



Salt Spring Island Local Trust Committee

Regular Meeting Addendum

Date: Thursday, April 11, 2024
Time: 9:30 a.m.
Location: Meaden Hall
120 Blain Road, Salt Spring Island, BC

	Pages
14. LOCAL TRUST COMMITTEE PROJECTS	1:00 PM - 2:00 PM
14.1 Official Community Plan - Land Use Bylaw Update Project	
14.1.1 <u>Terms of Reference - Official Community Plan - Land Use Bylaw Update Project</u>	2
Staff Report	
15. NEW BUSINESS	2:00 PM - 3:00 PM
15.1 Salt Spring Island Annual Report	
15.1.1 <u>Salt Spring Island Annual Report</u>	37
For Decision	

File No.: 6500-20
Salt Spring Island OCP-LUB
Update Project

DATE OF MEETING: April 11, 2024
TO: Salt Spring Island Local Trust Committee
FROM: Jason Youmans, Island Planner
Salt Spring Island Team
COPY: Chris Hutton, Regional Planning Manager
Salt Spring Island Team
SUBJECT: Terms of Reference: OCP-LUB Update Project

RECOMMENDATIONS

1. That the Salt Spring Island Local Trust Committee endorse the Terms of Reference for the OCP-LUB Update Project attached as Appendix 1 to the staff report of April 11, 2024.
2. That the Salt Spring Island Local Trust Committee endorse the Community Engagement and Communications Strategy attached as Appendix 2 to the staff report of April 11, 2024.
3. That the Salt Spring Island Local Trust Committee endorse the OCP-LUB Update Project Advisory Planning Commission terms of reference attached as Appendix 3 to the staff report of April 11, 2024.
4. That the Salt Spring Island Local Trust Committee direct staff to begin preliminary outreach to First Nations with treaty and territorial interests on Salt Spring Island.

REPORT SUMMARY

This staff report provides the Salt Spring Island Local Trust Committee (SS LTC) with several project management documents necessary before public-facing work on the OCP-LUB Update Project begins.

Appendix 1 provides an updated Terms of Reference (ToR). It shows tracked changes in light of the conversation and resolutions made when it was last considered by SS LTC at its March 2024 meeting.

Appendix 2 contains a draft Community Engagement and Communications Strategy.

Appendix 3 contains a draft Terms of Reference for a Special Advisory Planning Commission.

Staff recommend that SS LTC endorse all three documents.

BACKGROUND

At its meeting of March 7, 2024, the SS LTC reviewed and discussed a draft ToR for the OCP-LUB Update project. Draft minutes from that meeting attached as Appendix 4 show the discussion summary from that agenda item. SS LTC passed the following resolutions at that meeting:

SS-2024-019

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee create a new special Advisory Planning Commission for the OCP-LUB Update Project.

CARRIED

Trustee Harris Opposed

SS-2024-020

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee direct staff to provide a draft Project Charter based on the discussions on the Terms of Reference in Appendix 1.

CARRIED

Trustee Harris Opposed

SS-2024-021

It was MOVED and SECONDED,

That the Salt Spring Island Trust Committee direct staff to provide a draft scope of services for review and comment for a planning consultant to undertake the work specified in the Terms of Reference in Appendix 1 as discussed and the OCP-LUB Update Project Business Case.

CARRIED

Trustee Harris Opposed

SS-2024-022

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee direct staff to provide a draft community engagement strategy for the OCP-LUB Update Project.

CARRIED

Trustee Harris Opposed

ISSUES AND OPPORTUNITIES

Project Terms of Reference

The terms of reference attached as Appendix 1 are largely similar to those reviewed by SS LTC at its March meeting. However, staff note the following proposed changes and outstanding issues:

Project Communications

Staff have updated the draft project Terms of Reference with a summary of communications principles to which the project team will adhere, per the discussion at the March LTC meeting. Before commencing public-facing communications, the project needs an attention-grabbing tagline and brand identity. Staff are working with Islands Trust in-house communication staff to develop these and provide them to SS LTC at an upcoming meeting for endorsement, at which time formal project communications can begin in accordance with the project Terms of Reference and project Community Engagement and Communications Strategy. Staff anticipate that the brand identity will be modelled from that developed for the [Gabriola Visioning 2050](#) project, but with Salt Spring-characteristic imagery.

Development Permit Areas

At its meeting of March 7, 2024, SS LTC debated the merits of reviewing existing development permit areas (DPAs) or considering new development permit areas within the scope of its OCP-LUB Update Project. Staff have continued to include DPAs within the draft terms of reference in Appendix 1, as they are the primary policy/regulatory tool within the SS LTC's authority by which to respond to issues like climate change (eg. wildfire protection DPA) if that remains a priority of SS LTC's intentions for this project.

Procurement Timelines

At its March 7, 2024 meeting a trustee suggested that the project timeline should be amended to reflect the length of the procurement process to secure a planning consultant to develop an engagement plan and assist in its implementation. Staff suggest that given that community engagement on the OCP-LUB process is not anticipated to begin until September 2024, and SS LTC will have a change to review a draft scope of services for a consultant at its May 2024 meeting, procurement will not impact the project schedule and a consultant should be in place by the September engagement kick-off.

Community Engagement and Communications Strategy

Appendix 2 contains a draft Community Engagement and Communications Strategy for SS LTC's consideration. Staff have attempted to capture SS LTC's expressed desire to ensure an equity-centred process. Flexibility should be considered within this document as the strategy will be further refined and a more detailed task-level engagement plan developed once a planning consultant is secured through a competitive process.

SS LTC should consider whether the engagement strategy presented here meets its expectations.

OCP-LUB Update Project Advisory Planning Commission (APC)

At its March 7, 2024 meeting SS LTC resolved that it would create a special advisory planning commission to provide advice to the project team and SS LTC at key intervals in the planning process. The terms of reference attached to Appendix 3 of this staff report reflect the specific needs of this project. Other administrative matters are addressed through the SS LTC's advisory planning commission [Bylaw No. 467](#).

SS LTC should consider whether the terms of reference attached are consistent with the LTC's objectives for this body.

An important factor to note is that staff are proposing that staff be authorized to convene the Commission without a referral from SS LTC. This is to enable more efficient feedback from the group if required.

First Nations Involvement

At its meeting of May 18, 2023, SS LTC passed the following resolution:

SS-2023-60

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee allocate OCP/ LUB project funding and request staff to develop in coordination with a qualified Indigenous relations professional to support early dialogue and relationship development, to initiate dialogue, identify preliminary engagement preferences and develop an Indigenous relations approach for the LTC Projects and Housing Accelerator Fund at the staff to staff and leadership to leadership level.

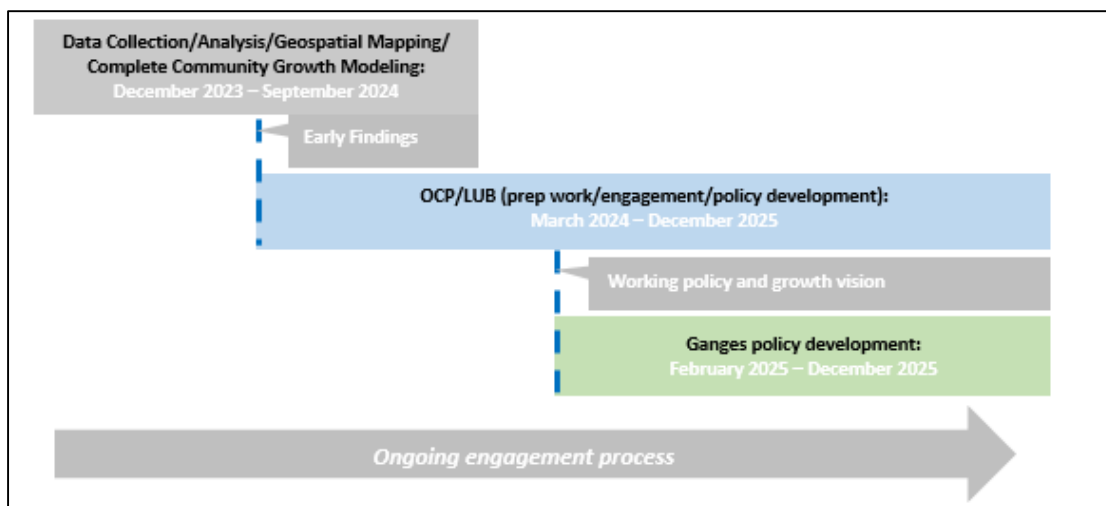
CARRIED

In response to this resolution staff have engaged the services of Sue Hallatt, an experienced professional planner that served as the Capital Regional District's first Indigenous relations manager for several years and in private practice after that. Staff are working with Hallatt on an Indigenous relations approach to be provided to SS LTC for consideration at an upcoming meeting.

Relationship to Other Initiatives

As discussed in the March 7, 2024 staff report, SS LTC is about to embark on a Complete Communities Assessment for Salt Spring Island. The results of that CCA will inform and influence some of the policy directions in the OCP-LUB Update Project and in turn may affect both the Terms of Reference and Community Engagement and Communications Strategy for the OCP-LUB Update Project. Should the project terms of reference be endorsed, any impacts arising from the CCA Project will be assessed for SS LTC consideration with the change management procedure proposed in the ToR.

The LTC's major projects roadmap frames the relationship of the Complete Communities Assessment to the LTC's larger OCP-LUB amendment process as follows:



RATIONALE FOR RECOMMENDATIONS

- 1) That the Salt Spring Island Local Trust Committee endorse the Terms of Reference for the OCP-LUB Update Project attached as Appendix 1 to this staff report.**

Endorsing the attached Terms of Reference will give confidence to SS LTC, staff, and the wider community about the general parameters of the project. It will then allow staff to begin developing more detailed project management materials.

- 2) That the Salt Spring Island Local Trust Committee endorse the Community Engagement and Communications Strategy attached as Appendix 2 to the staff report of April 11, 2024.**

Endorsing the Community Engagement and Communications Strategy will allow staff to advance work described in Phase 1 – Project Initiation.

- 3) That the Salt Spring Island Local Trust Committee endorse the OCP-LUB Update Project Advisory Planning Commission terms of reference attached as Appendix 3 to the staff report of April 11, 2024.**

Endorsing the APC terms of reference will allow staff to begin the recruitment process for APC members.

- 4) That the Salt Spring Island Local Trust Committee direct staff to begin preliminary outreach to First Nations with treaty and territorial interests on Salt Spring Island.**

This resolution will empower staff to begin conversations with area First Nations about this project and enable staff to share the project Terms of Reference if requested. Feedback from this preliminary outreach can help inform the development of a First Nations engagement approach.

ALTERNATIVES

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

1. The SS LTC may request further information or amendment before endorsing the Terms of Reference presented in Appendix 1. SS LTC could consider the following resolution :

That the Salt Spring Island Local Trust Committee requests staff to revise the OCP-LUB Update Terms of Reference as follows:

- Item #1
- Item #2.....

2. The SS LTC may request further information or amendment before endorsing the Community Engagement and Communications Strategy presented in Appendix 2. SS LTC could consider the following resolution :

That the Salt Spring Island Local Trust Committee requests staff to revise the Community Engagement and Communications Strategy as follows:

- Item #1
- Item #2.....

3. The SS LTC may request further information or amendment before endorsing the special Advisory Planning Commission terms of reference presented in Appendix 3. SS LTC could consider the following resolution :

That the Salt Spring Island Local Trust Committee requests staff to revise the OCP-LUB Update APC Terms of Reference as follows:

- *Item #1*
- *Item #2.....*

NEXT STEPS

If SS LTC accepts the recommendations of this staff report, staff will:

- Develop a brand identity for the OCP-LUB Update Project, including a project webpage, to provide preliminary educational information on the purpose of the OCP and LUB and the path forward
- Continue to advance the Complete Communities Assessment Project
- Develop a plan to assemble a Baseline Conditions Report
- Develop the project charter and consultant scope of services that was requested by SS LTC at its meeting of March 7, 2024
- Continue to develop a First Nations engagement approach with a qualified Indigenous relations professional
- Make preliminary contact with area First Nations to begin developing a strategy for their involvement in the planning process

Submitted By:	Jason Youmans, Island Planner	April 5, 2024
Concurrence:	Chris Hutton, Regional Planning Manager	April 5, 2024

ATTACHMENTS

- Attachment 1 OCP-LUB Update Project - Draft Terms of Reference
- Attachment 2 OCP-LUB Update - Draft Community Engagement and Communications Strategy
- Attachment 3 OCP-LUB Update – Draft APC Terms of Reference
- Attachment 4 Excerpt from SS LTC regular meeting minutes – March 7, 2024



Islands Trust

Salt Spring Island OCP-LUB Update Project Terms of Reference

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BACKGROUND/CONTEXT

An Official Community Plan (OCP) is a statement of objectives and policies to guide local government decisions on planning and land use within the plan's geographic area.

Taken together, the policies that comprise an OCP form the medium-term vision of a community and provide predictability for residents about the community's priorities and the type of land use change they can expect to observe around them. Section 473 of the [Local Government Act](#) describes the required content of an OCP. Section 474 of the *Act* describes optional content that local governments *may* include in their OCPs.

Salt Spring Island OCP Bylaw No. 434 was adopted in 2008 and has undergone only a handful of amendments since that time; the last being a modest change to industrial lands policy in 2020.

A land use bylaw is the set of regulations that determines how land on the islands is used today. It includes matters such as:

- Uses
- Lot sizes
- Density
- Building location
- Building height

Salt Spring Island Land Use Bylaw No. 355 (adopted in 1999) was never comprehensively updated to enact the policy direction expressed in the OCP.

PURPOSE

The purpose of the Salt Spring Island OCP-LUB Update Project is to modernize the Salt Spring Island official community plan and land use bylaw to provide a framework that will guide residential growth and change on Salt Spring Island over the next decade or more. It will do so in a manner that addresses contemporary challenges while remaining consistent with the Islands Trust Policy Statement.

PROJECT GOALS

The goal of the Salt Spring Island OCP-LUB Update Project is to **increase housing options and housing equity** on the island in ways ~~that~~that integrate:

- ~~Advance t~~Interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- ~~Enhance E~~cosystem integrity and connectivity; and
- ~~Build c~~limate change resiliency.

PROCESS GOALS

The goals of the Salt Spring Island OCP-LUB Update Project process are to:

- Strengthen relationships with area First Nations through their early and ongoing engagement in the design and execution of a project process that reflects shared values;
- Ensure broad opportunities for community input through a robust public engagement process that reflects the diversity of the community;
- Ensure the Salt Spring Island OCP and LUB are consistent with the Islands Trust Policy Statement;
- Build on the strengths of the existing OCP by retaining those elements that continue to reflect the Island's aspirations; and

- Where appropriate, analyze and incorporate the evidence and recommendations of other governments, agencies, and non-governmental organizations and consider enacting policy and regulatory changes accordingly.

PROJECT SCOPE

The scope of the Salt Spring Island OCP-LUB Update Project will be guided by focus on the above-noted goal and consistency with the [Islands Trust Policy Statement](#).

The five themes below will define the structural parameters of the project:

A. Engage First Nations in Process Design and Execution

For several years, First Nations with treaty and territorial interests on Salt Spring Island have told the Salt Spring Island Local Trust Committee (SS LTC) that they want to be at the table from the earliest days of major projects. As a substantive update to the Salt Spring OCP and LUB will guide change on the Island for at least a decade, it is anticipated that area First Nations will take a significant interest in the OCP-LUB Update Project and expect a level of involvement beyond simply commenting on policies as they are developed. This will take an investment of both time and budget, but will result in a product that is responsive to the [Islands Trust Reconciliation Declaration](#).

B. Update, Streamline and Build On Content in the Existing OCP and LUB

The existing OCP will be used as the point of departure for the update. While a number of community priorities have emerged that merit attention, Salt Spring Island Local Trust Area remains within the Islands Trust Area, and the OCP must be consistent with the Object of the Islands Trust. Therefore, it is anticipated that environmental protection and growth management policies in the current document will endure, albeit in a refreshed form. The Islands Trust Policy Statement is currently undergoing a major amendment, the results of which will inform the scale of change that a renewed OCP can invite. Experience has demonstrated that the current OCP is too prescriptive in areas where greater flexibility may be required to achieve community objectives.

The Land Use Bylaw will then be updated in accordance with the policy direction of the OCP.

This project will also be used to update demographic, contextual and technical information in both the OCP and LUB and to review the required content of OCPs under Section 473 of the *Local Government Act*. Amendments will be drafted to communicate clearly and in plain language to improve accessibility of the document.

C. Use Existing Reports and Plans to Inform Policy and Regulation

Over the past five years Islands Trust and a number of local agencies and advocacy groups have published reports and plans that identify recommended actions for the LTC in high priority areas and other land use topics. These reports and plans should be the first point of reference as SS LTC considers updates to, and development of new, OCP policies and LUB regulations.

Guiding documents will include, but are not limited to:

- Islands Trust Reconciliation Action Plan
- Salt Spring Island Watershed Protection Plan
- Summary of Recommendations (SS LTC Housing Action Program Task Force)
- Homes for Islanders (Salt Spring Solutions)

- Salt Spring Island Community Wildfire Resiliency Plan (Capital Regional District), Salt Spring Island Active Transportation Plan (Capital Regional District)
- Salt Spring Island Area Farm Plan Renewal (Salt Spring Island Agricultural Alliance)

D. Use Islands Trust Housing Project Toolkit

This project will apply the project methodology proposed in the Islands Trust Housing Toolkit, which sets out a structured approach to LTC action on addressing housing issues. In particular, this project will use the Suitable Land Analysis that has been developed as part of the Toolkit to identify areas of the island that are more, or less, suitable for residential development.

E. Update Existing Development Permit Areas and Consider New Development Permit Areas

Existing development permit areas should be revisited to ensure they are consistent with current best practices and evidence-based planning. Additional development permit areas should be considered, such as wildfire resiliency DPA and watershed protection DPA.

F. Develop Indicators to Monitor Success

Through this project a small suite of indicators will be developed and included in the OCP by which SS LTC and the general public can measure whether the goals of the update project are being achieved.

PLANNING PROCESS AND TIMELINE

The OCP/LUB Update Project is expected to take 30 months. Figure 1 provides an overview of the process, while Table 1 outlines the planning process showing key project phases, key activities and deliverables. While project activities are reasonably well defined, public engagement activities can be adapted based on the feedback of a Project Advisory Committee and other community interest holders, provided it meets overall project timelines and objectives.

Figure 1: Planning Process Timeline



Table 1: Planning Process

PHASE	ACTIVITIES	KEY DELIVERABLES
Phase 1 PROJECT INITIATION February 2024 to September 2024	<i>Early First Nations Engagement</i> - Advise of intention to launch OCP/LUB update project - Engage in discussions about co-development of project process - Understand capacity expectations to participate	Letters of Understanding with individual Nations or organizations representing multiple Nations
	<i>Research and Analysis</i> - Complete Communities Assessment undertaken by consultant - Compile Baseline Conditions Report - Compile OCP policies that have not been implemented	Complete Communities Assessment Report Baseline Conditions Report Unimplemented Policies Report
	<i>Community Engagement Preparation</i> <u>Procurement and Onboarding of Project Consultants</u> - Develop project website and other communication materials - Identify key community interest holders - Form Project Advisory Committee - Confirm Engagement Strategy	Engagement Strategy Establish Project Advisory Committee Establish Consultant-Led Working Groups
Phase 2: TARGETED COMMUNITY VISIONING October 2024 to December 2024	<i>Ongoing First Nations Engagement</i> Understand First Nations vision and goals for Salt Spring Island	Phase 2 First Nations Engagement Summary
	Develop housing options and housing equity vision statement, identify key issues and assess priorities. This could include: - Community events/workshops - Community-led group interest holder meetings - Community survey - Interest holder interviews - Meetings tailored to particular demographics or specific interest areas	Phase 2 Engagement Summary Vision Statement Comprehensive list of planning issues and priorities

PHASE	ACTIVITIES	KEY DELIVERABLES
Phase 3: OCP DEVELOPMENT January 2025 to June 2025	Develop and explore policy options related to key issues through: - Project Advisory Committee meetings - Form consultant-led subject-area working groups as needed	Preferred Policy Options
	Staff development of Draft OCP amendments	Draft OCP amendments
Phase 4: DRAFT OCP REVIEW and INITIATE LUB UPDATE July 2025 to November 2025	<i>Ongoing First Nations Engagement</i> First Nations review of Draft OCP amendments	Phase 4 Engagement Summary
	- Community events/open house to review Draft OCP amendments - Interest holder meetings - Survey to assess reception to the Draft OCP amendments	Phase 4 Engagement Summary Final Draft OCP
	Staff development of Draft LUB amendments	Draft LUB amendments
Phase 5: OCP ADOPTION and DRAFT LUB REVIEW September 2025 to January 2026	- Final edits to the Draft OCP - Public Hearing - Executive Committee approval - Ministerial approval	Adopted OCP Monitoring Plan
	<i>Ongoing First Nations Engagement</i> First Nations review of Draft LUB amendments	Phase 5 First Nations Engagement Summary
	- Community events/open house to review Draft LUB amendments - Interest holder meetings - Survey to assess reception to the Draft LUB amendments	Phase 5 Engagement Summary Final Draft LUB
Phase 6: LUB ADOPTION	- Final edits to the Draft LUB - Public Hearing - Executive Committee approval	Adopted LUB

PHASE	ACTIVITIES	KEY DELIVERABLES
February 2026 to June 2026		

PROJECT COMMUNICATIONS

Project communications will be addressed in detail through a standalone project engagement strategy and plan. In general, however, project communications will include the following component parts:

- A memorable project name and tagline¹
- A core visual style and suite of complementary graphics to be used for all initiatives and communication tactics throughout the project and corresponding engagement process. These graphics will be informed by the four integrated themes of the project: Housing options and housing equity; reconciliation with Indigenous People; ecosystem connectivity, and climate change resilience
- Tools and tactics to reach underrepresented segments of the population that are typically harder to reach through engagement processes
- Key messages that form the basis for communication materials, e.g., media releases, invitations, subscriber notices, posters, and enable the project team to speak with “one voice”, ensuring clear, concise, and consistent messaging across all communication. Key messages provide context, manage expectations around process and outcomes, and encourage people to become involved in the process. Key messages also communicate how participants’ input will be used. Engagement best practices suggest that participants will expect to know:
 - the boundaries or scope of the OCP-LUB update and the engagement process, i.e., what parts of the OCP-LUB are on the table vs. off the table at this time
 - how their input will be used to inform the OCP-LUB update
 - who will make the final decision, informed by community feedback, on the vision, goals, and land use concepts identified OCP-LUB
 - when and how the OCP and LUB updates will be adopted and implemented
- Accessing the following media channels as appropriate or available:
 - Social media
 - Print media
 - Print/digital promotion
 - Partnerships
 - Use local interest holding groups to amplify project messaging
 - Engagement Platform(s) Software

COMMUNITY ENGAGEMENT

Community engagement and participation is a fundamental part of the OCP/LUB Update planning process. While SS LTC retains final authority over whether the plan is adopted, a strong level of input and ownership is

¹ If appropriate

important for the plan's legitimacy. The planning process will seek to be equitable and reach a broad spectrum of the community.

Community members will be able to participate in the planning process for the Salt Spring Island OCP/LUB Update in a number of ways, including:

- Applying to join the OCP-LUB Update Project Advisory Commission
- Being recruited to a consultant-led working group
- Participating in community-led engagement activities
- Completing community surveys
- Attending open houses
- Sharing ideas and thoughts with SS LTC when the plan is presented at LTC open meetings and/or public hearings

The Salt Spring Island Local Trust Committee has requested that staff apply the principles of [*Beyond Inclusion – Equity in Public Engagement*](#) to this project. Those principles are:

- 1) Invite participation within an authentic and accountable engagement process
- 2) Plan early and proactively
- 3) Establish respectful relationships with Indigenous Peoples
- 4) Engage the internal diversity of a community
- 5) Work in a reciprocal relationship with communities
- 6) Tailor engagement plans to the context
- 7) Commit to ongoing learning and improvement
- 8) Advance systemic equity

A separate project engagement strategy and project engagement plan will be developed to implement the LTC's equity-focused engagement approach.

Engagement with First Nations and Indigenous island residents will be considered in a separate First Nations engagement approach.

PROJECT ADVISORY COMMISSION

A Project Advisory Planning Commission will be established as a special advisory planning commission to provide advice to the Project Team and act as a filter before project materials are provided to SS LTC for consideration.

The Project Advisory Commission will be comprised of up to ~~11~~7 individuals from the community, ideally with broad geographic, social, cultural and professional representation.

Key roles of the OCP-LUB APC will be to:

- Advise on community engagement to ensure broad outreach is effectively undertaken throughout the community;
- Promote the project and public engagement opportunities within the community;
- Provide support to staff and consultants at public engagement events;
- Review background documents as directed by staff; and
- Provide feedback to staff and SS LTC on plan concepts, policy options, and the draft plan

SUBJECT-AREA CONSULTANT-LED WORKING GROUPS

The consultant to lead engagement and policy option development on this project will establish subject-area working groups if the need for specialized expertise is identified.

The following subject-area working groups could be established:

- Housing Options and Housing Equity Working Group
- Climate Change Resiliency Working Group (with the following potential sub-groups):
 - Freshwater Sub-Group
 - Forest/Wildfire Sub-Group
 - Shoreline Sub-Group

Key roles of the consultant-led working groups will be:

- To review and synthesize relevant documents; and
- To provide policy advice based on document review and professional expertise

AGENCY WORKING GROUP

A working group of staff from government agencies with jurisdiction over various Salt Spring Island services will be convened to ensure that those interests are appropriately reflected in the planning process and final documents.

KEY COMMUNITY INTEREST HOLDERS

Table 3: Key Community Interest Holders

RESIDENTS	ADVOCACY GROUPS	SERVICE GROUPS	AGENCIES
Of Salt Spring Island Of British Columbia • Property owners • Renters • Seniors • Students and youth • Healthcare workers	Advocacy groups are organizations that use various forms of advocacy to influence public opinion and public policy Examples on Salt Spring Island could include: • Chamber of Commerce • SSI Community Health Society	Service groups are organizations that provide tangible social or physical services to the community Examples on Salt Spring Island could include • Islanders Working Against Violence • Salt Spring Conservancy	Agencies are generally government or government-like organizations that provide physical or social services Examples on Salt Spring Island are: • Capital Regional District (CRD) • North Salt Spring Waterworks District (NSSWD)

ROLES AND RESPONSIBILITIES

Salt Spring Island Local Trust Committee

SS LTC are the project champions. They set the project priorities, allocate resources and are the ultimate approval authority.

Planning Staff

This project will be managed by the Regional Planning Manager, and coordinated by an Island Planner, with support from other planners and administrative staff as required. Staff will oversee consultants undertaking community engagement, technical studies and data acquisition and processing. Staff will lead the actual policy writing.

OCP-LUB Update Project Advisory Committee

The OCP-LUB Update Project Advisory Committee will provide advice to Planning Staff and SS LTC on matters concerning the project. It will receive draft strategies from staff or consultants before implementation, and review draft summaries and reports before submission to SS LTC. The Project Advisory Committee will have the opportunity to review the draft OCP or sections thereof as they are completed and make recommendations to staff for amendment before submission to SS LTC.

Residents and General Public

All individuals with an interest in the local area will be invited to participate in the planning process through providing input to identify issues and opportunities and review draft OCP concepts, plans and guidelines.

Interest Holder Groups

Interest holder groups such as service and advocacy groups will contribute to the planning process in the same way as residents, but may also be the subject of focussed consultation with respect to their particular areas of interest. Interest holder groups can also help with outreach, issue identification, opportunities and actions and reviewing policy options.

Consultants

Consultants may be retained to provide expertise or to undertake studies to supplement the expertise of the Project Team. Special topic areas could include community engagement, wildfire risk mitigation, watershed protection, and hazard areas.

RELATIONSHIP TO OTHER INITIATIVES

The OCP/LUB Update Project will ensure that the OCP advances, or considers opportunities to advance, other Islands Trust, agency, or community initiatives. Current initiatives that will influence the content of the OCP and LUB are:

Islands Trust Policy Statement: The Islands Trust Policy Statement is currently undergoing a renewal process of its own. It is anticipated that by the time a renewed Salt Spring Island OCP is ready for adoption the Policy Statement project will be complete. Any OCP adopted by the Salt Spring Island Local Trust Committee must be consistent with the Islands Trust Policy Statement.

Islands Trust Reconciliation Action Plan: The Islands Trust Reconciliation Action Plan describes the organization's path toward better relationships with the First Nations with treaty and territorial interests in the Islands Trust Area. The Salt Spring Island OCP-LUB Update Process should advance that plan, particularly Actions 3.2, 3.3 and 3.4.

Salt Spring Island Watershed Protection Plan: The Salt Spring Island Local Trust Committee recently endorsed a Watershed Protection Plan for the Island. The OCP-LUB Update Process should consider opportunities to advance the recommended actions of that plan.

Salt Spring Island Community Wildfire Resiliency Plan: The CRD recently completed a Wildfire Resiliency Plan for the island. This plan contains several actions that SS LTC can consider to support community wildfire resiliency. These actions could be advanced through the OCP-LUB Update Process. Alternatively, policies proposed through the OCP-LUB Update Process should not be inconsistent with the recommendations of the Resiliency Plan.

Salt Spring Island Active Transportation Network Plan: The CRD recently completed an Active Transportation Network Plan for the Island. The renewed OCP should facilitate or complement the actions proposed in that plan.

Current non-governmental initiatives that could influence the OCP-LUB Update Process include:

Transition Salt Spring Climate Action Plan 2.0: The 2020 Climate Action Plan authored by Transition Salt Spring provides a range of recommended actions that SS LTC could take to advance climate change resilience in the community. The OCP Update Process should consider opportunities to advance those recommended actions.

Salt Spring Solutions Homes for Islanders: This 2023 publication from Salt Spring Solutions proposes a range of initiatives that SS LTC could consider to advance housing options for middle and low-income earners on Salt Spring Island. The OCP Update Process should consider opportunities to implement the recommended actions of this report.

BUDGET

Item Descriptions	Total Budget Cost
Early and ongoing consultation with 13 First Nations with treaty and territorial interests on SSI	\$26,000
Consultant to conduct and facilitate a robust and inclusive public engagement program and policy options development	\$50,000
Consultants to provide technical assistance <u>review</u> if required	\$10,000
Communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	\$9,000
Technical support on virtual and in-person sessions, and facility rental for in-person sessions, open houses and community engagement meetings	\$3,000
Total	\$96,000

DELIVERABLES

The following deliverables will be achieved through the Salt Spring Island OCP-LUB Update Project:

1. Updated Salt Spring Island Official Community Plan
2. Updated Salt Spring Island Land Use Bylaw
3. Monitoring Plan

PROJECT CHANGE MANAGEMENT

A change management structure is proposed to ensure that the project achieves its intended objectives and outcomes on time and on budget. However, it is also understood that new information or developments often emerge in the course of public policy processes that may impact the original project plan. The Regional

Planning Manager will bring forward substantial changes that would affect the project budget or timeline outlined in this Terms of Reference for LTC and approval. The evaluation will assess the following, as necessary:

- Budget and schedule impacts;
- Alignment to the project objectives
- Contract implications
- Relational implications (public, inter-governmental)
- Feasibility and benefits of the change
- Complexity and/or difficulty of the change options requested
- Scale of the change solutions proposed
- Risk to the project in implementing the change
- Risk to the project in not implementing the change
- Impact on the project in implementing the change (time, resources, finance, quality)

April 4, 2024

Salt Spring Island OCP-LUB Update

Draft Community Engagement and Communications Strategy

1. INTRODUCTION AND BACKGROUND¹

The Salt Spring Island Local Trust Committee (SS LTC) is updating its official community plan (OCP) and land use bylaw (LUB) to address the community's changing housing needs. The goal of the OCP-LUB Update Project is to:

Increase housing options and housing equity on the island in ways that integrate:

- The interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area
- Ecosystem integrity and connectivity
- Climate change resiliency

This project will engage the general public and other interest holders to influence residential land use change on the island in the decade(s) to come in a manner consistent with the project goals and Islands Trust Policy Statement. Engagement will be scaled in accordance with the limited scope of the proposed OCP and LUB update.

Purpose

The purpose of this community engagement strategy is to provide a high-level description of who will be engaged in this project, when, and in what ways. A more detailed community engagement plan, including timelines, will be developed and deployed following a competitive process to hire a consultant to design and support community engagement initiatives.

When well executed, community engagement benefits all parties involved. The community gains an understanding of the project and the knowledge that their educated opinions will be incorporated into the outcomes, and the local government gains greater insight into the community's priorities and aspirations.

The SS LTC strives to connect with the community in creative, meaningful, and useful ways and to accurately reflect the feedback of residents in policy design and decision making. This document intends to act as a dynamic and flexible outline for gathering input from Salt Spring Island residents and other interest holders to update the island's OCP and LUB.

Commitment to the Community

SS LTC has resolved to strive for 'equity in participation' for all its public engagement processes.

¹ See the Project Terms of Reference for additional background information.

Goals and Principles

SS LTC and the project team will adhere to the following principles of public engagement as described in [Beyond Inclusion: Equity in Public Engagement](#):

1. Invite participation within an authentic and accountable engagement process
2. Plan early and proactively
3. Establish respectful relationships with Indigenous Peoples
4. Engage the internal diversity of a community
5. Work in reciprocal relationship with communities
6. Tailor engagement plans to the context
7. Commit to ongoing learning and improvement
8. Advance systemic equity

Indigenous Reconciliation

In 2019 Islands Trust Council passed a [Reconciliation Declaration](#) that commits the organization to “establishing and maintaining mutually respectful relationships between Indigenous and non-Indigenous Peoples.” Additionally, the organization seeks to incorporate the Declaration on the Rights of Indigenous Peoples Act (DRIPA) into its work. Because of the unique relationship between Islands Trust and the First Nations with treaty and territorial interests in the Islands Trust Area, as well as Indigenous residents of the island, their involvement in this project will be addressed in a separate engagement strategy document.

Project Phasing

The OCP-LUB Update Project will take place in six (6) phases. The most involved community engagement will occur mainly in Phase 2, Phase 4 and Phase 5, and the legislated public hearing in Phase 6. Phases 1, 3, and 6 will include ongoing public communications and transparent processes.

Figure 1: Planning Process Timeline



2. APPROACH, METHODS AND TOOLS

Community engagement and participation is a fundamental part of the OCP-LUB Update Project. While SS LTC retains final authority over whether changes to the OCP and LUB are adopted, a strong level of input and ownership is important for each document's legitimacy and success in implementation. The planning process will seek to be equitable and reach a broad spectrum of the community.

Community members will be able to participate in the planning process for the Salt Spring Island OCP-LUB Update in a number of ways, including:

- Applying to join the OCP-LUB Update Advisory Planning Commission
- Being recruited to a consultant-led working group
- Participating in community-led engagement activities
- Completing community surveys
- Attending open houses
- Sharing ideas and thoughts with SS LTC when the plan is presented at LTC open meetings and/or public hearing

The International Association of Public Participation (IAP2) provides a commonly applied spectrum of participation categories in public processes as follows:

Table 1: IAP2 Engagement Levels

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.

Table 2 below shows the IAP2 level(s) of engagement that staff anticipate at each stage of the OCP Update Project:

Table 2: Anticipated IAP2 Engagement Levels

PHASE	LEVEL OF PUBLIC PARTICIPATION	ENGAGEMENT TOOLS	PRIMARY ENGAGEMENT GOALS
All Phases	Consult Involve	Project Advisory Committee and Subject-Area consultant-led working group meetings	To provide the SS LTC with confidence both process and plan have gone through a community filter To obtain advice, creative ideas and feedback throughout the project.

PHASE	LEVEL OF PUBLIC PARTICIPATION	ENGAGEMENT TOOLS	PRIMARY ENGAGEMENT GOALS
			To provide confidence to the SS LTC on technical matters
Phase 1: Project Initiation	Inform Consult	Project updates; Interest holder interviews; Pop-up info events; Data collection from agencies and NGOs	To build information base and begin to raise awareness of the project
Phase 2: Targeted Community Visioning	Inform Consult Involve Collaborate	Workshops; community surveys; interest holder meetings; community-led engagement	To raise awareness of the OCP Update process, understand community vision, issues and aspirations, engage the community on ideas for the future
Phase 3: OCP Development	Inform Consult Involve	Project Advisory Committee meetings, Consultant-led Working Group meetings	Work with appointed community members to develop and refine ideas and generate solutions
Phase 4: Draft OCP Review & Initiate LUB Update	Inform Consult	Open houses; community surveys; media; social media	To receive feedback from the public on the draft OCP
	Inform	Website update; social media and media update	To advise that staff are commencing Draft LUB update based on new OCP policies
Phase 5: OCP Adoption & Draft LUB Review	Inform	Public hearing; media, social media	To inform the public of the final Draft OCP and opportunities to make submissions to the SS LTC
	Inform Consult	Open houses; community surveys; media; social media	To receive feedback from the public on the draft LUB
Phase 6: LUB Adoption	Inform	Public hearing; media; social media	To inform the public of the final Draft LUB and opportunities to make submissions to the SS LTC

Achieving Equity in Engagement

The SS LTC will seek to achieve equity in its project engagement by:

- Seeking out traditionally under-represented groups to participate in engagement activities by attending their events or scheduling opportunities specifically for them

- Scheduling engagement opportunities at times and locations that allow for a diversity of islanders to attend/participate
- Providing engagement activities across a range of media: in-person, online, hard-copy, etc.
- Providing assistance to participants with communication or mobility differences to ensure their perspectives are captured

3. OUTCOMES AND PRODUCTS

The purpose of this initiative is to generate legislative updates to the Salt Spring Island OCP and LUB to meet the project goals in a manner consistent with the Islands Trust Policy Statement.

It is anticipated that a professional planning consultant will support engagement initiatives by designing processes, supporting activities and analyzing results. Public submissions made during the project engagement will be published to the project website, subject to privacy restrictions.

An exception to this may be engagement with First Nations, where confidential or sensitive information may not be posted publicly.

The major engagement product to be delivered will be a report to the LTC from the project planning consultant on the results of Phase 2 – Targeted Community Visioning – which is the phase with the most expansive engagement opportunities. This report will summarize the results of the engagement process and set the parameters of the types of residential land use objectives and policies that the community wishes to see on Salt Spring Island. The aggregation and analysis of feedback received following public review of the draft OCP and LUB amendments will also be important products to emerge from the engagement process.

At other phases of the project staff will provide regular reports to SS LTC about the outcomes of the various engagement activities of those phases.

4. COMMUNICATIONS AND ENGAGEMENT SCHEDULE

Table 3 below shows the engagement tools and techniques proposed for each phase of the project. These tools and techniques will be further refined by a project consultant.

Table 3: Communications and Engagement Schedule

PROJECT PHASE	ENGAGEMENT TOOL/TECHNIQUE	RESPONSIBILITY	DELIVERABLES
	Project website	Planning Staff/IT Communications	Populate project webpage as important project information becomes available. This will be the main source for news and information about the project

PROJECT PHASE	ENGAGEMENT TOOL/TECHNIQUE	RESPONSIBILITY	DELIVERABLES
All Phases	Project Advisory Planning Commission (APC)	Project APC members/Planning staff	Timely advice to SS LTC at key project intervals
	Agency Working Group	Agency staff/Planning staff	Technical information to inform policy development
	Subject-area consultant-led Working Group meetings	Planning Consultant/Ad-hoc working group members	Technical information to inform policy development
	Subscriber notifications	IT Communications/ Planning staff	E-mail notifications to subscribers to convey important project information and engagement opportunities at key intervals
	Print and digital media	IT Communications/ Planning staff	Convey important project information and engagement opportunities at key intervals
	Posters	Planning staff/IT Communications	Posters in high-traffic locations advising of important project information and engagement opportunities at key intervals
	Social media	IT Communications/ Planning staff	Facebook and Instagram posts advising of important project information and engagement opportunities at key intervals
Phase 1: Project Initiation February 2024 to September 2024	Project branding	IT Communications/ Planning staff	Project logo, colour scheme and tagline
	Project website	Planning Staff/IT Communications	Dedicated project webpage
	Educational videos	IT Communications/ Planning Staff	Videos that describe “What is an OCP?”, “What will the process look like?”
	Interest holder interviews	Planning staff	Understanding of project needs of decision-makers at key Island agencies and institutions
	Data collection from agencies and NGOs	Planning staff/Agency working group	Database of useful information

PROJECT PHASE	ENGAGEMENT TOOL/TECHNIQUE	RESPONSIBILITY	DELIVERABLES
	Kick-off meeting	SS LTC/Planning staff	Meeting at which project plan is shared and community questions answered
Phase 2: Targeted Community Visioning October 2024 to December 2024	Workshops	Planning consultant/Planning staff	
	Community-led engagement	Planning consultant/Planning staff	Feedback from self-organized groups about issues related to project goals
	Surveys	Planning consultant/Planning staff	Feedback from individual community members about issues related to project goals
	Interest Holder Meetings	Planning staff/SS LTC	Greater awareness among interest holding groups of opportunities to participate in project process
	Interactive Activities (Walking Tours/Photo Competition, etc)	Planning consultant/Planning staff	Community knowledge and enthusiasm about OCP-LUB Update Project and project themes
	Pop-Up Event(s)	Planning staff/ Planning consultant	Attendance at high-traffic locations to build awareness of the OCP-LUB Update Project and solicit feedback
	Educational videos	IT Communications/ Planning Staff	Videos that describe outcomes of visioning process and next steps
Phase 3: OCP Development January 2025 to June 2025	Project APC meetings	Project APC/Planning staff	Timely review and advice to SS LTC at key project intervals
	Consultant-led subject-area working groups	Planning consultant/Planning staff	Technical information to inform policy development
	Agency Working Group	Agency staff/Planning staff	Technical information to inform policy development
Phase 4: Draft OCP Review &	Open houses	Planning staff	Summary of attendance and engagement responses from open house activities
	Surveys	Planning consultant/Planning staff	Summary of survey responses
	Subscriber notifications, Website, Social media and print and digital media updates	Planning staff/IT Communications	To advise that staff are commencing Draft LUB

PROJECT PHASE	ENGAGEMENT TOOL/TECHNIQUE	RESPONSIBILITY	DELIVERABLES
Initiate LUB Update	Consultant-led subject-area working groups	Planning consultant/Planning staff	Technical information to inform regulation development
	Agency Working Group	Agency staff/Planning staff	Technical information to inform regulation development
	Project APC meetings	Project APC/Planning staff	Timely review and advice to SS LTC at key project intervals
Phase 5: OCP Adoption & Draft LUB Review	Public hearing	SS LTC/Planning staff	To inform the public of the final Draft OCP and opportunities to make comment
	Subscriber notifications, Website, Social media and print and digital media updates	IT Communications/ Planning staff	Updates to inform the public of the final Draft OCP and opportunities to make comment
	Open houses	Planning staff	Summary of attendance and engagement responses from LUB open house activities
	Surveys	Planning staff	Summary of survey responses
	Subscriber notifications, Website, Social media and print and digital media updates	IT Communications/ Planning staff	Updates to inform the public of the Draft LUB and opportunities to make comment
Phase 6: LUB Adoption	Public hearing	SS LTC/Planning staff	To inform the public of the final Draft LUB and opportunities to make comment
	Subscriber notifications, Website, Social media and print and digital media updates	IT Communications/ Planning staff	Print and digital advertising to inform the public of the final Draft LUB and opportunities to make comment and subsequently of bylaw adoption

5. WHO WILL BE ENGAGED?

Table 5 below shows a prospective list of individuals and groups to be engaged through the OCP-LUB Update Project and the highest IAP2 level at which they can anticipate engagement.² This list is illustrative and not exhaustive.

² First Nations and local Indigenous people will be engaged under a separate strategy to be developed with the assistance of an Indigenous engagement professional.

Table 4: Key Community Interest Holders

RESIDENTS	ADVOCACY GROUPS	SERVICE GROUPS	AGENCIES
Highest IAP2 Level that may be achieved: Consult	Highest IAP2 Level that may be achieved: Consult	Highest IAP2 Level that may be achieved: Involve	Highest IAP2 Level that may be achieved: Collaborate
Of Salt Spring Island Of British Columbia • Property owners • Renters • Seniors • Students and youth • Retail and service industry workers	Advocacy groups are organizations that use various forms of advocacy to influence public opinion and public policy. Examples on Salt Spring Island could include: • Chamber of Commerce • SSI Community Health Society	Service groups are organizations that provide tangible social or physical services to the community. Examples on Salt Spring Island could include • Islanders Working Against Violence • Salt Spring Conservancy	Agencies are generally government or government-like organizations that provide physical or social services. Examples on Salt Spring Island are: • Capital Regional District (CRD) • North Salt Spring Waterworks District (NSSWD) • Other improvement districts • Ministry of Transportation and Infrastructure (MOTI) • Ministry of Municipal Affairs • School District 64 • Island Health • Agricultural Land Commission • BC Ferries

6. ROLES AND RESPONSIBILITIES

Roles and responsibilities concerning community engagement for the OCP-LUB Update Project are anticipated to be as follows:

Salt Spring Island Local Trust Committee

SS LTC are the project champions. Trustees should:

- Champion public participation and project process
- Promote opportunities for the community to engage and encourage all interest holders to participate

- Provide staff with information about what they are hearing about the engagement process and recommend improvements, with special attention to improving accessibility for equity-seeking groups
- Act as neutral participants in public engagements with goal to hear views and facilitate constructive dialogue
- Be open-minded to the results of the engagement process

Islands Trust Staff

Islands Trust staff implement the engagement strategy and plans endorsed by SS LTC. Planning staff should:

- Ensure that engagement meets engagement goals and principles;
- Ensure that engagement occurs generally in accordance with project timelines;
- Manage planning consultants designing and supporting community engagement on behalf of SS LTC
- Coordinate the logistics of community engagement
- Incorporate community engagement outcomes in policy development
- Advise SS LTC of challenges with the engagement process and recommend improvements

Planning Consultant

Planning staff implement the engagement strategy and plans endorsed by SS LTC. The planning consultant should:

- Develop engagement plan that meets engagement goals and principles
- Support the delivery of community engagement activities
- Prepare analysis and recommendations based on engagement results
- Prepare reports on engagement activities and results

OCP-LUB Update Project Advisory Commission

The project APC provides document review and advice to SS LTC based on referral by SS LTC or the Project Coordinator. The project APC should:

- Champion and promote public participation in the OCP-LUB Update project process
- Review consultant-led community engagement plan and provide advice to enhance community engagement process
- Promote opportunities for the community to engage in the process and encourage their community contacts to do so
- Provide support, where requested by the Project Coordinator at public engagement events
- Work to facilitate constructive public input when attending public engagement events, with special attention to improving accessibility for equity-seeking groups

Consultant-led subject-area working groups

Planning consultants may, on an ad-hoc basis, convene subject-area working groups to provide advice on specific technical issues. The consultant-led working group(s) should:

- Provide advice to the planning consultant who will in turn use it to inform policy development

Agency Working Group

A working group of staff from government agencies that provide various Salt Spring Island services will be convened to ensure that those interests are appropriately reflected in the planning process and final documents. The Agency working group should:

- Provide technical advice to the project coordinator
- Provide information to other staff or elected officials from their agency

Agency Officials

Elected officials from other agencies on Salt Spring Island will have an important role ensuring the renewed OCP and LUB reflect their agencies interests and align with their own agency's plans. These elected officials should:

- Promote opportunities for the community to engage in the process and encourage their community contacts to do so
- Attend public engagement events
- Consider draft OCP and draft at LUB at open meetings upon referral

Residents and General Public

All individuals with an interest in the local area will be invited to participate in the planning process. Residents should:

- Provide input to identify issues and opportunities and review draft OCP concepts, plans and guidelines

Interest Holder Groups

Interest holder groups such as service and advocacy groups will contribute to the planning process in the same way as residents, but may also be the subject of focussed consultation with respect to their particular areas of interest. Interest holder groups should:

- As a group, participate in community-led engagement
- Use networks to promote engagement opportunities
- If requested, provide assistance with outreach, issue identification, opportunities and actions and reviewing policy options.

7. KEY MESSAGES

These are the most important points to convey to the public through this engagement process.

We are updating some parts of the Official Community Plan and Land Use Bylaw

- The current Salt Spring Island OCP remains a good representation of the community's values and the Islands Trust object
- We are primarily targeting the areas that impact residential land uses (housing) and the areas that residential land uses have a direct impact on
- We are not re-writing the whole document

What is an official community plan OCP and how is it used?

- The Official Community Plan is a guide to how we will use our land and resources and how the community will evolve over the following decades
- The OCP sets the parameters for the types of regulations that the land use bylaw should contain
- The OCP should guide the decisions of the SS LTC and inform the decisions of other agencies
- The OCP reflects resident aspirations and what we care about as a community, as well as the object of the Islands Trust

What is a land use bylaw and how is it used?

- A land use bylaw is the set of regulations that sets out limits and permissions of how each parcel of land on the island is allowed to be used. In a municipality, it is often called a zoning bylaw
- The land use bylaw should reflect the objectives and policies of the OCP

An OCP update requires our community to be forward-thinking about how residential land use on Salt Spring Island will look and feel over the coming decade

- When discussing OCP priorities, it is important to be ambitious, creative, and innovative within the limits of the Islands Trust object and Policy Statement

Your voice matters!

- It is important that feedback received represents a range of perspectives, as land use changes that emerge from the OCP and LUB can have wide-ranging impacts on the community. Therefore, a range of opinions and priorities are valid and should be heard – especially those from historically underrepresented groups

8. BUDGET

SS LTC has budgeted \$96,000 to undertake the OCP-LUB Update Project in fiscal 2024/25.

Of this, approximately \$50,000 is anticipated to be available to hire a planning consultant to lead community engagement initiatives while approximately \$26,000 will be set aside to engage First Nations. The remainder will be used for project logistics, communications, technical review and incidentals.



OCP-LUB Advisory Planning Commission
Terms of Reference
March 2024

Salt Spring Island Local Trust Committee Bylaw No. 467 permits the appointment of an Advisory Planning Commission and an Agricultural Advisory Planning Commission, as well as one or more special project Advisory Planning Commissions, to advise on matters of land use, community planning, or proposed bylaws and permits, pursuant to the *Local Government Act* referred to it by the Local Trust Committee (SS LTC).

This Terms of Reference guides the purpose and roles of a special OCP-LUB Update Advisory Planning Commission and its Commissioners to advise the LTC on matters related to the “OCP-LUB Update Project.” The roles, responsibilities and procedures of the OCP-LUB APC are pursuant to Salt Spring Island Local Trust Committee [Bylaw No. 467](#) and should be referred to separately, except where this Terms of Reference specifies otherwise.

1. Purpose

The OCP-LUB APC will:

- 1.1 On matters referred to it by the SS LTC or Project Coordinator, review and provide general guidance on community engagement plans, community engagement materials, background information, draft materials, draft vision statement, and draft plan sections;
- 1.2 Assist the LTC with the implementation of the Engagement and Communications Strategy and informing the topic priorities and schedule of engagement, consistent with the OCP-LUB Update Project Terms of Reference and Project Charter;
- 1.3 Assist in identifying and connecting the Project Team with key interest holder groups through personal and/or professional contact networks as requested;
- 1.4 Assist in informing the community about the OCP review process and encourage participation by diverse members of the community;
- 1.5 Act in a strictly advisory role. The SS LTC may consider the advice and recommendations of the OCP-LUB APC, but is in no way bound by such recommendations;
- 1.6 Report to and communicate to the SS LTC through the APC chair.

2. Membership, Composition and Qualification

- 2.1 The OCP-LUB APC shall consist of not more than seven (7) members.
- 2.2 The OCP-LUB APC shall be comprised of individuals that demonstrate an understanding of the project themes:
 - Housing Equity and Housing Options
 - Indigenous Reconciliation
 - Ecosystem Integrity and Connectivity

- Climate Change Resiliency

2.3 Interested parties shall apply for membership to the Commission by means of the prescribed form;

2.4 Interested parties will indicate on their application form whether they wish to be considered for appointment as Commission Chair.

2.5 Commission membership is open to individuals who are members of existing commissions of the SS LTC provided that not more than two (2) members from any specific commission are appointed;

3. Appointment and Term

3.1 Members shall be appointed until project close;

4. Remuneration and Expenses

4.1 Members of the Commission shall serve without remuneration, except for pre-approved expenses that arise directly out of the performance of their duties and that shall be reimbursed in accordance with applicable Islands Trust bylaws and policies.

5. Procedures and Conduct

5.1 The Commission is appointed by, and reports to, the SS LTC. The SS LTC reserves the right to recommend amendments to the structure of the Commission as required at any time including the appointment of new members or the termination of the Commission;

5.2 Members have a responsibility to make recommendations based on the object of the Islands Trust and interests of the community. In providing its advice and opinion to the SS LTC, the Commission shall have due regard for applicable bylaws and policies of the Salt Spring Island Local Trust Committee and Islands Trust;

5.3 Members shall conduct themselves in accordance with Robert's Rules of Order which shall govern the conduct of meetings, Islands Trust Meeting Procedures Bylaw [529](#); and the *Community Charter*;

5.4 Only the Chair may speak on behalf of the Commission. Commissioners may not represent themselves as having any authority beyond that delegated by the SS LTC;

5.5 The OCP-LUB APC is not authorized to call public meetings, commit funds, enter into contracts or represent the SS LTC;

5.6 A respectful and cooperative decorum will be maintained at all times between Commission members, Staff and Consultants;

6. Chairperson

6.1 SS LTC shall appoint the Chair from among Commission applicants

6.2 The Chair shall be a voting member of the Commission

7. Meeting Frequency

- 7.1 The Commission shall meet only when matters are referred by the SS LTC or Project Coordinator;
- 7.2 Meetings will occur on an as-needed basis in support of key Project milestones, to be scheduled by the SS LTC or the Project Coordinator. Approximately 12 meetings are anticipated to be required within the project timeline;
- 7.3 At the first meeting of the Commission, members will determine whether in-person or online meetings are preferred. Hybrid meetings will not be permitted.

8. Commission Recommendations

- 8.1 Recommendations and minutes of the Commission will be presented by the Chair at a regular SS LTC meeting;

9. Staff Support and Other Resources

- 9.1 SS LTC will provide Staff to prepare and distribute meeting agendas and minutes, distribution of materials for review and assist in facilitating discussions;
- 9.2 At the direction of the Project Manager, professional and technical advice may be provided by the appropriate Islands Trust staff person, the Consultant contracted to undertake the project or professional expert to explain or clarify the legislative and technical contexts which affects the review and the implications of recommendations proposed by the Commission;
- 9.3 Additional support and resources may be provided at the discretion of the SS LTC.

14. LOCAL TRUST COMMITTEE PROJECTS

14.1 Official Community Plan - Land Use Bylaw: Project Terms of Reference

Planner Youmans presented a staff report dated February 27, 2024 regarding the Terms of Reference for the project.

In discussion the following items were presented:

- Increasing Housing and housing equity is the priority and will be within the context of Indigenous reconciliation, ecosystem integrity and climate change resiliency;
- The project will build on the content of the existing Official Community Plan (OCP) and Land Use Bylaw (LUB);
- A Trustee expressed support to prioritize amending the housing section of the OCP to provide housing as soon as possible;
- A Trustee noted one of the goals is to provide confidence in the process and the LTC has the opportunity to ensure the full community is represented;
- A Trustee expressed concerns that updating existing development permit areas and considering new development permit areas should not be included in the project scope as it would potentially make it more difficult to increase housing;
- A Trustee expressed support for a project-based Advisory Planning Commission to build confidence in the project;
- A Trustee expressed support for staff to do the work and not have an advisory body for the OCP/LUB project update as an Advisory Body would slow the process down;

- There was discussion regarding First Nations advisory to coordinate First Nations engagement. A Trustee spoke to a past resolution that allocated project funding to develop an indigenous relations approach. Planner Youmans reported the Ministry of Municipal Affairs and Housing response on First Nations engagement is to engage early, and throughout the process and demonstrate to the Province that the LTC has addressed the issues or demonstrate that the LTC engaged to address the issues. The Province suggested that timelines should accommodate the needs the First Nations. RPM Hutton added that staff would engage the Ministry early in the project process regarding First Nations engagement strategy. A Trustee noted First Nations coordination is important to set the project up to succeed. For example, the letter received from Cowichan Nation Alliance dated May 11, 2021 regarding Ganges Village Planning is important to consider early in the project;
- A Trustee noted a procurement schedule is missing from the project timeline;
- A Trustee noted the public engagement plan needs to be communicated early;
- A Trustee expressed support for a suitable land analysis;
- A Trustee thanked staff for the level of detail in the staff report.

SS-2024-019

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee create a new special Advisory Planning Commission for the OCP-LUB Update Project.

CARRIED

Trustee Harris Opposed

SS-2024-020

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee direct staff to provide a draft Project Charter based on the discussions on the Terms of Reference in Appendix 1.

CARRIED

Trustee Harris Opposed

SS-2024-021

It was MOVED and SECONDED,

That the Salt Spring Island Trust Committee direct staff to provide a draft scope of services for review and comment for a planning consultant to undertake the work specified in the Terms of Reference in Appendix 1 as discussed and the OCP-LUB Update Project Business Case.

CARRIED

Trustee Harris Opposed

SS-2024-022

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee direct staff to provide a draft communityengagement strategy for the OCP-LUB Update Project.

CARRIED

Trustee Harris Opposed

REQUEST FOR DECISION

To: Salt Spring Island LTC **For the Meeting of:** April 11, 2024
From: Trust Area Services **Date Prepared:** April 4, 2024
SUBJECT: 2023/24 ANNUAL REPORT – APPROVAL OF SALT SPRING ISLAND SECTION

RECOMMENDATION: That the Salt Spring Island Local Trust Committee approves the attached text for inclusion in the 2023/24 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs.

- 1 PURPOSE:** Local Trust Committees are provided with their draft sections of the annual report for review and approval so that Trust Council is able to easily approve its annual report in June 2024 without further editing from staff or trustees at the Trust Council meeting.

BACKGROUND: Preparation of the Islands Trust Annual Report is undertaken by Trust Area Services Communications staff, reporting to the Executive Committee and consistent with Trust Council's [Annual Report Policy 6.10.1](#). The Executive Committee approved the format and outline of the 2023/24 Annual Report at its meeting on February 23, 2024. The Salt Spring Island Local Trust Committee annual report section also includes an introduction on the local trust area with information gathered from the Islands Trust website and Statistics Canada. The addition of this introduction is in line with the Islands Trust 50th anniversary activities as approved by Executive Committee on November 21, 2023.

2 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: Under Trust Council's Policy, all LTCs and Council committees are expected to review and approve their sections at regular meetings in order to have the report approved by Trust Council at its June 27- 29, 2023 meeting.

FINANCIAL: None.

POLICY: No implications for existing policy

IMPLEMENTATION/COMMUNICATIONS: The process for development of the Annual Report is outlined in Trust Council's Annual Report policy 6.10.i. Once each committee has approved its section, staff will create a draft Annual Report for review by the Executive Committee and then Trust Council consideration of approval in June. Upon approval by Trust Council, staff will send the Annual Report to the Minister of Municipal Affairs and circulate it as indicated in Trust Council's policy.

FIRST NATIONS: Information about First Nations relations may be included within committee reports.

OTHER: None.

3 RELEVANT POLICY(S): Trust Council's Annual Report policy 6.10.i; *Islands Trust Act*

4 ATTACHMENT(S):: Salt Spring Island LTC input to Annual Report (draft)

RESPONSE OPTIONS

Recommendation: That the Salt Spring Island Local Trust Committee approves the attached text for inclusion in the 2023/24 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs.

Alternative: That the Salt Spring Island Local Trust Committee approves the attached text for inclusion in the 2023/24 Annual Report for approval (as amended) by Trust Council and submission to the Minister of Municipal Affairs.

Prepared By: Morgana van Niekerk, Communications Specialist

Salt Spring Island Local Trust Area

The Salt Spring Island Local Trust Area includes more than 25 associated islands including Salt Spring, Bright, Piers, and Deadman islands.

The Salt Spring LTA is located within the treaty and traditional territory of First Nations whose people have cared for these lands and waters since time immemorial.

The area is critical habitat for Dun Skipper butterflies, Gray's Desert-parsley and two species at risk: the Little Brown Bat and Sharp-tailed snake. In the Salish Sea the endangered Leatherback Sea Turtle, the world's largest reptile is occasionally seen.

(Graphic representation of statistics from the 2021 census, graphics that show change over time: total population (1971-2021) and percentage of private dwellings occupied by usual resident (1991 and 2021): <https://islandstrust.bc.ca/document/salt-spring-island-lta-2021-census-profile/>)

The Salt Spring Island Local Trust Committee (SS LTC) held 10 regular business meetings in the 2023/24 fiscal year, as well as two Community Information Meetings, and one special meeting. It did not hold any public hearings.

Work for this period focused on advancing the SS LTC priorities to address the ongoing housing affordability and availability challenge. The SS LTC also initiated key projects including development of a Complete Community Assessment, with the support of a grant from the Union of British Columbia Municipalities. The SS LTC considered draft bylaws, which would implement the Official Community Plan and Land Use Bylaw changes that would regulate and permit a small number of accessory dwelling units in rural areas of Salt Spring Island.

During the same time period, staff also reviewed 130 building permit referrals, five Crown lease referrals, and six subdivision referrals.

From April 1, 2023 to March 31, 2024, the SS LTC received and considered applications for 20 development variance permits, 14 development permits, one liquor and cannabis board referral, two bylaw amendment applications, and three temporary use permits.