (re) introducing trustees and staff and provide a schedule of known Local Trust Committee meetings for the upcoming year, as well as, provide an update of current projects and advocacy activities;
b) For various Local Trust Committee meetings, invite elders from local First Nations to attend and provide a traditional welcome to the territory;
c) Work with First Nation governments on cooperative initiatives, including and not limited to, language, place names, territorial acknowledgements, and community education on Coast Salish and local First Nations’ cultural heritage and history;
d) Work with First Nation governments on engagement principles for inclusive land use, marine use, and climate change planning; advocacy, protection and stewardship; and knowledge and information sharing protocols;
e) Establish and maintain government-to-government dialogue with First Nations, now and into the future, based on respect and recognition of Aboriginal rights and title, treaty rights, and First Nations’ traditional territories within the Islands Trust Area.

CARRIED

A recent change in the process of scheduling regular LTC meetings means that meetings are scheduled now until the end of the fiscal, rather than calendar year. Given the other expectations of this resolution, staff are in a better position to advance these annual letters, provide a schedule and provide a full year forecast of anticipated projects.

Research into past compliance with this resolution indicates scarce compliance or success in implementation, with letter writing having only happened in 2023, following the 2022 election. Staff believe that this regular outreach would improve relationship-building with each First Nation with which the Islands

[2] https://www2.gov.bc.ca/gov/content/governments/services-for-government/service-experience-digital-delivery/web-content-development-guides/web-style-guide/writing-guide-for-indigenous-content/terminology#Indigenous

Trust seeks to work with and have provided a resolution to enable staff to work with the Chair to follow up with letters that will achieve this resolution by (re)introducing this resolution and adding to dialog.

NEXT STEPS

- Forward the Priorities Report to Trust Council
- Draft letters to First Nations for Chair

Submitted By:	Chris Hutton, MPA MCIP RPP, Regional Planning Manager	May 2, 2025

ATTACHMENTS

None

BRIEFING

To:	**Salt Spring Island Local Trust Committee**	**For the Meeting of:**	May 8, 2025
From:	**Islands Trust Conservancy**	**Date Prepared:**	March 25, 2025
SUBJECT:	**Notice of Natural Area Protection Tax Exemption Program Application Closure (SS-NAP-2020.3)**		

PURPOSE: To inform Salt Spring Island Local Trust Committee members of an expired Natural Area Protection Tax Exemption Program (NAPTEP) application approval for a Salt Spring Island property, and subsequent closure of application file SS-NAP-2020.3.

BACKGROUND:

In August, 2020, Islands Trust Conservancy (ITC) received a Natural Area Protection Tax Exemption Program (NAPTEP) application from Robert Leader to covenant approximately 3.54 ha (8.75 acres) of Salt Spring Island. The ITC Board accepted this proposal in December 2020 and at its December 2020 meeting, Trust Council passed the following resolution:

> **2020-112**
> **It was Moved by Trustee Stamford and Seconded by Trustee Fast,**
> *That the Islands Trust Council request the Secretary issue a Natural Area Protection Tax Exemption Certificate for the covenanted portion of the property described as 'Lot 2, Section 72, South Salt Spring Island, Cowichan District, Plan 36292 Except Plan 40974, Parcel Identifier 000-395-081' subject to registration of a conservation covenant and completion of a baseline inventory report consistent with the standards developed for NAPTEP.*

Trust Council policy 2.1.10, section 2 (h) sets a 2-year timeframe for covenant registration following approval of the tax exemption. Covenant negotiations for this NAPTEP application were delayed by discussions with the mortgage provider, and the landholder requested an extension. In December 2022, Trust Council passed the following resolution:

> **2022-156**
> **It was Moved by Trustee Yates and Seconded by Trustee Patrick,**
> *That the Islands Trust Council extend the timeline for issuing the Natural Area Exemption Certificate for Natural Area Protection Tax Exemption Program application SS-NAP-2020.3 (Salt Spring Island) until December 2024.*

ITC staff continued to work with the landholder and the mortgage provider, however, active work on this project ceased in early 2023. The landholder did not reply to ITC staff messages and request to confirm continued interest in completing the covenant (see attached). The application file was closed when the NAPTEP approval expired on December 2, 2024.

ATTACHMENTS:

- Letter from ITC staff to R Leader, requested confirmed intent to continue negotiations (28 June 2024)
- Letter from ITC staff to R Leader, informing of application expiry and file closure (20 February 2025)

FOLLOW-UP:

- ITC staff has closed the application file and notified Trust Council, Salt Spring Island Local Trust Committee, and project partners The Land Conservancy of BC and Salt Spring Island Conservancy. No further follow-up.

Prepared By: Kathryn Martell, Ecosystem Protection Specialist, Islands Trust Conservancy

Reviewed By/Date: Wendy Tyrrell, A/Manager, Islands Trust Conservancy, 28 April, 2025

ISLANDS TRUST CONSERVANCY
Protecting Islands in the Salish Sea

June 28, 2024 File Number: SS-NAP-2020.1

Robert Leader
626 Stewart Road
Salt Spring Island, BC
V8K 2A2

Re: Natural Area Protection Tax Exemption Program (NAPTEP) Conservation Covenant Application

Dear Robert Leader,

We have been working together for several years now to complete and register a NAPTEP covenant for your Salt Spring Island property (PID: 000-395-081, Lot 2, Section 72, South Salt Spring Island, Cowichan District, Plan 36292 except Plan 40974). As you will recall, your initial application was due to expire on December 2, 2022, and we approached Trust Council to request an extension to address delays in the process. The extension was granted but will expire December 2, 2024 unless the covenant is registered by then.

In light of this upcoming deadline, Islands Trust Conservancy (ITC) needs to know if you want to proceed with this NAPTEP application. We last actively worked on this project with you in January 2023, when Islands Savings requested that you pay for their legal team to conduct a more thorough analysis of implications of a priority agreement for the covenant over the mortgage. Other components of the covenant agreement are complete except for obtaining this priority agreement.

I have not been able to reach you by email or phone to confirm your continued interest and to establish a timeline for completing the covenant. Please contact me at (250) 405-5176, either way, to let me know your intention. If ITC does not hear from you, the application file will be closed when the NAPTEP approval expires on December 2, 2024.

All the best,

Kathryn Martell
Ecosystem Protection Specialist
Islands Trust Conservancy

CC: Salt Spring Island Conservancy
TLC The Land Conservancy of BC

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ITCMAIL@ISLANDSTRUST.BC.CA · WWW.ISLANDSTRUSTCONSERVANCY.CA

ISLANDS TRUST CONSERVANCY

February 20, 2025 File Number: SS-NAP-2020.1

Robert Leader
626 Stewart Road
Salt Spring Island, BC
V8K 2A2

Re: Natural Area Protection Tax Exemption Program (NAPTEP) Conservation Covenant Application

Dear Bob,

The NAPTEP application approval for your Salt Spring Island property (PID: 000-395-081, Lot 2, Section 72, South Salt Spring Island, Cowichan District, Plan 36292 except Plan 40974) expired on December 2, 2024.

Since we were unable to complete and register the covenant before then, and I have not heard from you whether you are interested in continuing the project, ITC has closed your application file.

Please contact me at (250) 405 – 5176 if you are interested in re-opening this application and pursing NAPTEP again in the future. It was a pleasure to work with you over the past several years, and I'm pleased to know that the property is protected by the existing covenant and well-stewarded by you and your family.

All the best,

Kathryn Martell
Ecosystem Protection Specialist
Islands Trust Conservancy

CC: Salt Spring Island Conservancy
TLC The Land Conservancy of BC