



Trust Programs Committee Electronic Meeting Agenda

Date: Wednesday, November 6, 2019
Time: 10:00 am - 3:00 pm
Location: Islands Trust Victoria Boardroom
200-1627 Fort Street, Victoria, BC

	Pages
1. CALL TO ORDER	
2. APPROVAL OF AGENDA	
2.1 Introduction of New Items	
2.2 Approval of Agenda	
3. ADOPTION OF MINUTES/COORDINATION	
3.1 Minutes of Meeting	
3.1.1 October 9, 2019	4 - 7
3.2 Resolutions Without Meeting - None	
3.3 Follow Up Action List	8 - 10
4. POLICY STATEMENT NEXT STEPS	
4.1 2011 Policy Statement Task Force Report	11 - 81
4.2 Policy Statement Amendment Project Budget Request	82 - 85
That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$30,000 for the Policy Statement Amendment Project.	
5. TRUST COUNCIL BUSINESS	
5.1 State of the Islands Indicator Project - Final Report - Briefing	86 - 137
5.2 Community Stewardship Awards Program Policy 2.1.11 and Nomination Form - RFD	138 - 145
5.3 TPC Budget Requests - RFD	146 - 148
5.3.1 Data Sets and Climate Change Performance	149 - 151
That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$5,000 to develop climate change, demographic, and environmental data sets and climate change performance criteria.	

5.3.2	Stewardship Education Program	152 - 154
	That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$15,000 for a stewardship education program.	
5.3.3	Secretariat Services	155 - 157
	That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.	
6.	BUSINESS	
6.1	Secretariat Services - RFD	158 - 170
	That Trust Programs Committee recommend that the Islands Trust Council budget \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.	
	That Trust Programs Committee request that staff work with the Fraser Basin Council to identify opportunities for coordination in the delivery of secretariat services in the Islands Trust Area.	
7.	NEW BUSINESS	
7.1	Trust Programs Committee 2020 Meeting Dates	
	That the Trust Programs Committee adopt the following meeting dates for 2020:	
	Monday, February 10, 2020	
	Thursday, May 21, 2020	
	Tuesday, June 23, 2020	
	Thursday, August 13, 2020	
	Tuesday, October 20, 2020	
	Thursday, November 5, 2020	
7.2	Town Hall and Delegations	
8.	CORRESPONDENCE	
8.1	Trustee Langereis re Islands Trust Policy Statement and Object	171 - 174
8.2	Peter Frinton re Policy Statement Review General Commentary	175 - 177
8.3	Trustee Wright re Policy Statement and Islands Trust Act Interpretation	178 - 181
9.	WORK PROGRAM	
9.1	Trust Programs Committee Work Program	182 - 183
10.	NEXT MEETING - February 10, 2020	

11. ADJOURNMENT

*Approximate time is provided for the convenience of the public only and is subject to change without notice.



Trust Programs Committee Minutes of Electronic Meeting

Date: October 9, 2019

Location: Islands Trust Victoria Boardroom
200-1627 Fort Street, Victoria, BC

Members Present: Scott Colbourne, Gabriola Island Local Trustee (Acting Chair) (electronic)
David Critchley, Denman Island Local Trustee (electronic)
Doug Fenton, Thetis Island Local Trustee (electronic)
Dan Rogers, Gambier Island Local Trustee (EC Rep) (electronic)
Peter Luckham, Islands Trust Council Chair, Thetis Island Local Trustee (ex-officio) (electronic)

Members Absent: Deb Morrison, North Pender Island Local Trustee (Chair)
Alex Allen, Hornby Island Local Trustee
Benjamin McConchie, North Pender Island Local Trustee

Staff Present: Clare Frater, Director, Trust Area Services
Russ Hotsenpiller, Chief Administrative Officer
David Marlor, Director, Local Planning Services
Lesley Valour, A/Senior Policy Advisor/Recorder

1. CALL TO ORDER

Acting Chair Colbourne called the electronic meeting to order at 10:05 a.m. and acknowledged the meeting was being held on Coast Salish territory.

2. APPROVAL OF AGENDA

2.1 Introduction of New Items

6.4 - Appointment of New Members

2.2 Approval of Agenda

By general consent, the agenda was approved as amended.

3. ADOPTION OF MINUTES/COORDINATION

3.1 Minutes of Meeting

3.1.1 August 21, 2019

By general consent, the minutes of August 21, 2019 were adopted as presented.

3.2 Resolutions Without Meeting

None

3.3 Follow Up Action List

The Follow-Up Action list was reviewed.

TPC-2019-018

It was MOVED and SECONDED,

that the Trust Programs Committee remove Item 1 from August 20, 2018 "that the Trust Programs Committee recommend to the next Trust Council that if the service integration work continues under Trust Programs Committee that it be given priority next term under the Strategic Plan" and amend Item 2 from August 20, 2018 by deleting the words "that if examination of service integration issues proceeds as priority of Trust Programs Committee for next term the Committee recommends".

CARRIED

4. TRUST COUNCIL BUSINESS

4.1 Community Stewardship Awards Program Policy 2.1.11 and Nomination Form - RFD

Director Frater noted that the intent of the Request for Decision is to amend Policy 2.1.11 Administration of the Community Stewardship Awards Program to make changes to delivery of the program and evaluation criteria.

Following discussion, staff agreed to make changes to the Nominee Eligibility section and provide a revised version to the next Trust Programs Committee meeting for approval.

5. BUSINESS

5.1 Live Streaming of Trust Programs Committee Meetings - RFD

TPC-2019-019

It was MOVED and SECONDED,

that Trust Programs Committee communicate to Trust Council its interest in filming and streaming its public meetings.

CARRIED

5.2 TPC Strategic Plan Projects - Briefing

Director Frater noted that the briefing is to advise Trust Programs Committee of the projects assigned to the Committee through the interim 2018-2022 Strategic Plan. Staff will incorporate feedback from the Committee into business cases for the 2020/21 budget.

The Committee discussed the proposed Strategic Plan items, noted that there is a change to budgeting for Strategic Plan projects and provided general feedback to staff, including that the proposed budget for the Policy Statement Amendment Project could be increased from \$15,000 to \$30,000 to support as yet undefined work towards amending policies within Policy Statement sections 3, 4, and 5.

By general consent, the order of business on the agenda was varied to address item 6.4 before item 5.3.

6.4 Appointment of New Members

Chair Luckham informed the Committee that he put a call out to all Trustees, inviting them to join Trust Programs Committee to participate in a Policy Statement Working Group (PSWG), and advised that he would be appointing the following trustees who had expressed interest Timothy Peterson (Lasqueti), Michael Kaile (Bowen) and Kees Langereis (Gabriola). These Trustees will be invited to attend the next Trust Programs Committee meeting.

Director Frater advised the Committee that the Chair intended to place the Policy Statement Amendment Project near the top of future agendas to allow new members the option of leaving the meeting after discussions related to the Policy Statement Amendment Project, subject to quorum.

5.3 TPC Climate Change Speaking Notes

Deferred to the next meeting.

5.4 Islands 2050 - Verbal Update

Director Frater provided verbal update on the Islands 2050 noting that public engagement is going very well and staff are receiving good input.

6. NEW BUSINESS

6.1 Policy Statement Working Group - Verbal Update

The Chair noted that Policy Statement Working Group members have been appointed and will join the next TPC meeting.

6.2 Baynes Sound Lambert Channel Ecosystem Forum - RFD

The Request for Decision provides background information to determine if Islands Trust will want to jointly sponsor the November 15, 2019 Baynes Sound/Lambert Channel Ecosystem Forum.

Director Frater advised that the requested donation amount less than previously anticipated due to in-kind donations.

Trustee Critchley mentioned his support for the Forum and cited a recent beach clean-up that resulted in over 8,000 lbs of garbage and debris being collected in the Baynes Sound area. He estimated that over 90% was from the aquaculture industry.

TPC-2019-020

It was MOVED and SECONDED,

that the Trust Programs Committee contribute the requested \$2,900 to jointly sponsor the Baynes Sound / Lambert Channel Ecosystem Forum.

CARRIED

6.3 Trust Programs Committee 2020 Meeting Dates

By general consent, the 2020 meeting dates will be sent to Trust Programs Committee members for feedback via e-mail.

7. WORK PROGRAM

7.1 Trust Programs Committee Work Program

Deferred to the next meeting.

8. CORRESPONDENCE

8.1 Trustee Langereis re Islands Trust Policy Statement and Object

Deferred to the next meeting.

8.2 Peter Frinton re Policy Statement Review General Commentary

Deferred to the next meeting.

8.3 Trustee Wright re Policy Statement and Islands Trust Act Interpretation

Deferred to the next meeting.

9. NEXT MEETING

The next meeting will take place on November 6, 2019.

10. ADJOURNMENT

By general consent, the meeting adjourned at 12:05 p.m.

Scott Colbourne, Acting Chair

Certified Correct

Lesley Valour, Recorder

Follow Up Action Report

Trust Programs Committee

29-Feb-2016

Activity	Responsibility	Dates	Status
1 Implement Crown Land Protocol project charter V2, circulate past RFD to TPC members, keep charter on future agendas until project is complete and consider inventory of current referrals, if it helps demonstrate the need for updating the letter of understanding.	Clare Frater	Target: 14-Nov-2016	In Progress
2 Implement the State of the Islands Project, and return the project charter to TPC until project is complete.	Clare Frater	Target: 06-Nov-2019	In Progress

20-Aug-2018

Activity	Responsibility	Dates	Status
1 that the impact of the Ministry of Transportation and Infrastructure road standards agreement on village roadscapes be examined as a potential pilot project or case study.	Clare Frater David Marlor	Target: 12-Dec-2018	In Progress

12-Jun-2019

Activity	Responsibility	Dates	Status
1 Community Stewardship Awards proposed policy changes RFD	Clare Frater Lesley Valour	Target: 06-Nov-2019	In Progress

Follow Up Action Report

Trust Programs Committee

21-Aug-2019

Activity	Responsibility	Dates	Status
1 that Trust Programs Committee request Chair Morrison to finalize the climate change speaking notes and to forward them to the Executive Committee.	Clare Frater	Target: 30-Aug-2019	In Progress
2 that Trust Programs Committee request staff to provide a briefing in regards to the required resources for the future phases of the Policy Statement Amendment Project.	Clare Frater	Target: 30-Aug-2019	In Progress

09-Oct-2019

Activity	Responsibility	Dates	Status
1 that the Trust Programs Committee remove Item 1 from August 20,2018 "that the Trust Programs Committee recommend to the next Trust Council that if the service integration work continues under Trust Programs Committee that it be given priority next term under the Strategic Plan" and amend Item 2 from August 20,2018 by deleting the words "that if examination of service integration issues proceeds as priority of Trust Programs Committee for next term the Committee recommends".	Clare Frater Jas Chonk	Target: 06-Nov-2019	Completed
2 that Trust Programs Committee communicate to Trust Council its interest in filming and streaming its public meetings.	Clare Frater	Target: 20-Nov-2019	Completed

Follow Up Action Report

Trust Programs Committee

09-Oct-2019

Activity	Responsibility	Dates	Status
3 that the Trust Programs Committee contribute the requested \$2,900 to jointly sponsor the Baynes Sound / Lambert Channel Ecosystem Forum.	Clare Frater Lesley Valour	Target: 06-Nov-2019	Completed

**Review and Amendment of the
Islands Trust Policy Statement:
A Preliminary Assessment**

*Final Report of the
Islands Trust Policy Statement Assessment Task Force*

May 9, 2011



Review and Amendment of the Islands Trust Policy Statement: A Preliminary Assessment

In March 2010, the Islands Trust Council established a task force, as a subcommittee of the Trust Programs Committee, to conduct a preliminary assessment of the Islands Trust Policy Statement and make recommendations regarding further actions. This report describes the work of the task force in carrying out that mandate.

It contains the following sections: purpose and content of the Policy Statement; amending the Policy Statement; the task force approach to a preliminary assessment; a priority list of topics for Policy Statement review; directive policies; history of Policy Statement – roles, reviews and amendments; management of historical records; and policies relating to the Policy Statement.

Summary of Recommendations

Recommendation 1: That the next Trust Council review the Policy Statement and its accompanying policies.

Recommendation 2: That the next Trust Council consider the full Topic Review Inventory in Appendix B and the priority topics identified by the Policy Statement Assessment Task Force (pages 5 and 6) when determining the scope and approach of a future Policy Statement review process.

Recommendation 3: That the next Trust Council closely review the language of the Policy Statement to ensure that terms used are unambiguous and easily understood, adding definitions if necessary to achieve this purpose.

Recommendation 4: That the next Trust Council ensure that comprehensive public consultation is an integral part of the entire review process.

Recommendation 5: That the next Trust Council consider inclusion of a rationale for any directive policies, either in the body of the Policy Statement or as an appendix, and remove the use of the word “address” from the Policy Statement in cases where Trust Council wants the policy to be more directive.

Recommendation 6: That the next Trust Council request a review of the historical records related to topics that have posed interpretation challenges, in order to clarify the purpose and intention of the original wording and assist in the review of the relevant sections of the Policy Statement.

Recommendation 7: That the next Trust Council review the three policies related to the Policy Statement and consider, in particular, whether the timing of the schedule of regular reviews and reporting of monitoring activities set out in those policies needs to be modified to reflect the reality.

Recommendation 8: That the next Trust Council consider any changes to the three policies in conjunction with the Policy Statement review.

Recommendation 9: That the next Trust Council consider the comments and suggestions of staff and the task force members as set out in Appendix C when reviewing the three policies related to the Policy Statement.

1. The Purpose and Content of the Policy Statement

Section 15 of the *Islands Trust Act* requires Trust Council to adopt a statement of Trust Council policies to carry out the object of the Trust, and prohibits Trust Council and the Executive Committee from approving any Local Trust Committee bylaw that is contrary to, or at variance with, the Policy Statement.

The current Policy Statement addresses the Section 15 requirement by setting out three broad goals and 120 specific policies for carrying out the object of the Islands Trust as defined in Section 3 of the Act:

The object of the Trust is to preserve and protect the trust area and its unique amenities and environment for the benefit of the residents of the trust area and of British Columbia generally, in cooperation with municipalities, regional districts, other persons and organizations and the Government of British Columbia.

The three goals of the Policy Statement (under the general headings Ecosystem Preservation and Protection, Stewardship of Resources, and Sustainable Communities) are:

- to foster preservation and protection of the Trust Area's ecosystems;
- to ensure that human activity and the scale, rate and type of development in the Trust Area are compatible with maintenance of the integrity of Trust Area ecosystems; and
- to sustain island character and healthy communities.

The 120 policies are of three types:

- commitments of Trust Council, stating the position or philosophy of Trust Council on various matters;
- directive policies, which direct local trust committees and island municipalities to address certain matters in their official community plans and regulatory bylaws to implement the policies of Trust Council; and
- recommendations from Trust Council to government agencies, non-government organizations, property owners, residents and visitors regarding decisions or actions they might take in support of the Policy Statement and the object of the Islands Trust.

2. Amending the Policy Statement

The Policy Statement requires review and amendment from time to time for the simple reason that issues pertinent to the object of the Islands Trust shift in character and importance over time, and new issues may emerge that previously were unforeseen. For example, climate change was on the horizon before the end of the last century, but only in recent years have its magnitude and implications begun to be understood. Other examples of issues that have grown in prominence include local food security, affordable housing, shoreline protection, and biodiversity conservation.

Although it is Trust Council's policy to subject the Policy Statement to a regular review, it was last reviewed in 2001.¹ The 2001 review resulted in few changes, so the current Policy Statement is largely what was adopted in 1994. The review and amendment process requires

¹ The timelines for the review of the Policy Statement and for the Topic Review are referenced in the Policy Statement Amendment Policy (1.2.i) (see pages 45-46 of this report) and the Topic Review Framework Procedure (1.3.ii) (see pages 68 – 69 of this report) respectively.

considerable staff and trustee time in addition to the resources required to provide opportunities for meaningful public involvement. That is why the role of the task force designated by Trust Council in March 2010 was limited to conducting a preliminary assessment.

To that end, Trust Council assigned the task force terms of reference (Appendix A) containing three objectives:

- to conduct a preliminary assessment of the Islands Trust Policy Statement and Trust Council policies relating to the Policy Statement and identify potential topics for review;
- to prepare reports for Trust Programs Committee and Executive Committee to consider submitting to Trust Council on Policy Statement topics that might be included in a review of the Policy Statement and its implementation as part of Council's strategic plan during the 2011 term; and
- to update the topic review inventory for Trust Council by December 2010.

This report of the task force (comprising six trustees²) is intended to facilitate a full review of the Policy Statement in the term of office of the 2011-2014 Trust Council, should that Council decide to do so.

Recommendation 1: That the next Trust Council review the Islands Trust Policy Statement and its accompanying policies.

3. The Task Force Approach to a Preliminary Assessment

Each of the members of the task force closely read the existing Policy Statement to identify opportunities to make the Policy Statement more clear, comprehensive, and up-to-date.

This review led to the following preliminary suggestions from task force members in August 2010:

- update the Introduction to the Policy Statement.
- consider adding a Vision Statement if the Trust object does not sufficiently serve that purpose.
- update references to government agencies and legislative amendments (such as the addition of the Natural Area Protection Tax Exemption Program (NAPTEP)).
- ensure that the terminology used in the Policy Statement is as clear and easily understood as possible.
- provide a clear definition of “amenities” referred to in the object of the Trust.³
- clarify the role of forestry on the islands.
- update and add to topics requiring policy consideration.

Between July and October 2010, the task force invited Islands Trust and Bowen Island municipality staff and trustees to comment on the need for new Policy Statement topics and whether existing topics need expansion or clarification.

The task force also considered previously suggested topics, current and previous Trust Council strategic plans, and past advocacy positions taken by Executive Committee and Trust Council.

² Nerys Poole, Bowen Island (task force chair); Sheila Malcolmson, Gabriola Island (Islands Trust chair); George Ehling, Salt Spring Island; Tony Law, Hornby Island; Susan Morrison, Lasqueti Island; David Greer, South Pender Island.

³ See Appendix D – A discussion paper on meaning of amenities, by Trustee Law.

The task force did not review advocacy positions taken by Local Trust Committees or included in Official Community Plans.

In December 2010, the task force provided Trust Council with the November 2010 Policy Statement Topic Review Inventory (Appendix B) containing potential topics that require consideration or clarification.

The inventory also included general comments on the Policy Statement and its implementation, including procedural Issues, directive policies, structure/format, and the need for definition of words that pose interpretation challenges.

4. A Priority List of Topics for Policy Statement Review

The task force concluded that trustees conducting a review of the Policy Statement in the next Trust Council term of office might find it helpful to have a list of suggested priority topics.⁴ To that end, task force members each identified ten topics needing additional clarification and expansion and ten new topics that they considered should be considered priorities in a Policy Statement review. The task force summarized the results of the votes in the priority list below with the caveat that it is in no way intended to bind the next Trust Council's Policy Statement review. The task force further recognizes that the relative importance of certain topics may fluctuate over time.

Policy Statement Topics	Votes
Forests (stewardship) (4.2)	5
Density limits (5.2.5)	4
Freshwater resources (4.4)	4
Sustainable communities (Part V)	4
Coastal and marine areas (4.5)	3
Designation of forest ecosystem reserves (4.2.8)	3
Economic opportunities (5.7)	3
Healthy communities (5.8.5)	3
Protection of natural coastal processes (3.4.5)	3
Renewable energy production (5.8.8)	3
Water quality and quantity (4.4.2)	3
Agricultural land (4.1)	2
Growth and development (5.2)	2
Heritage (5.6.3)	2
Marine Sewage (3.4.8)	2
Road classification system (5.3.4)	2
Aquaculture (4.51, 4.5.2)	1
Gaming/casinos prohibition (5.5.2)	1
Health and wellbeing (5.8)	1
Impacts of road location, etc. (5.3.5)	1
Protection of forest stands (4.2.6)	1
Soils and deposits (4.6)	1

⁴ The November 2010 Policy Statement Topic Review Inventory (Appendix B) provides all potential topics that require consideration or clarification without prioritization.

Suggested New Topics	Votes
Climate change	5
Marine protection (stewardship / shipping / lighthouses)	5
Affordable housing/diversity of housing	4
Connectivity in environmental protection	4
Food security	4
Riparian area protection	4
Sustainable environment	4
Agriculture	3
BC Ferries	3
Landowner stewardship	3
Archaeological resources	2
Crown land protection	2
First Nations	2
Rainwater harvesting and catchment systems	2
Trust Fund Board (NAPTEP, RCP, funding, protected area stewardship, conservation of biodiversity priorities,)	2
Use of pesticides and other toxins	2
Natural Area Protection Tax Exemption Program	1
Performance measurement / indicators	1
Tourism	1
Tree removal	1

Recommendation 2

That the next Trust Council consider the full Topic Review Inventory in Appendix B and the priority topics identified by the Policy Statement Assessment Task Force (pages 5 and 6) when determining the scope and approach of a future Policy Statement review process.

Recommendation 3

That the next Trust Council closely review the language of the Policy Statement to ensure that terms used are unambiguous and easily understood, adding definitions if necessary to achieve this purpose.

Recommendation 4

That the next Trust Council ensure that comprehensive public consultation is an integral part of the entire review process.

5. Directive Policies

As noted above, in addition to receiving comments on procedural issues, structure/format, and definitions, the task force received comments on the need to reconsider the wording in the directive policies in the Policy Statement. The words “must address” leave room for ambiguity. The task force heard suggestions, from staff and trustees, that mandatory language replace this wording in those situations where the Islands Trust Council is of the view that bylaws must address a topic in a specific way or with specific language. Inherent in the choice of wording for policies of this nature is a choice as to how much leeway the Islands Trust Council wishes to leave to local trust committees and island municipalities in implementing the Islands Trust Policy Statement and, by extension, the object of the Islands Trust.

If Trust Council decides to provide specific wording on some topics, we hope that this change will result in more definite policy direction to the local trust committees and island municipality.

Recommendation 5

That the next Trust Council consider inclusion of a rationale for any directive policies, either in the body of the Policy Statement or as an appendix, and remove the use of the word “address” from the Policy Statement in cases where Trust Council wants the policy to be more directive.

This recommendation is noted within the general comments section of the Topic Review Inventory in Appendix B. An excerpt from a November 23, 2000 legal opinion for the Islands Trust regarding Policy Statement directive policies is included as Appendix 3 of the Topic Review Inventory.

6. History of Policy Statement – Roles, Reviews and Amendments

A guiding principle of the Policy Statement is that Trust Council “will implement a plan for the advancement of the Policy Statement” as part of its annual budget process with Executive Committee reporting to Trust Council on progress in achieving the goals of the Policy Statement. The Policy Statement also suggests that Trust Council may review the Policy Statement annually to prioritize actions, assess progress, and consider possible amendments. Although Trust Council adopted policies to achieve both principles, Trust Council has not supported policy statement review activities with budget or workplan priorities in recent terms.

The following provides a brief review of the history of the Policy Statement since its adoption in 1994:

1993-1996 Trust Council term:

The Policy Statement, which had been given three readings in October 1993, in the previous term, was adopted in June 1994.

The Trust Policy Committee, a standing committee of Trust Council, was established to review the Policy Statement on an on-going basis and to provide recommendations on amendments.

During this term amendments were made to the Policy Statement with respect to environmentally sensitive areas, agriculture, coastal zone management, roads, local government structure and information to support land use planning.

1996-1999 Trust Council term:

The Trust Policy Committee was merged with the Environmental Planning Committee to form the Trust Programs Committee which took over some responsibilities for addressing the Policy Statement in conjunction with that Committee's work program. The Executive Committee retained overall responsibility for bringing forward proposals for amendment to the Policy Statement.

During this term, amendments were made to the Policy Statement with respect to forests, in conjunction with the Trust Program Committee's overall work on that topic. Amendments were also made with respect to gaming facilities, road system impacts on agricultural land, wetlands and the Islands Trust object.

1999-2002 Trust Council term:

The Chair of Trust Council appointed a Policy Statement Task Force from the members of Trust Council. This Task Force brought to Council suggestions for strengthening the wording of the Policy Statement. This approach was not supported by Council. The Task Force provided recommendations for changes to the text of the Policy Statement to provide more clarity without changing intent.

Trust Council gave three readings to a bylaw to amend the Policy Statement to incorporate these changes and adopted the changes at the first meeting of the following term.

2002-2005 Trust Council term:

The Trust Programs Committee, acting upon a referral from Trust Council, prepared a recommendation to amend policy 4.4.2 (which addresses water supply) to provide more flexibility. The recommendation was rejected by Trust Council.

The only change made to the Policy Statement during this term was the inclusion of an interpretation note with respect to artificial reefs.

2005-2008 Trust Council term:

For the first time, a local trust committee sought Trust Council's consideration of approval of a proposed bylaw that had been rejected by the Executive Committee. Consideration of approval included discussion of the intent and applicability of Policy Statement policies, particularly policy 5.3.5 (which addresses the impact of road location, design, construction and systems).

No amendments to the Policy Statement were considered during the 2005-2008 term.

7. Management of Historical Records

The task force terms of reference ask the task force to identify the requirements for the Policy Statement records management. The task force asked staff to provide information regarding documentation that came from the Policy Statement review conducted in 2002.

Staff reported that the Policy Statement records were not in an easily-reviewable state. They had retrieved several files but did not have time to search through them. A task force member volunteered to look at the files at the Victoria office to assess the condition of the files. The results of the assessment are:

- difficulty ordering the files by date;
- not confident the files are complete;
- time-consuming task to collate the files;
- staff comments regarding the state of the files were correct.

The Policy Statement records management will require a considerable amount of staff time and resources to organize if Trust Council decides that an accurate account of previous Policy Statement assessments is important. In 2011, Islands Trust will purchase Optical Character Recognition software for a Victoria office photocopier which will allow staff to electronically search older files.

There is substantial work required to get all past records scanned and organized.

A valuable aspect of record availability would be information that provides a background on amendments to the Policy Statement that have been considered or implemented in order to provide an understanding of the context, issues, considerations and rationale.

Recommendation 6

That the next Trust Council request a review of the historical records related to topics that have posed interpretation challenges in order to clarify the purpose and intention of the original wording and assist in the review of the relevant sections of the Policy Statement.

The discussion of the interpretation of unique amenities is included in Appendix D.

8. Policies relating to the Policy Statement

The *Islands Trust Act* states that the trust Policy Statement must be “a *general statement of the policies of the trust council to carry out the object of the trust.*” The use of the words “to carry out” in the legislation suggests that the policy statement is a foundation for strategic actions to be implemented.

The *Islands Trust Policy Statement* states that “*the Policy Statement provides a general strategy for land use planning which translates the broad goals of the Province and the Islands Trust into specific actions to preserve and protect the Trust Area*”, also suggesting proactive implementation.

How this proactive implementation will be carried out is spelled out in the *Policy Statement* as follows:

- *Trust Council will implement a plan for the advancement of the Policy Statement as part of its annual budget process, and the Executive Committee of Trust Council will report to Council on progress in achieving the goals of the Policy Statement.*⁵

⁵ Islands Trust Policy Statement, Consolidated April 2003, page 8, Part II.

- *Trust Council may review the Policy Statement annually to prioritize actions, assess progress, and consider possible amendments.*⁶
- *The Executive Committee also monitors the progress of Trust Council in achieving the goals defined in the Policy Statement, and makes recommendations to Council in this regard.*⁷

There are three policies that support the implementation, amendment and review of the Policy Statement. The task force's terms of reference ask the task force to consider these policies in its preliminary assessment. The policies are provided in Appendix E.

The purpose of each policy is set out in the policies:

a. Policy Statement Amendment Policy s.1.2.i

To outline the required steps for Trust Council to amend the Policy Statement Bylaw.

b. Policy Statement Implementation s.1.3.i

To establish policy and procedures for statutory bylaw referrals and other implementation strategies in connection with the Islands Trust Policy Statement Bylaw No.17.

To establish policy to implement and further develop the Islands Trust Policy Statement.

c. Policy Statement Topic Review Framework s.1.3.ii

To provide a framework to maintain an inventory of Policy Statement topic areas for review and to determine the priority topic areas for attention through Trust Council.

Recommendation 7

That the next Trust Council review the three policies related to the Policy Statement and consider, in particular, whether the timing of the schedule of regular reviews and reporting of monitoring activities set out in those policies needs to be modified to reflect the reality.

As noted previously in this report, recent Trust Councils have not supported regular monitoring with the necessary budget or work plan priorities.

Recommendation 8

That the next Trust Council consider any changes to the three policies in conjunction with the Policy Statement review.

⁶ Islands Trust Policy Statement, Consolidated April 2003, page 3, Part I.

⁷ Islands Trust Policy Statement, Consolidated April 2003, page 4, Part I

Recommendation 8

That the next Trust Council consider the comments and suggestions of staff and the task force members as set out in Appendix C when reviewing the three policies related to the Policy Statement

The Trust Programs Committee has begun some preliminary work on a new advocacy policy, and has received two submissions from trustees on this issue. The task force has not reviewed any of this work.

9. External funding for Policy Statement review process

In April 2011, the Islands Trust applied for \$250,000 from the Gas Tax Fund (General Strategic Priorities Fund and the Innovations Fund) administered by the Union of British Columbia Municipalities to review the Policy Statement in a two-and-a-half-year process beginning in 2012.

The Policy Statement review process proposed in the grant application was guided by requirements set by the funder. The Gas Tax Fund required that planning processes take an integrated community sustainability planning (ICSP) approach that contributes to reduced greenhouse gas emissions, cleaner water or cleaner air. An ICSP is defined as “long-term planning, in consultation with community members, that provides direction for the community to realize sustainability objectives it has for the environmental, cultural, social and economic dimensions of its identity.”

The application was submitted to provide the 2011-2014 Trust Council an externally-funded review option in addition to the other Policy Statement review options that will be available.

The review process proposed in the grant application is not binding on a future Trust Council. If the grant application is successful, the next Trust Council, as part of the strategic planning process for the 2011-2014 term, will be able to choose to:

1. not accept the funds;
2. request a modification of the proposed project and budget; or
3. proceed with the approved project.

The only other potential funding source for a Policy Statement review process was the Green Municipal Fund (GMF). Islands Trust did not apply to this fund as it would have required 50% matching funds and because its emphasis was on developing plans for conventional municipal services such as infrastructure and transportation. Due to high demand, the GMF fund was closed to new applications during January to March 2011.

Conclusion

The Policy Statement affects the decisions of every Local Trust Committee, Trust Council and Island Municipality, and reflects the Trust's relationship with the Province. A full public consultation process, as part of the review of the Policy Statement, will ensure that it continues to represent the values and vision of islanders and residents of British Columbia.

Appendices

- A. Terms of Reference for Islands Trust Policy Statement Assessment Task Force
(*Revised Dec 8, 2010*)
- B. Policy Statement Topic Review Inventory (2010)
- C. Table of suggested changes to the policies relating to the Policy Statement
- D. Discussion Paper on Meaning of Unique Amenities
- E. Policies relating to the Policy Statement
 - a. Policy Statement Amendment Policy s. 1.2.i
 - b. Policy Statement Implementation Policy s.1.3.i
 - i. Attachment 1 - Directives Only Checklist
 - ii. Attachment II - Council Commitments and Recommendations Checklist
 - c. Policy Statement Topic Review Framework: s.1.3.ii

Terms of Reference for
Islands Trust Policy Statement Assessment Task Force
Amended by Trust Council Dec 8, 2010

1. Objectives:

- a) To conduct a preliminary assessment of the Islands Trust Policy Statement and Trust Council policies relating to the Policy Statement and identify potential topics for review.
- b) To prepare reports for Trust Programs Committee (TPC) and Executive Committee (EC) to consider submitting to Trust Council on Policy Statement topics that might be included in a review of the Policy Statement and its implementation as part of Council's Strategic Plan during the 2011-2014 term and;
- c) To update the Topic Review Inventory for Trust Council by December 2010.

2. Scope of work

- a) Consult with Islands Trust and Bowen Island Municipality staff and trustees to identify policies in the Policy Statement that have presented interpretation challenges.
- b) Identify requirements for policy statement records management.
- c) Consult with Trust Area Services staff to identify gaps and inconsistencies in the Policy Statement with respect to the provincial context (legislation).
- d) Update the Topic Review Inventory to identify topics in the current and previous Strategic Plans of Trust Council and in advocacy positions taken by LTCs, EC and Trust Council.
- e) Seek external funding sources for a Policy Statement review, for the benefit of a future Trust Council.
- f) Consider any other issues that might emerge during this assessment. (e.g. the need for significant advance planning to pursue / secure external funding)

3) Time Frame

June 2010: Confirm task force membership and hold first meeting
Nov 2010: Preliminary report to TPC – including Topic Review Inventory for TC Dec 2010
Oct 2010 - March 2011: Consider budget and staffing implications for 2011-2012 budget
March 2011: Seek Trust Council's approval for a funding application
April 2011 – Submit application for funding
May 2011: Final report to TPC

4) Membership

The committee will consist of up to seven people with at least one member from EC and TPC, with members initially solicited from Trust Council until June 17, 2010. Other trustees are welcome to audit the meetings. Membership may include past trustees.

5) Process

Meetings will be held by monthly teleconference (or less frequently if not needed).

6) Resources

Financial requirements will be limited to conference call costs.

Appendix A – Policy Statement Assessment Task Force Terms of Reference

Staff will provide logistics, public notification and minute-taking services. Staff will provide relevant policies and records of past committee work on the Policy Statement.

Relevant policies include:

- 1.2.i Policy Statement Amendment Policy
- 1.3.i Policy Statement Implementation Policy
- 1.3.ii Policy Statement Topic Review Framework

Policy Statement Topic Review Inventory 2010

Trust Council is asked to review the Policy Statement every five years. This topic review inventory is intended to be regularly updated as new topics get suggested, by trustees, staff and stakeholders. Policy 1.3.ii, *Policy Statement Topic Review Framework*, sets out that Trust Council will consider Trust Programs Committee's recommended priority review topics each year.

If the Policy Statement is to be reviewed, Trust Council will consult with particular government agencies having jurisdiction over or interests in the Trust Area, and with members of the public throughout the Trust Area.

This Topic Review Inventory summarizes input on existing and potential new Policy Statement topics received by the Policy Statement Task Force. It compiles information from the 2007 Policy Statement Topic Review Inventory; trustee and staff suggestions (made in 2010 unless otherwise noted); Trust Council resolutions; and strategic plans. An overview of suggestions is provided below with additional details available in the body of this report.

Policy Statement Topics Needing Additional Clarification or Expansion	Suggested New Policy Statement Topics (Gaps):
• Protection of natural coastal processes (3.4.5) • Marine Sewage (3.4.8) • Agricultural land (4.1) • Forests (stewardship) (4.2) • Protection of forest stands (4.2.6) • Designation of forest ecosystem reserves (4.2.8) • Freshwater resources (4.4) • Water quality and quantity (4.4.2) • Coastal and marine areas (4.5) • Aquaculture (4.5.1 and 4.5.2) • Soils and deposits (4.6) • Sustainable communities (Part V) • Growth and development (5.2) • Density limits (5.2.5) • Road classification system (5.3.4) • Impacts of road location, etc. (5.3.5) • Gaming/casinos prohibition (5.5.2) • Recreational facilities (5.5.6) • Heritage (5.6.3) • Economic opportunities (5.7) • Health and wellbeing (5.8) • Healthy communities (5.8.5) • Renewable energy production (5.8.8)	• Affordable housing/diversity of housing • Agriculture • Archaeological resources • BC Ferries • Climate change • Connectivity in environmental protection • Crown land protection • First Nations • Food security • Invasive species • Landowner stewardship • Marine protection (stewardship / shipping / lighthouses) • Performance measurement / indicators • Rainwater harvesting and catchment systems • Riparian area protection • Social diversity • Sustainable environment • Tourism • Tree removal • Trust Fund Board (NAPTEP, RCP, funding, protected area stewardship, conservation of biodiversity priorities,) • Unzoned areas • Update to reflect ongoing legislative changes • Use of pesticides and other toxins

Appendix B – Policy Statement Topic Review Inventory 2010

The document is organized as follows:

- Existing topics needing clarification or expansion
- Suggested new topics
- Suggested new definitions
- Appendix 1: Summary of past Chair correspondence on advocacy topics
- Appendix 2: Islands Trust resolutions submitted to Union of British Columbia Municipalities
- Appendix 3: General comments received on the Policy Statement
- Appendix 4: Excerpt from November 23, 2000 legal opinion for the Islands Trust re: Policy Statement Directive Policies from Bill Buholzer (formerly Lidstone, Young, Anderson), made public by the Executive Committee on October 19, 2010.

**Existing Policy Statement Topics
needing clarification or expansion**

SP=Strategic Plan / Agenda, P=Part, G=Goal

Existing Topic	Issue to be clarified / expanded	Source
Protection of natural coastal processes (3.4.5)	Expand on foreshore erosion, and seawalls Include outcomes of the Green Shores Program	Trustee
Marine Sewage (3.4.8)	<i>That Trust Council request the Director of Trust Area Services to research the topic of marine sewage pollution from vessels and municipal sewage facilities in the Strait of Georgia and provide recommendations in September regarding options for supporting existing processes that address these topics. (TC 179/02 June)</i> <i>That the Islands Trust Council request staff to continue to monitor the topic of marine sewage pollution in the Trust Area and that Council request the Executive Committee to develop correspondence supporting existing processes that address marine sewage pollution in the Trust Area, as appropriate opportunities arise. (TC 206/02 Sept)</i> <i>That Islands Trust Council request the Chair to write a letter to appropriate federal and provincial ministers with respect to facilitating the designation of marine sites under non-sewage discharge regulations. (TC 235/02 Dec)</i> <i>That Islands Trust Council:</i> <i>o Recommend that Local Trust Committees consider adding a policy to their Official Community Plans requiring all marinas applying for rezoning or a development permit to provide pump out facilities;</i> <i>o • Recommend that Local Trust Committees consider adding an advocacy policy to their Official Community Plans encouraging neighbouring local governments to require that marinas servicing vessels traveling within the Trust Area install pump-out facilities when applying for rezoning on a development permit; and</i> <i>o • Request the Executive Committee write to Transport Canada requesting amendments to the current legislation to prohibit boats traveling in narrow channels from discharging raw sewage less than three nautical miles from shore and developing a plan for enough pump-out stations in the Trust Area that sewage discharge would be prohibited or alternatively establish the Trust Area as a no discharge zone. (TC152/09 Sept)</i>	Trust Council
Agricultural land (4.1)	2006: Want to encourage open farm land to be maintained and not allowed to reforest. Mayne Island has lost a large amount of open meadow to trees. There is environmental value in these spaces as well as economic in the case of farming and grazing. 2009: urge policies that recognize that re-treeing of cleared lands is not always the best use of the land	Trustee

Existing Topic	Issue to be clarified / expanded	Source
Forests (4.2)	<i>That the Islands Trust Council request the Executive Committee to forward to the Ministry of Sustainable Resource Management a response to the Working Forest Initiative discussion paper that requests that the Crown land of the Trust Area be removed from the definition of Working Forest; provides additional background and comment on the Initiative based on the attached outline; and that the Islands Trust Council request the Executive Committee to monitor the Working Forest Initiative and take additional actions as necessary that are consistent with the positions expressed in the joint response. (TC 114/03 – March)</i>	Trust Council
	Clarification of forestry's role on islands, including use in mitigating effects of GHG emissions PMFL lands	Trustee
Protection of forest stands (4.2.6)	Unclear what is meant by "on the scale of forest stands and landscapes". The phrase "of forest ecosystems" belongs after the phrase "ecological integrity" in the fourth line.	Staff
Designation of forest ecosystem reserves (4.2.8)	LTCs do not have the power to designate reserves on private land. This policy should require the local trust committees and municipalities to "designate forest ecosystem reserves where no extraction will take place, to ensure the preservation of native biological diversity", rather than requiring them to "include policies and regulations requiring" such designations. Since it is the local trust committees and municipalities that do the designating, it seems incorrect to refer to their policies and regulations merely "requiring" those designations. Consider including direction/clarification about PMFL.	Staff
Freshwater Resources (4.4)	<i>That staff be requested to prepare a briefing that identifies issues with respect to the authority of the Islands Trust to address groundwater protection and groundwater use for consideration at the December 2002 Trust Council meeting. (TC 215/02 Sept)</i> <i>That Islands Trust Council endorse the following declaration and commit the Islands Trust to upholding its principles:</i> • <i>Water is a sacred gift that connects all life.</i> • <i>Access to clean water is a basic human right.</i> • <i>The value of the earth's fresh water to the common good takes priority over any possible commercial value.</i> • <i>Fresh water is a shared legacy, a public trust and a collective responsibility.</i> <i>And encourage all citizens of the Trust Area to endorse the above declaration and commit to upholding its principles. (TC 129/06 March)</i> <i>That the Islands Trust Council request the Chair to write a letter to the Minister of the Environment on behalf of the Islands Trust Council which includes the</i>	Trust Council

Existing Topic	Issue to be clarified / expanded	Source
	<i>following:</i> • a statement of Trust Council's support for the B.C. Ground Water Protection Regulation, • a request for an update on Phases 2 and 3 of the Regulation, and • a suggestion that the Islands Trust be considered as a pilot project for the development of a water management plan(s), or other planning processes to address localized water quality and quantity issues, under Phase 3 of the Regulation, due to the limited supply of water in the Trust Area. (TC 182/06 December) <i>That the Islands Trust Council request the Chair to write to the Minister of Environment in support of the provincial commitment to regulate groundwater withdrawals in the Gulf Islands, as expressed in the recent Living Water Smart Plan. (TC 163/08 June)</i>	
	2006: In general, the new Drinking Water legislation needs to be integrated into the Policy Statement - as a standard to be met.(e.g. water quality must meet the legislated water quality standards.) Consider past advocacy positions re hydro-fracturing	Trustee
	Goal: Increase the sustainability and quality of freshwater resources	SP 2008-11, G2
	Reflect/support new Development Permit Area powers regarding water conservation	Staff
Water Quality and Quantity (4.4.2)	<i>That the Trust Programs Committee be requested to review Section 4 of the Policy Statement to more clearly address the use of viable alternate water supply sources as the top priority of the Policy Statement Topic Review Inventory. (TC/179/05 June)</i> <i>That the Islands Trust Council not amend the Islands Trust Policy Statement in regards to freshwater resources (policy 4.4.2) and not proceed with draft Bylaw 109 and request the Trust Programs Committee to add rainwater catchment and storage to the Policy Statement Topic Review Inventory. (TC/167/05)</i> (As written, Policy 4.4.2 may restrict a local trust committee (LTC) or an island municipality (IM) from considering land use changes in areas where there are water quality or quantity problems, even if there are other approaches available to ensure that the problem would not be exacerbated. For example: an LTC or IM may wish to rezone land in an area with a water problem provided the proposed development is legally required to provide a water catchment system to supply a portion of its water needs. An LTC or IM may wish to rezone land in an area with a water problem provided the proposed development is required to take special measures to address potential water quality and/or sewage treatment issues.)	Trust Council

Existing Topic	Issue to be clarified / expanded	Source
	The phrase "known to have a problem" is not clear. The proposed addition of a "viable alternate" source needs to be made	Trustee
	Anticipate the use of alternative technologies to address water quantity concerns	Staff
Coastal areas and marine shore lands (4.5)	Coastal areas and marine shore lands management/stewardship	SP 2008-11, G2
	Address impacts of shoreline development on eelgrass beds and spawning sites Address shoreline protection in support of the ocean that surrounds us and supports us with oxygen and food. Specifically address the gravel, sand and shell beaches that are the irreplaceable location of forage fish spawning.	Trustee
Aquaculture (4.5.1, 4.5.2)	<i>That Islands Trust Council request staff to research and prepare a background paper to inform Council regarding the goals and consultation process of the Ministry of Sustainable Resource Management and of Land and Water B.C. Inc. regarding the expansion of the shellfish industry in the Trust Area. (TC 180/02 June)</i> <i>That the Islands Trust Council request the Trust Programs Committee to consider community concerns regarding on-land aquaculture, including the proposed resolutions from Woodward and Company in their letter of March 6, 2003 and develop recommendations for Trust Council in June pending consideration of already scheduled work programs items; and request the Executive Committee to take other actions to address this issue before June 2003 if it feels this is necessary. (TC 146/03 March)</i> <i>That the Islands Trust Council request the Chair to communicate the Trust Policy Statement policies, precautionary principle and island community concerns regarding on land aquaculture to the appropriate provincial and federal ministries and responsible agencies. (TC 147/03 March)</i> <i>That Islands Trust Council request the Chair to seek a suspension of on-land aquaculture application processing pending the development of siting criteria and the establishment of an Aquaculture Protocol with the Province concerning due diligence, community consultation and environmental assessment. (TC 148/03 March)</i> <i>That the Islands Trust Council request staff to submit the attached document entitled "Islands Trust - Response to the Special Committee on Sustainable Aquaculture, September 15, 2006" to the Special Committee on Sustainable Aquaculture; and to assess the feasibility and work program implications of requesting staff in the Ministry of Agriculture and Lands to work with Islands Trust to update and review the protocol agreements and</i>	Trust Council

Existing Topic	Issue to be clarified / expanded	Source
	<i>letters of understanding between the agencies.</i> (TC 158/06 Sept)	
	Finfish farms (4.5.2) Consider whether current policy excludes finfish (like tilapia) that can be raised in closed containment and add to food security. Consider past advocacy positions re on-land fish farms. Ensure consistency with Marine Protected Area policy.	Trustee
Soils and deposits (4.6)	Adoption, administration, enforcement of bylaws and education	SP 2005-08, P1
Sustainable Communities (Part V)	Healthy, complete and liveable island communities. We recognize that the health of our communities is improved if our islands are safe and secure, if there is strong public involvement in decision-making, and if we accommodate people of differing age groups and income levels. We will work to support and restore socio-economic diversity with strategies for affordable, accessible and appropriate community housing. Support socio-economic diversity of island communities	SP 2005-08, P2 SP 2008-11, G2
	Re-title: healthy, vibrant, social-economic communities Create a separate policy section for “character” Reorganize headings - healthy community, resilience, food security, agricultural community	Staff
	Advocacy with external agencies that have socio-economic impacts on islands	SP 2005-08, P2
Growth and Development (5.2)	Density limits (5.2.5) Has occasionally been confusing in regards to Bowen Island OCP amendments. Check previous staff reports for details. Growth in the Trust Area – Manage in a manner that respects our provincial mandate and the wishes of island communities Build-out potential –identify as a basis for further planning and communication Rate and scale of growth - managing Managing conflict between need for cluster type developments and maintenance of rural atmosphere	Staff SP 2005-08, P2 2004-05 SP, P3 Trustee
Road Classification System (5.3.4)	Need to clarify what classification system of island roadways is supposed to be recognized in the local policies and regulations. If it is a classification system that has been worked out between the Islands Trust and the Ministry of Transportation and Highways, it should be specifically referred to.	Staff

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Existing Topic	Issue to be clarified / expanded	Source
Impacts of Road Location (5.3.5)	While planners have traditionally interpreted this to mean that bylaws must address the impacts of roads on ecosystems, forest landscapes, etc., Executive Committee recently interpreted it to mean that an Official Community Plan should not be adopted because it did not contain a road network plan. Perhaps the meaning of the policy requires clarification. Consider replacing the word "systems" at the end of this policy with the phrase "impacts of road networks, including their location, design and construction."	Staff
Gaming / Casinos prohibition (5.5.2)	Consider whether inconsistent with allowance of destination resorts	Staff
Recreational facilities (5.5.6)	Concerns have been raised because of a lack of definition of low and high impact.	Staff
Heritage (5.6.3)	Unclear if this is intended to include archaeological sites.	Staff
Economic Opportunities (5.7)		Staff
Health and Well Being (5.8)		Trustee
Healthy Communities (5.8.5)	While this is not a directive policy, there seems to be no directive policy that addresses the broad topic of healthy communities. The program referred to is dated and easily confused with BC's 'Healthy Communities' initiatives.	Staff
Renewable Energy (5.88)		Staff

Suggested New Policy Statement Topics

SP=Strategic Plan / Agenda, P=Part, G=Goal

New Topic	Rationale	Source
Affordable Housing	The starting point for effectively encouraging the development of affordable housing is a Trust-wide policy that provides leadership and guidance in its commitment to affordable housing, and emphasizes the importance it plays in a sustainable community. Recommendation: THAT Trust Council review the Islands Trust Policy statement to ensure that it: • includes clear and well-thought out definition of affordability • includes clearly articulated vision, goal and objectives for affordable housing • gives affordable housing a greater profile for its role in sustainable communities • includes a reference to affordable housing in its policy direction to LTCs and municipalities	Islands Trust Community Housing Tool Kit" page 15-16, section 4.1 - Amend the Trust Council's Policy Statement
	Encouragement of policies and advocacy that will encourage diversity and affordability in housing.	Trustee
	Support/restore socio-economic diversity through land use planning strategies about affordable/accessible/appropriate housing	SP 2008-2011, G3
Agriculture	<i>That the Islands Trust Council declare its support for avoiding the use of crops, in the Trust Area, that have been genetically engineered. (TC 211/04 Sept)</i> <i>That the Islands Trust Council request the Chair to write a letter on behalf of Council to the Capital Regional District Roundtable on the Environment that states Council's support of the program for short-term reduction and long-term elimination of non-essential pesticide use, including the part of the CRD that is within the Islands Trust Area. (TC 251/04 Dec)</i> <i>That the Islands Trust Council request the Director of Trust Area Services to seek agreements with the Ministry of Agriculture, Fisheries and Foods and the Agricultural Land Commission regarding guidelines for the development of farm regulations to address the scale and intensity of agriculture (including on-land aquaculture), in a manner consistent with the provincial object of the Islands Trust and with the scale and character of small islands. (TC 172/173/03 June)</i> <i>That the Islands Trust Council request the Chair to write to the BC Minister of Agriculture expressing the Trust's concern that inadequate slaughter facilities exist to service farmers within the Islands Trust Area, and that the Trust encourages the Ministry to maintain its support of community initiatives to establish appropriate local facilities to service the</i>	Trust Council

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New Topic	Rationale	Source
	Trust Area. (TC 163/07 Sept) <i>That the Islands Trust Council request the Chair to write to the BC Minister of Agriculture and the Farm Industry Review Board requesting that they consider organic farming to be a normal farm practice in the Islands Trust Area. (TC 127/08 Mar)</i>	
	Include farmers markets Include reference to the Agricultural Land Commission Consider past advocacy positions regarding genetically modified organisms (GMOs), pesticides, and slaughtering regulations	Trustee
Archaeological Resources		SP 2005-2008, P2
BC Ferries	Recognize the important role of ferry transportation within Islands Trust area Recognize need for transportation security	Staff
Climate Change	<i>That Trust Council strongly supports sustainable energy projects that do not add CO2 gases and other pollutants to the atmosphere; and that energy ownership and management must be controlled by Canadians; and that Trust Council opposes both the proposed GSX pipeline and gas-fired generation projects on Vancouver Island. (TC 149/02 March)</i> <i>That the Islands Trust Council request the Executive Committee to take opportunities that arise to indicate concerns regarding climate change and support for the reduction of energy use and greenhouse gas emissions, and requests that the Trust Programs Committee recommend related amendments to the Policy Statement for consideration during the next Policy Statement review period. (Policies 5.1.4, 5.4.3, 5.8.8) (TC/110/05 March)</i> <i>That the Islands Trust Council request the Executive Committee, Local Trust Committees and the Bowen Island Municipality to take opportunities to encourage island residents and visitors to be aware of the significant impact of climate change on our communities and the natural environment and to take steps to reduce their emissions of greenhouse gases. (TC 171/06 Sept)</i>	Trust Council
	Climate change could be addressed in a separate section in Part III, as well as be the subject of a new guiding principle at the end of Part II.	
	Reflect new development permit area powers regarding energy efficiency	Staff
	Climate change adaptation: We will work to understand and minimize the negative effects that climate change could have on island communities.	SP 2005-08, P1 and

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New Topic	Rationale	Source
	Climate change mitigation: We will work to reduce greenhouse gas emissions, both by managing our internal operations and by fostering energy-efficient communities in our land use decisions. Carbon neutral operations by 2012 Community GHG emissions – measurement/inventories Community GHG emission reduction – targets, policies and actions Energy-efficient communities through land use planning decisions and public education	SP 2008-11, G1
Connectivity in environmental protection	Consider protected area networks	Staff
Crown land protection	Crown land profiles, acquisition and protection.	SP 2005-2008, P1, and SP 2008-2011, G1
First Nations	Refer to Protocol Agreements for additional topic information Include objectives and policies regarding the protection of registered and potential First Nations archaeological and heritage sites.⁸ Importance of culture/heritage Consultation, agreements, culture, heritage names Add a policy encouraging the establishment of a framework for effective communication between local trust committees and First Nations and emphasizing the need to act cooperatively on issues of common interest.	Trustee
	Include more policies regarding First Nations	Staff
Food Security	Consider recommendations from food security report to Trust Council in December 2010	Staff
	Support local food security	SP 2008-2011, G3
Invasive Species	Include marine invasive species	Staff
	Include non-controlled indigenous species (i.e. Black-tailed deer)	
Landowner stewardship		SP 2008-2011, G2

⁸ Note” From section 14.k of Islands Trust’s Protocol Agreement with Snuneymuxw First Nation.

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New Topic	Rationale	Source
Marine Protection / Lighthouses	<i>That the Islands Trust Council request the Executive Committee and the Trust Programs Committee develop, implement and report on an advocacy program to address shipping safety issues in the Trust Area. (TC 107/10 June)</i>	Trust Council
	Lighthouses: Consider past advocacy positions	Trustee
	Shipping safety	Trustee
Performance measurement / indicators		SP 2005-2008, P1
Rainwater Catchment	<i>That the Islands Trust Council not amend the Islands Trust Policy Statement in regards to freshwater resources (policy 4.4.2) and not proceed with draft Bylaw 109 and request the Trust Programs Committee to add rainwater catchment and storage to the Policy Statement Topic Review Inventory. (TC 167/168/05 June)</i>	Trust Council
Riparian area protection	Incorporate Riparian Area Regulations	Staff
	Protection of riparian areas – implement Riparian Area Regulations	SP 2005-08, P1
Social Diversity	The concept of maintaining social diversity could be added to the section on The Challenge in the Introduction.	Trustee
Sustainable Environment	Precautionary principles Environmental sustainability - education and incentives	SP 2005-08, P1
	Address protection versus “use” of natural resources	
Tourism	May 2006: In response to the March 2006 Islands Forum on tourism, Islands Trust Council received the attached letters from Tony Law dated April 2, 2006 and from David Steen dated April 12, 2006. Both letters request that Islands Trust Council address the topic of tourism through Policy Statement amendments. (Part V)	Trust Programs Committee
	Sustainable tourism (consider including tourism policies in Islands Trust Policy Statement)	SP 2005-08, P2
Tree removal	Tree removal - adoption, administration, and enforcement of bylaws	SP 2005-2008, P1
Trust Fund Board	Protected areas - increase size of and ensure safety and integrity	SP 2005-2008, P1
	Protect and enhance the natural environment. Identify areas in greatest need of protection and protect these areas through covenants, acquisitions and other tools.	SP 2008-2011, G1

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New Topic	Rationale	Source
	Reliable, adequate and sustainable long-term funding for TFB - to meet RCP goals and stewardship requirements for protected lands Safety and ecological integrity of protected areas NAPTEP and Regional Conservation Plan	SP 2008-2011, G2 SP 2008-11, G1
Unzoned areas	The Policy Statement provides direction about what should be in bylaws but does not address unzoned areas.	Staff
Update to reflect ongoing legislative changes	Consider incorporating information from recent changes to relevant legislation (e.g. section 877 of the <i>Local Government Act</i>, the <i>Local Government (Green Communities) Statutes Amendment Act</i> (Bill 27, 2008)). Consider incorporating information from relevant legislation as noted in Trust Council's legislative monitoring chart (e.g. <i>Water Act</i> changes expected in 2011).	
Use of pesticides and other toxins	On February 17, 2005 the Chair wrote a letter conveying Trust Council's unanimous support for the Capital Regional District's Roundtable on the Environment program for the short-term reduction and long-term elimination of non-essential pesticide use.	Trustee

Suggested New Definitions for the Policy Statement:

Terms needing better definition	Source
• Sustainability (find and identify the appropriate balance on the islands between priority on environment versus priority for human developments) • Habitat • Impacts (5.3.5) • Amenities (See Tony Law's 2010 Unique Amenities discussion paper) • Intensity (4.4.2) • Freshwater (3.3, 4.4) (Consider using the phrase "drinking water")	Trustees
• Unique amenities (define what to preserve and protect) • Habitat • Wildlife	Staff

Appendix 1:
Advocacy related correspondence from the Chair, Islands Trust Council
(2002 to September 14, 2010)

General Topic	Subject of Letter from Chair	Date of Letter
Agriculture/Food Security	Sustainable approach to farm tax assessment in Islands Trust Area	April 30, 2008
	Designating organic farming as a normal farming practice in Islands Trust Area	April 30, 2008
	Right to Farm legislation	February 23, 2007
	Meat Inspection Regulation	May 10, 2006
	Meat Inspection Regulation	May 3, 2006
	Meat Inspection Regulation	January 16, 2006
	Genetically engineered seeds	January 26, 2005
	Meat Inspection	January 30, 2004
	Right to Farm Legislation	June 17, 2003
Climate Change/Greenhouse gases	ecoENERGY Retrofit – Homes Program closure	April 28, 2010
	LiveSmart BC Efficiency Incentive Program	August 26, 2009
	United Nations Climate Change Conference in Copenhagen	November 24, 2010
Economic Opportunities	Trade, Investment and Labour Mobility Agreement (TILMA) concerns	July 20, 2007
	Local employment opportunities in BC Parks and other topics	Nov 25, 2002
Energy Project Impacts	Proposed Raven underground coal mine	July 19, 2010
	LNG Plant on Texada	June 24, 2008
	Vancouver Island Transmission Reinforcement Project (EMF exposure)	April 5, 2005
	Deny Vancouver Island Generation Project	July 22, 2003
	GSX Canada Pipeline Project	June 17, 2003 (x2)
Forest	Status of Coastal Douglas-fir in the proposed Commercial Forest Reserve	November 24, 2009
	Private Managed Forest Land Act	March 31, 2009
	Working Forest Initiative Discussion Paper response	April 25, 2003
Health and Well-being	Policing in the Islands Trust Area	January 26, 2010
Marine	Vessel Testing in Plumper Sound	May 31, 2010
	Freighter Safety in Plumper Sound	January 5, 2010
	Destaffing of lightstations	October 6, 2009
	Opposition to industrial freight offloading in Plumper Sound	January 11, 2008
	Prevention of pollution from Ships	January 18, 2007
	Federal moratorium on off-shore oil and gas	November 7, 2006
	Islands Trust response re Sustainable Aquaculture	September 25, 2006
	Denman Island aquaculture activity	July 21, 2006

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General Topic	Subject of Letter from Chair	Date of Letter
Noise	No discharge designation for marine vessels	February 27, 2003
	Rockfish closure consultation/collaboration	April 30, 2002
	Noise and Aircraft operations	January 30, 2003
	Notations on Aeronautical charts –re: sensitive habitat	October 30, 2002
Pesticides	Elimination of non-essential pesticide use	February 17, 2005
Space	Ratification of Space Preservation Treaty	October 21, 2003
Transportation	BC Ferries governance review	February 9, 2010
	Provincial Contribution to BC Ferries	November 5, 2008
	Letter to the Editor: Islands and Bridges	July 2008
	BC Ferries Service Fee	May 24, 2007
	Service fees in the Coastal Ferry Contract	May 18, 2006
	Continued increase in fuel surcharge by BC Ferries	May 18, 2006
	Sea to Sky Highway improvements	May 30, 2006
	Proposed fuel Surcharge by BC Ferries	December 20, 2005
Water	Hydrofracturing	June 28, 2007
	Living Water Smart support	June 24, 2008
	Drinking water and groundwater regulations	October 21, 2003

Appendix 2:
**Past Islands Trust resolutions submitted for debate at conventions
of the Union of British Columbia Municipalities (2002-2010)**

Environmental Protection and Community Planning Initiatives (2002, C49) (Referred to Community Charter Policy Paper)

WHEREAS that the Islands Trust through legislative measures in the Local Government Act has tried to effect land use planning solutions to safeguard environmentally and ecologically significant landscapes;

AND WHEREAS the tools available to local government in the Local Government Act and the application of these tools by local government in a land use planning context have not produced the results envisioned by the provisions of the Act;

AND WHEREAS particular land use planning initiatives based on interpretation of the Act including Official Community Plan and Development Permit requirements imposed by local governments have not been successful to achieve desired results:

THEREFORE BE IT RESOLVED that the Islands Trust request the assistance of the Union of BC Municipalities to pursue new/revised tools through legislative amendments coincident with the Community Charter legislation review to ensure local government has the ability to effect through community planning initiatives, an enhanced degree of environmental and ecological protection for significant properties on the landscape.

Withdrawal of Bill 48 (2003, A6) (Endorsed)

WHEREAS the provincial government has given First Reading to legislation (Bill 48) that would amend the Local Government Act and the Farm Practices Protection (Right to Farm) Act in a manner that could lead to a significant reduction in local government land use planning authority in farming areas and coastal waters;

AND WHEREAS the provincial government has a stated policy of strengthening local decision making and eliminating regulations imposed by the province;

AND WHEREAS communities expect local governments to be accountable for land use planning decisions that reflect local values:

THEREFORE BE IT RESOLVED that the Union of BC Municipalities request that the provincial government withdraw Bill 48 and implement measures to achieve provincial goals for agriculture and aquaculture through collaboration and consultation with local government.

Coastal Ferry Act (2007, C15) (not admitted for debate)

WHEREAS the provincial government will shortly enter negotiations with BC Ferries to establish service levels and the government contribution (service fees) that will determine service and fares for BC Ferries' Performance Term 2 that commences April 1, 2008;

AND WHEREAS coastal ferries are an essential part of the provincial transportation network, crucial to the economic and social health of the coastal region and to the province-wide tourism industry:

THEREFORE BE IT RESOLVED that the Union of BC Municipalities request that the provincial government undertake a comprehensive and consultative review of the effects of ferry fares and service levels on coastal communities, prior to signing the contract for Performance Term 2, and before the commencement of Performance Term 2, to incorporate any amendments to the Coastal Ferry Act that are necessary to sustain the economic and social vitality of coastal communities and to preserve this vital element of British Columbia's image as a world-class tourism destination.

A Minor Routes Strategy for Coastal Ferry Service (2009, B156) (Endorsed by UBCM Executive)

WHEREAS the transportation services provided by BC Ferries on minor routes along the south coast are as essential for ferry dependent communities as the provincial road network is for other communities, and are an integral element of provincial tourism goals, yet have been subject to fare increases of as much as 120% over the last five years;

AND WHEREAS the British Columbia Ferry Advisory Committee Chairs have, through extensive research and analysis, proposed a minor routes strategy that supports the sustainability of island economies and the coastal ferry service:

THEREFORE BE IT RESOLVED that the Union of BC Municipalities request that the British Columbia Ministry of Transportation and Infrastructure work with coastal communities and BC Ferries to develop a strategy for the minor southern coastal ferry routes, as proposed by the Ferry Advisory Committee Chairs.

Southern Strait of Georgia National Marine Conservation Area Reserve (2010, B79, Endorsed)

WHEREAS the Southern Strait of Georgia in British Columbia is an ecologically, economically, and culturally rich area that contains the critical habitat of the endangered southern resident orca and is being harmed by a variety of human activities;

AND WHEREAS the government of British Columbia and Parks Canada agreed in 1995 under the Pacific Marine Heritage Legacy to undertake a study to assess the feasibility of protecting and managing this area as a National Marine Conservation Area Reserve (NMCAR) under the Canada National Marine Conservation Areas Act, and have been engaged in the feasibility study since 2004:

THEREFORE BE IT RESOLVED that the UBCM supports the establishment of a large, ecologically zoned NMCAR in the southern Strait of Georgia from the proposed southern end of Haro Strait, up to and including, Gabriola Passage, and urge immediate action from the provincial and federal governments to proceed on this initiative while respecting First Nations interests in the area.

Derelict and Abandoned Vessels, Barges and Docks (2010, B30, Endorsed)

At the 2010 AVICC Convention, four resolutions on derelict vessels, including one from Islands Trust, were endorsed with a further resolution to AVICC to draft, in consultation with the respective sponsors, a single resolution incorporating all of the salient points of the four original resolutions for submission to UBCM by the June 30, 2010 deadline. Mayor Darren Inkster, Sechelt, chaired a sub-committee comprised of Chair Sheila Malcolmson, Islands Trust; Councillor John Rogers, View Royal; and Councillor Adam Olsen, Central Saanich to draft the resolution and prepare a proposal on the issue for a clinic at the upcoming 2010 UBCM Convention. The resolution, which was largely based on the Islands Trust resolution, was then sent out to the original sponsors of the four resolutions for approval. The revised resolution was endorsed by AVICC Executive at their regular meeting June 11, 2010 and forwarded to the UBCM Resolutions Coordinator on June 15, 2010.

WHEREAS UBCM has previously endorsed a resolution on the topic of derelict vessels in 2005 and the issue of derelict and abandoned vessels, barges, and docks continues to be of significant concern and cost for local governments and harbour authorities in British Columbia;

AND WHEREAS there are many derelict and abandoned vessels, barges and docks that pose safety hazards, risks of environmental contamination and visual pollution:

THEREFORE BE IT RESOLVED that the UBCM petition the provincial and federal governments to develop a coordinated approach to the timely and adequate removal of all types of derelict and abandoned vessels, barges and docks in all situations and consider the following strategies:

- Funding mechanism(s) such as a fee on vessel registrations or a surcharge on marine fuel to fund the removal of derelict and abandoned vessels, barges and docks;
- Designated disposal areas where owners can take their unwanted boats and structures to provide an alternative to abandonment on public property; and
- Education and vessel product stewardship programs, for example fiberglass boat recycling centres.

Appendix 3:
General Comments Received on the Policy Statement
by the Policy Statement Assessment Task Force

From July to October 2010, the Policy Statement Assessment Task Force sought input from Island Trust and Bowen Island Municipality staff and trustees on new Policy Statement topics that could be added and on existing topics needing expansion or clarification. In addition to making topic-related suggestions, staff and trustees also provided general comments on the Policy Statement and the way it is used in practice.

The comments fall into four main categories: Procedural Issues, Directive Policies, General, and Structure/Format.

Procedural Issues: Executive Committee review of Land Use Bylaws

The Policy Statement Assessment Task Force heard concerns about the role of the Policy Statement in Executive Committee's review of Local Trust Committee (LTC) bylaws. Under current policy (described below), Executive Committee/Trust Council can turn back a local bylaw even though it is consistent with the Policy Statement.

Under the *Islands Trust Act* the Executive Committee (EC) must approve a Bowen Island Municipality (BIM) bylaw that is consistent with the Policy Statement but the Act does not say that EC must approve an LTC bylaw that is consistent with the Policy Statement. This situation creates uncertainty for LTCs and planning staff. The principles of administrative fairness and natural justice require the reasons for turning back a bylaw to be clearly defined, transparent and justifiable.

This current policy direction is given in: Trust Council Operational Policy 2.4.iv - Executive Committee Legislative Role, section 2.4:

The Executive Committee may refuse a Local Trust Committee bylaw (or return the bylaw giving directions as to changes that would be required for approval) under section 22(1)(b) of the Islands Trust Act. The Islands Trust Act does not address grounds for refusal or return of the bylaw with directions, apart from requiring the Executive Committee to refuse a bylaw that is contrary to or at variance with the trust policy statement. The Trust Council considers, without limiting the jurisdiction of the Executive Committee, that the Executive Committee may also take into consideration whether the adoption of the bylaw would be contrary to the object of the trust; would expose the Islands Trust to unreasonable expense in the administration or enforcement of the bylaw, or would, on the basis of advice from legal counsel, be enacted without legal authority including inconsistency with the relevant Official Community Plan.

Planning staff question the purpose of reviewing Land Use Bylaws (LUBs) through the Policy Statement. If LUBs must be consistent with the Official Community Plan (OCP) and the OCP must be consistent with Policy Statement (and has been accepted by EC as such), then it seems to some staff to be redundant to review the policy checklist for an LUB. Under current legislation, the EC must consider all bylaws against the Policy Statement, not just OCPs. Planning staff suggest one solution could be to put safeguards into the Policy Statement Implementation Policy, such as requiring EC to review LUBs only when the OCP is older than a defined number of years.

Planning staff do not value the Directives Only Checklist procedure for LUBs for a number of reasons:

- o The effort duplicates the process used in the original creation of the OCP.
- o Most of the checklist is not applicable to most projects.

- o When the checklist is applicable, staff are forced to make policy judgments that can easily be re-interpreted by trustees. For example, a planner may judge that a directive has been addressed, whereas the EC may disagree and establish a higher threshold - one that is not clear in advance to planners or the LTC. Another example arises when an LTC proposes a new policy for an OCP that is weaker than the previous one. Technically, the new policy could still “address” the issue and be considered by the planner and LTC to be consistent with the Policy statement. No matter how clear the directive language is, the EC may still reject the amendment on the basis that the new policy offers less protection than the policy it is replacing.

Directive Policies

The Policy Statement Assessment Task Force heard that:

- o the language in many directive policies is not clear and creates too much room for interpretation (e.g. “Must address”);
- o it should be easier to tell if a proposal is supportive or contrary to a policy statement goal;
- o that the Policy Statement could provide more direction to LTCs and provide more specifics on how the policies are to be addressed; and
- o that they should consider recommending condensing directive policies (i.e. “LTCs / island municipalities shall: X action”).

The task force also considered past legal advice regarding the Policy Statement. A November 23, 2000 legal opinion considered the use of more mandatory language in directive policies. The opinion argued that changing directive policies to require that local trust committees and island municipalities include certain matters in their official community plans and regulatory bylaws, rather than “address” certain matters in their plans and regulatory bylaws would make them more consistent with the *Islands Trust Act* than the current, more neutral language. On October 19, 2010, the Executive Committee, at the request of the task force, decided to make public the three relevant paragraphs (attached).

The task force has concluded that that it is important for Trust Council to assess the directive policies from time to time while also considering the political context (i.e. whether strengthening the Policy Statement is acceptable to the provincial government of the day), and what changes to Policy Statement language (clear versus vague language) might mean for Policy Statement implementation.

The task force passed the following resolution on November 1, 2010:

It was Moved and Seconded that the Policy Statement Task Force recommend that that the use of the word “address” in the Islands Trust Policy Statement be removed in cases where the Islands Trust Council wants the policy to be more directive, (for example, prohibit casinos versus address the prohibition of casinos) and that this issue be identified within the general comments section of the Topic Review Inventory.

The task force also suggests that any future revision to the Policy Statement include the rationale for directive policies (i.e. the purpose for creating the policy) either in the body of the Policy Statement or in an appendix so LTCs know why the directive exists.

During the feedback period, trustees and staff also provided general comments about the Policy Statement’s content, structure and format to the task force. All comments received are summarized below with only minor edits, resulting in some comments contradicting others, and some duplication.:

General:

- Vision:
 - o The first sentence of the first paragraph of Part I says that the purpose of the Policy Statement is to establish a vision but subsequent sentences articulate other purposes (e.g. first sentence of second paragraph says Policy Statement provides “guidance” but some policies provide “direction”).
 - o The Policy Statement should be a leadership document that stands the test of time.
 - o The Policy Statement should provide a future-oriented vision statement in addition to “preserve and protect” (This vision could be supported through a restructuring using goals and objectives).
- Greater emphasis:
 - o Tie the Policy Statement more closely to the wording of the Object.
 - o Biodiversity and importance of environmental language
 - o “Living lightly” on the islands so as to minimize human threat to ecosystem health and promote stewardship
 - o First Nations culture/heritage
 - o Holistic approach to issues to find sustainable solutions (e.g. avoid looking at climate change and affordable housing as separate issues which leads to situations such as vinyl sided inefficient affordable housing.)
 - o Partnership development and maintenance (e.g. San Juan County Commission, Agricultural Land Commission, Transport Canada agreement to protect habitat and island character, First Nations protocols, Regional Districts, parks departments, etc)
- Updates:
 - o References to government agencies (consider wording in a generic way that will accommodate cabinet shuffles)
 - o Legislative changes (e.g. NAPTEP)
 - o History section (consider using The Islands Trust Story by Peter Lamb)
 - o Part IV: Stewardship of Resources: This section provides an outdated perception of resources.
- Additions (not topic-specific):
 - o Add the word “partners” after the word stakeholders throughout the document
 - o Reference to the Salish Sea
 - o Reference administration of Local Trust Committee covenants re monitoring and enforcement.
 - o Consider bylaw enforcement
 - o Deal with standing policies of Local Trust Committees that are not in OCPs (e.g. enforcement, procedures, funding)
 - o Consider requiring development variance permits and temporary use permits to be consistent with the Policy Statement.
- Removals
 - o Consider the elimination of Trust Council Policies from the Policy Statement and transfer them to protocol agreements, Memorandum of Understandings or Trust Council's strategic plan, which would be periodically reviewed by Trust Council.
- Clarifications
 - o Provide more clarity about the intended audience
 - o Clarify language to prevent / resolve conflict.
 - o Where language remains ambiguous or contradictory (e.g. forest land vs agricultural land) openly recognize this and provide guidance for reconciling unavoidable tensions / conflicts.
- Changes to Part V: Sustainable Communities:
 - o Consider using an Integrated Community Sustainability Plan framework

Appendix B – Policy Statement Topic Review Inventory 2010

- o Consider re-ordering so that 'Aesthetic Qualities' is not the first section
- o Emphasize sustainable communities, economic opportunities, health, education, services, diverse demographic profile, affordable housing
- o Add goals that encourage integration of all of the different values
- Implementation:
 - o Review current Policy Statement implementation process to ensure it incorporates the principles of administrative fairness, natural justice, and certainty. (E.g. Do Local Trust Committees know in advance what it takes to make a bylaw approvable by EC / TC?)
 - o Provide a greater emphasis on implementation if the Policy Statement is to act as an Integrated Community Sustainability Plan.
 - o Add new section on implementation, incorporating statements currently under "Role of Islands Trust Council" and "Guiding Principles"
 - o Provide more direction in the Policy Statement about timeframes, measurable targets and methods for accomplishing intentions for particular directives / policies.
- Orientation:
 - o Consider one-hour sessions at each of the first two Trust Council meetings of a new term to do a section-by-section review of the Policy Statement.
 - o Improve new staff orientation with regard to the Policy Statement.
- Review Process:
 - o Remember that the Snuneymuxw FN protocol requires Islands Trust to include them in the review process, and this would suggest a role for other first nations as well..

Structure/format:

- Make the Policy Statement more concise and provide more focus on goals and objectives, rather than prescribing specific solutions. Its policies should primarily assist LTCs in determining how their OCPs meet given goals and objectives. It currently provides both general principles and prescriptions (e.g. no gaming).
- Change the structure to make it more user-friendly (e.g. change the format so that it follows Section 877 of the *Local Government Act* or an OCP template to cluster the directive policies.
- Modernize the structure to be more systems-based, (e.g. rather than separating agriculture from ecosystems from economic vitality).
- Change the Policy Statement into a principle-based document (i.e. start with principles and follow with guidelines for implementing those principles).
- Place definitions at the front of the document and eliminate footnotes.
- Include the Directives Only Checklist in an appendix.
- Consider integrating Parts III and IV.

Appendix 4:

**Excerpt from November 23, 2000 legal opinion for the Islands Trust
Re: Policy Statement Directive Policies
from Bill Buholzer (formerly Lidstone, Young, Anderson)**

(3 paragraphs released to public by EC Oct 19, 2010)

Directive Policies

The thrust of the changes that are proposed to the "directive policies" is to change requirements that local trust committees and island municipalities "address" certain matters in their plans and regulatory bylaws, to a requirement that they include those matters in their regulatory bylaws. Presumably the intent here is to provide more definite policy direction to the local trust committees.

In principle, we see no reason that the more mandatory language cannot be adopted in the Islands Trust Policy Statement. Indeed, it could be argued that the proposed language of the directive policies is more consistent with the Islands Trust Act than the current, more neutral language. The scheme of the Islands Trust Act is that the Islands Trust Policy Statement forms a substantive policy context for local bylaws. The Islands Trust Act certainly supports a requirement that local trust committees not only address certain subjects in their plans and bylaws, but that they address those matters in a specific way or to a specific effect. Inherent in the choice of wording for policies of this nature, is a choice as to how much leeway the Trust Council wishes to leave to local trust committees in implementing the Islands Trust Policy Statement and, indirectly, the object of the Islands Trust. That is a matter on which we think that a court would defer to the judgment of the Trust Council, should any party, including any local trust committee, challenge the authority of the Trust Council to constrain the bylaw making powers of local trust committees in this manner.

As for the authority of the Trust Council to enforce the adherence of local trust committees to directive policies, the Islands Trust Act provides a very simple bylaw approval procedure permitting the executive council or the Trust Council, as the case may be, to determine whether a particular bylaw is contrary to or at variance with the trust policy statement. There is no question that the Trust Council and the executive committee have the authority to refuse to approve a bylaw if, in its reasonable opinion, the bylaw does not comply with a "directive policy" in the trust policy statement.

*Appendix C – Trustee and staff suggestions for changes
to policies related to the Policy Statement*

**Table of trustee and staff suggestions
for changes to the policies related to the Policy Statement, May 2011**

Policy Statement Amendment Policy (1.2.i)	
Trustee comments	C.1.1 Amend with current ministry name.
	C.1.2 Consider amending this paragraph to reflect current practice.
	C.1.3 Reconsider in light of current practice.
	C.2.1 Reconsider in light of current practice.
	C.2.1 Consider whether the “quarterly review” is realistic as it has not been met – consider annual review? First year of Trust Council term?
	C. 3.5 Add First Nations to “input received from”– if something added to refer to First Nations
	Consider whether there needs to be an additional policy (to insert after D.3.3.) for referral to First Nations to consult with them about amendments (similar to section D.2.9 in Policy Statement Implementation 1.3.i)
	If a future Trust Council decides to proceed with a review of the Policy Statement, reconsider Policy 1.2.i, <i>Policy Statement Amendment Policy</i> in its totality.
Staff comments	Add reference to Bowen Island Municipality Protocol and other relevant protocols and incorporate referral requirements from those agreements.
	C.3.6 Update public consultation process.
	C.3.4 Update communications requirements.
Policy Statement Implementation Policy (1.3.i)	
Trustee comments	C.4 Did Executive Committee research in the 2005-2008 term provide clarity?
	D.1.2 (a) Clarify the intent by adding the words “and adopted by a local trust committee” at the end, and in D.1.2 (b) “and adopted by an island municipality.”
	D.1.3 Fix the typo in <i>Islands Trust Act</i> .
	D.1.4 Fix the typos: “...Trust Policy Statement requires local trust committees in their official community plan....” I believe it should read further on “...or give explicit reasons...”
	D.2.2 Consider implications for staff resources of this policy.

*Appendix C – Trustee and staff suggestions for changes
to policies related to the Policy Statement*

	D.2.2 Remove period in last line.
	D.2.6 Combine D.2.9 into D.2.6.
	D.2.8 Suggest this policy be expanded versus developing an additional policy on Islands Trust Policy Statement advocacy.
	D.2.8 Include reference to legislative monitoring work.
	Add an additional policy after 2.8 on Islands Trust Policy Statement advocacy.
	Add reference to annual budget process.
	D.3.5 Does not appear consistent with the annual review of the Trust Policy Statement that is to be conducted by the Trust Programs Committee in accordance with Policy 1.3.ii and the annual prioritization of topic areas by Trust Council.

	General comment: The <i>Policy Statement Implementation Policy</i> has two stated purposes: 1. <i>To establish policy and procedures for statutory bylaw referrals and other implementation strategies in connection with the Islands Trust Policy Statement Bylaw No. 17.</i> 2. <i>To establish policy to implement and further develop the Islands Trust Policy Statement.</i> However, the policies with respect to the second purpose do not address how the very explicit Policy Statement requirement that “<i>Trust Council will implement a plan for advancement of the Policy Statement</i>” will be carried out. Neither do they indicate how Trust Council may review the Policy Statement annually nor how the Executive will monitor and make recommendations on “<i>the progress of Trust Council in achieving the goals defined in the Policy Statement.</i>” The <i>Executive Committee Terms of Reference</i> states that one responsibility of the Committee is “<i>to coordinate the development, preparation and implementation of an organizational strategic plan</i>” but no reference is made to how this may relate to implementing the Policy Statement. The <i>Policy Statement Implementation Policy</i> could be amended to specify policies and procedures for proactively implementing the Policy Statement through an annual process, as specified in the Policy Statement. The <i>Executive Committee Terms of Reference</i> could be amended to specify its role in coordinating and monitoring the implementation of the Policy Statement, as specified in the Policy Statement.
Staff	Update references to other policies.

*Appendix C – Trustee and staff suggestions for changes
to policies related to the Policy Statement*

comments	
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*Appendix C – Trustee and staff suggestions for changes
to policies related to the Policy Statement*

Staff comments con't	Consider adding communications section.
	Add reference to Bowen Island Municipality Protocol and Letters Patent.
	Add reference to tracking form used when bylaws are submitted for approval.
	D.1.13 Amend to clarify and reflect 60 day time limit for Trust Council approval
	Consider whether any protocols should be referenced.
Policy Statement Topic Review Framework (1.3.ii)	
Trustee comments	Section C 1 Continue annual timeframe? Should be changed if we are not doing an annual review now.
	D.2.1 - 2.3 Consider simplifying the process described in these three clauses to reflect quarterly meetings of the Trust Programs Committee, and encourage the Trust Programs Committee to undertake the annual review of policy topics for review as outlined in the policy.
	D. Section 3.1 Does it make sense for TC to be establishing annually the specific topics for review? What about each term – in the middle year for completion in the final third year?
	D.5.1 If section 3.1 were to change, then section 5.1 would change too as an Annual Policy Statement Report would not be included every year.
Staff comments	Add reference to Policy Statement Amendment Policy 1.2.i.
	D.1.1 Add First Nations.
General Suggestions	
Trustee comment	I suggest that Trust Council direct staff to write a plain language summary, maximum two pages, combining in one summary information about the <i>Policy Statement Amendment Policy</i> , the <i>Policy Statement Implementation Policy</i> and the <i>Topic Review Inventory Procedure</i> . Another alternative is to rewrite the three into one document (two policies plus one procedure) to make it simpler.

Unique Amenities

(The meaning of Unique Amenities in the legislated object of the Islands Trust)

Discussion Paper prepared by Trustee Tony Law - 25 March 2010

Ever since the legislated object of the Islands Trust was stated in the Islands Trust Act in 1974 there has been discussion about its meaning and intent, particularly with respect to interpreting the phrase “unique amenities”.

Report of Select Standing Committee on Municipal Matters, September 25, 1973

This report, which followed public meetings on a number of islands, focused more upon the challenges to the islands resulting from rampant development and lack of co-ordination than upon articulating the amenity or environmental values. The report notes that “the islands are of extreme importance to the Province of British Columbia, they are fragile, their location is crucial, being between the two largest cities in the Province” with “natural insularity, isolation and uniqueness”. The report stated that “people are entitled to use them and enjoy them to the capacity in which they are able to serve.” The Committee recommended that the Provincial Government establish an “Islands Trust”.

The Islands Trust Act

The purpose of the entities of the Islands Trust is to carry out the object of the Islands Trust.

Islands Trust Act s.4(1): “The trust council, executive committee, local trust committees and trust fund board are continued for the purpose of carrying out the object of the trust.”

The imperative of the object can be spelled out as follows:

To preserve and protect:

- 1) the Trust Area
- 2) its unique amenities and
- 3) (unique) environment

Islands Trust Act s.3: “The object of the Trust is to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.”

Of these words, the *Islands Trust Act* defines only the Trust Area.

Islands Trust Act s.1: “trust area means the land located within the boundaries described in Schedule A”. [Schedule A provides a precise description of the boundaries of the trust area].

“Preserve”, “protect” and “unique amenities and environment” are not defined.

Early Islands Trust Policy

Prior to legislated requirement for a Policy Statement, the Islands Trust Council, in 1983, adopted by bylaw “The Policy of the Islands Trust”.

This document included a policy diagram which included the mandate (object of the Islands Trust) at the top with two columns beneath it: one for environmental goals and policies and one for social goals and policies.

Environmental goals focused upon land, water, air, scenic beauty, areas of sensitivity or unique value, addressing pollution, careful use of resources and recognizing provincial and national significance of the Trust Area.

Social goals focused upon rural character, public access and enjoyment, options for future generations, gradual growth, local variations and autonomy and inclusive decision-making.

It is not clear that these two divisions were intended to refer to the division in the object between “amenities” and “environment”.

Report of Select Standing Committee on Economic Development, Transportation and Municipal Affairs, May 22, 1987

This Committee provided recommendations on how to best provide governance and services in the Islands Trust Area. The Committee recommended support and continuation of the object of the Islands Trust. However, the Committee noted that “the public have various interpretations as do residents of the Gulf Islands regarding the Object as stated in Section 4(1) of the Islands Trust Act.”

The report stated that “it seems difficult to define, in words acceptable to all, what is to be preserved and protected” and recommended that “a suitable Regional Community Plan for the Trust Area be adopted to reflect the Object” and that apart from this recommendation “no further effort be made to define the intentions of Section 4(1) in the Act with respect to the Object.”

The Islands Trust Policy Statement

In 1990, a redrafted Islands Trust Act specified that a responsibility of the trust council is to adopt a policy statement.

Islands Trust Act s.8: “For the purpose of carrying out the object of the trust, the trust council must (b) adopt a trust policy statement in accordance with section 15;”

The policy statement must be a general statement of policies of the trust council to carry out the object.

Islands Trust Act s.15 (2): “The trust policy statement (a) must be a general statement of the policies of the trust council to carry out the object of the trust.”

The Islands Trust Policy Statement, which was adopted by the trust council in 1994 to provide “a general strategy for land use planning which translates the broad goals of the Province and the Islands Trust into specific actions to preserve and protect the Trust Area”, can be looked to for providing some guidance in interpreting the object of the trust.

Schedule 1 of the Policy Statement defines the words “preserve” and “protect”. Preserve means “to maintain in a given condition.” Preservation often requires maintaining the processes that generate the desired condition.” Protect means “to maintain over the long term by managing, or if necessary limiting, the type and intensity of development or activity to ensure that valued attributes are not compromised or destroyed.”

The Policy Statement does not define “unique amenities and environment” (though the definition of “protect” refers to “valued attributes”). However, there is text within the document that provides some context for understanding this phrase. A picture of what is understood by “environment” readily emerges, particularly in Parts III and IV of the Policy Statement which address ecosystem preservation and protection and the stewardship of resources. A picture of what is meant by “amenities” is a little more elusive.

- The Islands Trust Object and its Meaning

In providing “a fuller explanation of the key phrases in the legislated object of the Trust”, Part II of the Policy Statement has this to say with respect to the phrase “... to preserve and protect the Trust Area and its unique amenities and environment...”:

“The Trust Area is valued and is unique, not because of any one quality or feature, but rather because of its particular combination of characteristics and location.”

- Guiding principles

Part II also contains guiding principles “derived from the Islands Trust object and from input received from the public during public forums” to guide Trust Council in its day-to-day planning and decision making. It states that “the primary responsibility of the Islands Trust Council is to provide leadership for the preservation, protection and stewardship of the amenities, environment and resources of the Trust Area.” This suggests that “amenities” are considered distinct from “resources” (which are addressed in Part IV of the Policy Statement which contains policies for stewardship of resources).

- History and context

The introductory section of the Policy Statement speaks of a “unique combination of resources and amenities has attracted people to the Trust Area since the end of the Ice Age”. The previous paragraph describes these as follows:

“The Trust Area is a unique and special place -- a scenic archipelago of 13 major islands and more than 450 smaller islands. The Area is drier and warmer than most surrounding areas, and is rich in resources and cultural history. The Trust Area provides habitats for an exceptional variety of species: more than 200 types of migratory and resident birds, numerous species of fish and diverse marine and intertidal life, terrestrial wildlife and vegetation. Outstanding scenery and recreational resources include panoramic viewpoints, sheltered bays with warm sand or pebble beaches and protected marine waterways and anchorages that contribute to the Trust Areas beauty and appeal.” The items listed in this last sentence could thus be considered as “unique (natural) amenities”.

In looking at the challenge facing the Islands Trust, the Policy Statement says that “if the Area’s environment and unique character are to be preserved and protected, priorities must be defined

and management strategies established.” This suggests that “unique character” could be another way of describing “unique amenities.”

- **Sustainable Communities**

Part V of the Policy Statement contains policies that address the goal of sustaining island character and healthy communities. Two policies speak to growth and development being compatible with preservation and protection of “the environment, natural amenities, resources and community character”. This suggests that “natural amenities” and “community character” are components of the “unique amenities” of the Trust Area.

Court judgments

Paragraphs in two court judgments provide some insight into what might be meant by “amenities” in the context of the object of the Islands Trust

- **Appeal Court of British Columbia: MacMillan Bloedel Ltd v. Galiano Local Trust Committee**

The reasons for judgment in this case refer to an amendment to the Islands Trust Act (subsequently dropped) which spelled out the values of areas of special importance that could be regulated. These included “scenic value” and recreational potential”, which could be considered amenity values, and “natural or scientific interest” and “delicate ecological characteristics” which could be considered environmental values.

MacMillan Bloedel Ltd v. Galiano Local Trust Committee, 1995

[170] Subsection 12(d) of the 1977 Amendment provided further definition of the trust committees' powers with respect to land use. A provision was added which specifically gave special jurisdiction for protective zoning and subdivision by-laws or regulations to the general trustees in areas where a regional plan recognized special importance for “scenic value, recreational potential, natural or scientific interest, or delicate ecological characteristics. No parallel to this provision is found within the current Act.

- **Supreme Court of British Columbia: Costello v. Hornby Island Local Trust Committee**

In this case, the reasons for judgment noted that “visual amenity” is a valid objective for decision-making within the mandate to preserve and protect the amenities of the trust area.

Costello v. Hornby Island Local Trust Committee, 2009

[73] A DVP is discretionary, and permits consideration of extrinsic factors other than mandated in the Bylaw, such as visual impact of a building, to determine if a variance of the Bylaw is in the interests of the community as a whole. Maintaining the quality of residential neighbourhoods is included in the Islands Trust Policy Statement and in the Official Community Plan as an important consideration of visual amenity in rural residential zoned areas. It matters not who could see Ms. Costello’s over-height building, as the existence of a non-compliant building was a concern to the community as a whole, sight unseen. Although the Bylaw did not provide for regulation of the colour or appearance of the building, except for height, a DVP deals with a variance from a bylaw and visual impact associated with height, to ameliorate appearance, is within the mandate of the local trustees to preserve and protect the amenities of the Island, including rural neighbourhoods. It is fundamental to a municipal law regulatory

scheme that on a variance application extrinsic factors such as colour or appearance can be addressed.

Definitions of amenity

A general dictionary definition of an amenity is “a pleasant or useful feature”. The word can also be applied in the following three ways:

- Natural amenities, such as viewsapes and beaches that make a particular area pleasant and attractive to humans
- Developed amenities, such as parks, trails, community centres, playgrounds, etc that provide services to a neighbourhood
- Real estate amenities, such as swimming pool, landscaping, sauna, etc that enhance value and comfort on a particular property.

Conclusions

The phrase “unique amenity”, as included in the object of the Islands Trust, has never been spelled out explicitly. However, a sense of its meaning can be inferred, particularly from the Islands Trust Policy Statement. When references in the Policy Statement are looked at in combination, a picture emerges of the “unique amenities” of the Trust Area as being a variety of qualities and features (natural amenities) - such as outstanding scenery and recreational resources - combined with community character (or unique character). This picture is reinforced by what is learned from the court judgments. The context does not seem to suggest that “developed” amenities, except where these might contribute to “community character”, are being referred to in the object.

1.2.i. Policy

POLICY STATEMENT AMENDMENT POLICY

Trust Council: December, 1995

(Amended: March 6, 1998)

A: PURPOSE:

1. To outline the required steps for Trust Council to amend the Policy Statement Bylaw.

B: REFERENCES:

1. *Islands Trust Act*: Sections 15, 16, 22 and 27
2. Policy Statement Bylaw (No. 17)
3. Policy Manual: Policy Statement Implementation (1.3.i.)

C: POLICY:

1. REQUIREMENTS

- 1.1. The Policy Statement Bylaw may be amended by the Islands Trust Council with the approval of the Minister of Municipal Affairs.
- 1.2. Policy Statement Amendments will generally be processed over 2 regular Trust Council meetings unless a waiver of this requirement is approved by at least 2/3 of Trust Council members present at a meeting at which the vote and adoption takes place.
- 1.3. The Executive Committee is responsible for maintaining the Policy Statement Implementation Work Program.
- 1.4. The Executive Committee is responsible for preparing Policy Statement amendments at the direction of Trust Council.

2. PROPOSED AMENDMENTS

- 2.1. Trust Council through its quarterly review of the Policy Statement Implementation work program, will establish priority areas for Policy Statement topic reviews.
- 2.2. Trust Council upon reviewing the outcomes of a Policy Statement topic review may, by resolution, request that proposed policies be prepared for consideration as amendments to the Policy Statement Bylaw.

3. AMENDMENT PROCESS

- 3.1. Trust Council may establish a Trust Council meeting date to consolidate proposed policies to amend the Policy Statement Bylaw.
- 3.2. Trust Council, unless otherwise determined in accordance with clause 1.2., will give first reading to an Amendment Bylaw at one meeting; second and third reading at a subsequent meeting; and 4th reading at further regular meeting of Trust Council or by way of a resolution without meeting following approval by the Minister of Municipal Affairs.
- 3.3. Trust Council after first reading of the amendment bylaw will, by resolution, request that the amendments be referred to municipalities, regional districts, Provincial Government agencies or departments and Government of Canada agencies or departments having jurisdiction in the Trust Area.
- 3.4. Trust Council after first reading of the amendment bylaw will, by resolution, request that a public brief be prepared to enhance public awareness of the amendments through the media and local trust committees.
- 3.5. Trust Council, prior to 2nd and 3rd reading, will provide trustees with an opportunity to review input received from the corporate entities, trustees or staff of the Islands Trust, referral agencies and the public. The minimum referral period to other agencies will be 30 days unless otherwise waived by Trust Council (as per Clause 1.2.).
- 3.6. The Executive Committee or Trust Council may provide for persons or agencies, having input to the amendments to address Trust Council directly in accordance with the Meeting Procedures Bylaw of Trust Council.

1.3.i. Policy

POLICY STATEMENT IMPLEMENTATION

Trust Council: June 11, 1994

Amended: March 11, 1995; December 8, 2000; and June 16, 2005

A: PURPOSE:

1. To establish policy and procedures for statutory bylaw referrals and other implementation strategies in connection with the Islands Trust Policy Statement Bylaw No. 17.
2. To establish policy to implement and further develop the Islands Trust Policy Statement.

B: REFERENCES:

1. *The Islands Trust Act:*
 - 1.1 Part 2 Trust Council, Trust Policy Statement Section 15 (4) and Approval of Bylaws Section 16,
 - 1.2 Part 3 Executive Committee Section 22 Approval of Bylaws, and
 - 1.3 Part 4 Approval requirement for local trust committees Section 27
2. The Islands Trust Council Bylaw No. 17, A Bylaw to Adopt a Policy Statement for the Trust Area cited as “The Islands Trust Policy Statement Bylaw, 1993.
3. The Islands Trust Policy Manual:
 - 3.1 Policy Statement, Implementation Policies 1.3. ii. Topic Review Framework (Amended March 2005),
 - 3.2 Trust Council Executive Committee 2.4.iv. Executive Committee Legislative Role (June 1994), and
 - 3.3 Land Use Planning Bylaw Amendments 5.7.i. Bylaw Checklists (draft May 17, 2005)

C: INTERPRETATION:

1. The Islands Trust Policy Statement Bylaw includes three types of policies:
 - 1.1 Commitments of Trust Council state the position or philosophy of Trust Council on various matters. For this category of policy, several introductory phrases are used, for example, “Trust Council holds that ...”, “It is the position of Trust Council that ...”, and “It is Trust Council’s policy that”
 - 1.2 Directive Policies direct local trust committees and island municipalities to address certain matters in their official community plans and regulatory bylaws under Part 26 of the *Local Government Act*. Where a policy requires a local trust committee or island municipality to address a particular matter, the official community plans must contain policies that implement the policy stated by Trust Council, unless the plan sets out explicitly the reasons and justifications for local policies that do not implement that policy. Directive policies commence with the phrase “Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address”
 - 1.3 Recommendations of Trust Council serve as recommendations from Trust Council to government agencies, non-government organizations, property owners, residents, and visitors regarding decisions or actions that they might undertake in support of the Policy Statement and the Islands Trust object, and specify principles of guidance for protocol agreements between the Trust and other agencies. These policies begin with the phrase “Trust Council encourages”
2. The implementation of the Policy Statement Directive Policies is addressed under Section D.1. of this Policy.
3. The Commitments and Recommendations of Trust Council relate to other types of implementation strategies that are non-directive in that they merely provide suggestions and recommendations that may be related to land use bylaws or to other decisions and activities of the Islands Trust or other agencies. The implementation of these non-directive policies is addressed under Section D.2.
4. As interpreted by the courts, "contrary to or at variance with" means that there is an absolute and direct collision between the bylaw and the Policy Statement.

D: POLICY AND PROCEDURES:

1. STATUTORY BYLAW REFERRALS

Background

- 1.1 Local trust committees and island municipalities are required to submit bylaws to the Executive Committee for approval as follows:
 - a) Under Section 27 (1) of the *Islands Trust Act*, a local trust committee must submit its bylaws to the Executive Committee for approval before adoption.
 - b) Under Section 38 (1) of the *Islands Trust Act*, all island municipality bylaws adopting official community plans that apply to land in the trust area and all bylaws under Part 26 of the *Local Government Act* that apply to land in the trust area to which no official community plan applies must be submitted to the Executive Committee for approval before adoption.
- 1.2 Local trust committees and island municipality bylaws have no effect until they are approved as follows:
 - a) Under Section 27(2) of the *Islands Trust Act*, a bylaw of a local trust committee has no effect until it is approved by the Executive Committee or Trust Council.
 - b) Under Section 38(2) of the *Islands Trust Act*, an island municipality bylaw referred to under Section 38(1), has no effect until it is approved by the Executive Committee, Trust Council, or the Minister.
- 1.3 Under Section 15(4) of the *Islands Trust Act* a bylaw submitted to the Executive Committee by a local trust committee under Section 27(1), or an island municipality under Section 38(1), must not be approved by the Executive Committee, or Trust Council, if it is contrary to or at variance with the Islands Trust Policy Statement.
- 1.4 The Islands Trust Policy Statement require local trust committees in the official community plan and regulatory bylaws, and island municipalities under Section 38 (1) of the *Islands Trust Act* to address certain matters from the Policy Statement, or explicit reasons and justifications for not doing so. A bylaw will not be contrary to or at variance with the Policy Statement if it fails to include a particular policy or regulation, so long as the bylaw contains sufficient reason or justification for not doing so.
- 1.5 Where a proposed bylaw does not include a particular policy or regulation required by the Policy Statement and the bylaw sets out reasons for that, the

Appendix E – Policies relating to the Policy Statement

Executive Committee and Trust Council will assess the sufficiency of those reasons using such criteria as:

- a) whether the reasons are explicitly set out such that it is clear that the local trust committee directed its attention to the matter in question and made a considered decision not to include the policy or regulation.
- b) whether the reasons have to do with particular local circumstances that may not have been contemplated in the drafting of the Policy Statement.
- c) whether the reasons arise from the necessity of balancing two or more components of the Policy Statement that cannot be achieved simultaneously.
- d) whether existing planning studies or reports relied on by the local trust committee indicate that the Policy Statement is inapplicable in the circumstances.

Policy Statement Directive Policies Checklist

- 1.6 The primary responsibility for demonstrating that an official community plan or regulatory bylaw is not contrary to or at variance with the Islands Trust Policy Statement rests with each local trust committee, or island municipality.
- 1.7 The Policy Statement Directives Policies Checklist identifies the directives policies for each component of the Policy Statement that local trust committees and island municipalities are required to address in their bylaws. (Attachment I)
- 1.8 Staff will reference relevant sections of the Policy Statement in staff reports to the local trust committees and island municipalities. Staff may use the Directives Only Checklist to assess whether bylaw amendment applications in process and bylaws prior to first reading comply with the Policy Statement.
- 1.9 Planning staff will provide the local trust committees and island municipalities with a staff report that includes the proposed bylaw and the Directives Only Checklist to assess that a bylaw complies with the Policy Statement before submitting a bylaw to the Executive Committee.
- 1.10 Planning staff assigned to work with local trust committees, or island municipalities, will refer to the Policy Statement and Directives Only Checklist while developing official community plans and regulatory bylaws to ensure that the bylaws address the required matters. Staff will also make recommendations as to address the Policy Statement during the consideration of alternative policy and regulatory responses to particular issues in a local trust area.

Approval and Appeals

- 1.11 The Executive Committee will notify the local trust committee or island municipality staff of its decision as to whether to approve a bylaw within one month of receiving a submission including a completed Directives Only Checklist. Staff will then update the bylaw to show Executive Committee approval and submit it to the local trust committee or island municipality for adoption consideration. Where the decision is not to approve, the Executive Committee will advise the local trust committee, or island municipality of its reasons and of the nature of the changes that would be required to enable the Executive Committee to approve the bylaw.
- 1.12 On referral of a bylaw to Trust Council under Section .27(3) or 38(3) of the *Islands Trust Act*, the local trust committee, or island municipality, will provide to Trust Council the Directives Only Checklist, the advice of the Executive Committee that accompanied its refusal to approve the bylaw, and the local trust committee or island municipality reasons why the bylaw cannot be changed in the manner the Executive Committee indicated.
- 1.13 Trust Council will notify the local trust committee or island municipality staff of its decision as to whether or not Trust Council has approved a bylaw and will deliver a decision as soon as practicable after giving such notice. Where the decision is not to approve, Trust Council will advise the local trust committee, or island municipality, of its reasons and of the nature of the changes that would be required to enable Trust Council to approve the bylaw.

2. OTHER COMMITMENTS AND RECOMMENDATIONS OF COUNCIL

Background

- 2.1 The Policy Statement also contains policies which are non-directive in that they merely provide suggestions and recommendations that may be related to land use bylaws or to other decisions and activities of the Islands Trust or other agencies.

Policy Statement Commitments and Recommendations Checklists

- 2.2 To ensure consistency between the Policy Statement and the activities of the Islands Trust, Trust Council, the Executive Committee, Trust Fund Board, local trust committees and island municipalities, Trust staff will highlight activities that are consistent with the Policy Statement by referencing the Policy Statement and any relevant policy sections in meetings, staff reports, work programs, inter-agency agreements (including protocols, letters of understanding and memoranda of understanding) .and other agency referral responses.
- 2.3 The Policy Statement Council Commitments and Recommendations Checklist may be used by staff to refer to relevant sections of the Policy Statement. (Attachment II)

- 2.4 Islands Trust staff preparing recommendations or information for the Islands Trust entity concerned with the decision or activity in question will be responsible for referencing the Policy Statement and any relevant sections.
- 2.5 As inter-agency agreements are updated or created, Islands Trust staff will conduct a review of the Policy Statement and any relevant sections, including review of the Trust Council Commitments and Recommendations Checklist and, if appropriate, recommend amendments of those agreements, which contradict policies contained in the Policy Statement.

Communication and Advocacy Strategy

- 2.6 Island Trust will provide copies of the Policy Statement and amendments to departments and agencies of the Government of Canada, the Government of B.C., Regional Districts, non-governmental organizations having jurisdiction over or interests in any part of the Trust Area, and to other local governments having jurisdiction in the Howe Sound-Georgia Basin region.
- 2.7 The Executive Committee may convene a meeting with any department, agency, or organization for the purpose of introducing the Policy Statement and reviewing its applicability to and impact on a particular issue of interest to or area of jurisdiction of the department, agency, or organization.
- 2.8 Upon becoming aware of any decision or action affecting the Trust Area by any of the departments, agencies or organizations, whether contemplated or executed, the Executive Committee or Trust Council may, by whatever means it considers appropriate, communicate with the department, agency or organization with respect to the Policy Statement and the extent to which the decision or action either furthers or contradicts the Policy Statement.
- 2.9 Islands Trust will provide copies of the Policy Statement and amendments to all First Nations having Reserves or other interests within the Trust Area and to any Treaty Group or other organization with which such a First Nation is affiliated.
- 2.10 Copies of the Policy Statement and amendments to it will be made available to the island municipalities, property owners, residents, and visitors at the offices of the Islands Trust.

3. MAINTENANCE AND FURTHER DEVELOPMENT

- 3.1 Local trustees and staff may request Trust Area Services staff to clarify areas of understanding particular components of the Policy Statement. Requests for clarification will be reviewed by staff and may be in the annual Trust Programs Committee Topic Review Inventory for Council consideration.

Amendments

- 3.2 Amendment of the Policy Statement is subject to the same procedural requirements, including approval of the Minister, as the original adoption of the Policy Statement. Trust Council will establish a work program to amend the Policy Statement on a periodic basis.
- 3.3 Each local trust committee and the Trust Fund Board may propose in writing specific amendments to the Policy Statement, for consideration by the Trust Council.
- 3.4 All suggestions for amendment from all sources will be compiled for review by the Trust Programs Committee to recommend areas for amendments to Council via the Executive Committee.

Five Year Review

- 3.5 It is the objective of Trust Council to subject the Policy Statement to a periodic review every five years.
- 3.6 For the purposes of the review, Trust Council will consult with particular government agencies having jurisdiction over or interests in the Trust Area, and with members of the public throughout the Trust Area.

Monitoring Activities

- 3.7. The Trust Programs Committee will monitor the implementation of the Policy Statement in a report to Trust Council on a quarterly basis.
- 3.8. The Trust Programs Committee will monitor and report on the implementation of this policy to Council on an annual basis for inclusion in the Islands Trust Annual Report.

E: ATTACHMENTS:

ATTACHMENT I. - Directives Only Checklist - May 17, 2005

ATTACHMENT II. - Council Commitments and Recommendations Checklist - May 17, 2005



Islands Trust

POLICY STATEMENT DIRECTIVES ONLY CHECK LIST

Bylaw and File No:

PURPOSE

To provide staff with the Directives Only Checklist to highlight issues addressed in staff reports and as a means to ensure Local Trust Committee address certain matters in their official community plans and regulatory bylaws and Island Municipalities address certain matters in their official community plans and to reference any relevant sections of the Policy Statement.

POLICY STATEMENT

The Policy Statement is comprised of several parts. Parts I and II outline the purpose, the Islands Trust object, and Council's guiding principles. Parts III, IV and V contain the goals and policies relevant to ecosystem preservation and protection, stewardship of resources and sustainable communities.

There are three different kinds of policies within the Policy Statement as follows:

- Commitments of Trust Council which are statements about Council's position or philosophy on various matters;
- Recommendations of Council to other government agencies, non-government organizations, property owners, residents and visitors; and
- Directive Policies which direct Local Trust Committees and Island Municipalities to address certain matters.

DIRECTIVES ONLY CHECK LIST

The Policy Statement Directives Only Checklist is based on the directive policies from the Policy Statement (Consolidated April 2003) which require Local Trust Committees to address certain matters in their official community plans and regulatory bylaws and Island Municipalities to address certain a matters in their official community plans in a way that implements the policy of Trust Council.

Staff will use the Policy Statement Checklist (Directives Only) to review Local Trust Committee and Island Municipality bylaw amendment applications and proposals to ensure consistency with the Policy Statement. Staff will add the appropriate symbol to the table as follows:

- ✓ if the bylaw is **consistent** with the policy from the Policy Statement, or
- ✗ if the bylaw is **inconsistent (contrary or at variance)** with a policy from the Policy Statement, or
- N/A if the policy is not applicable.

Part III Policies for Ecosystem Preservation and Protection

CONSISTENT	NO.	DIRECTIVE POLICY
	3.1	Ecosystems
	3.1.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and protection of the environmentally sensitive areas and significant natural sites, features and landforms in their planning area.
	3.1.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning, establishment, and maintenance of a network of protected areas that preserve the representative ecosystems of their planning area and maintain their ecological integrity.
	3.1.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the regulation of land use and development to restrict emissions to land, air and water to levels not harmful to humans or other species.
	3.2	Forest Ecosystems
	3.2.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of unfragmented forest ecosystems within their local planning areas from potentially adverse impacts of growth, development, and land-use.
	3.3	Freshwater and Wetland Ecosystems and Riparian Zones
	3.3.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address means to prevent further loss or degradation of freshwater bodies or watercourses, wetlands and riparian zones and to protect aquatic wildlife.
	3.4	Coastal and Marine Ecosystems
	3.4.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of sensitive coastal areas.
	3.4.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for and regulation of development in coastal regions to protect natural coastal processes.

PART IV: Policies for the Stewardship of Resources

CONSISTENT	NO.	DIRECTIVE POLICY
	4.1	Agricultural Land
	4.1.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and preservation of agricultural land for current and future use.
	4.1.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the preservation, protection, and encouragement of farming, the sustainability of farming, and the relationship of farming to other land uses.
	4.1.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the use of adjacent properties to minimize any adverse affects on agricultural land.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	NO.	DIRECTIVE POLICY
	4.1.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the design of road systems and servicing corridors to avoid agricultural lands unless the need for roads outweighs agricultural considerations, in which case appropriate mitigation measures shall be required to derive a net benefit to agriculture
	4.1.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address land uses and activities that support the economic viability of farms without compromising the agriculture capability of agricultural land.
	4.1.9	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the use of Crown lands for agricultural leases.
	4.2	Forests
	4.2.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the need to protect the ecological integrity on a scale of forest stands and landscapes.
	4.2.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the retention of large land holdings and parcel sizes for sustainable forestry use, and the location and construction of roads, and utility and communication corridors to minimize the fragmentation of forests.
	4.2.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the designation of forest ecosystem reserves where no extraction will take place to ensure the preservation of native biological diversity.
	4.3	Wildlife and Vegetation
	4.4	Freshwater Resources
	4.4.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater, water quality is maintained, and existing, anticipated and seasonal demands for water are considered and allowed for.
	4.4.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure water use is not to the detriment of in-stream uses
	4.5	Coastal Areas and Marine Shorelands
	4.5.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the needs and locations for marine dependent land uses.
	4.5.9	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the compatibility of the location, size and nature of marinas with the ecosystems and character of their local planning areas.
	4.5.10	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the location of buildings and structures so as to protect public access to, from and along the marine shoreline and minimize impacts on sensitive coastal environments.
	4.5.11	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address opportunities for the sharing of facilities such as docks, wharves, floats, jetties, boat houses, board walks and causeways.

Appendix E – Policies relating to the Policy Statement

	4.6	Soils and Other Resources
	4.6.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of productive soils.

PART V: Policies for Sustainable Communities

CONSISTENT	NO.	DIRECTIVE POLICY
	5.1	Aesthetic Qualities
	5.1.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of views, scenic areas and distinctive features contributing to the overall visual quality and scenic value of the Trust Area.
	5.2	Growth and Development
	5.2.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address policies related to the aesthetic, environmental and social impacts of development.
	5.2.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address any potential growth rate and strategies for growth management that ensure that land use is compatible with preservation and protection of the environment, natural amenities, resources and community character.
	5.2.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address means for achieving efficient use of the land base without exceeding any density limits defined in their official community plans.
	5.2.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of areas hazardous to development, including areas subject to flooding, erosion or slope instability, and strategies to direct development away from such hazards.
	5.3	Transportation and Utilities
	5.3.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the development of a classification system of rural roadways, including scenic or heritage road designations, in recognition of the object of the Islands Trust.
	5.3.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the impacts of road location, design, construction and systems.
	5.3.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the designation of areas for the landing of emergency helicopters.
	5.3.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the development of land use patterns that encourage establishment of bicycle paths and other local and inter-community transportation systems that reduce dependency on private automobile use.
	5.4	Disposal of Waste
	5.4.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of acceptable locations for the disposal of solid waste.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	NO.	DIRECTIVE POLICY
	5.5	Recreation
	5.5.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the prohibition of destination gaming facilities such as casinos and commercial bingo halls.
	5.5.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the location and type of recreational facilities so as not to degrade environmentally sensitive areas, and the designation of locations for marinas, boat launches, docks and anchorages so as not to degrade sensitive marine or coastal areas.
	5.5.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of sites providing safe public access to beaches, the identification and designation of areas of recreational significance, and the designation of locations for community and public boat launches, docks and anchorages.
	5.5.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and designation of areas for low impact recreational activities and discourage facilities and opportunities for high impact recreational activities.
	5.5.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for bicycle, pedestrian and equestrian trail systems.
	5.6	Cultural and Natural Heritage
	5.6.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification, protection, preservation and enhancement of local heritage.
	5.6.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the preservation and protection of the heritage value and character of historic coastal settlement patterns and remains.
	5.7	Economic Opportunities
	5.7.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address economic opportunities that are compatible with conservation of resources and protection of community character.
	5.8	Health and Well-being
	5.8.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address their community's current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services.

POLICY STATEMENT COMPLIANCE	
	COMPLIANCE WITH TRUST POLICY
	NOT IN COMPLIANCE WITH TRUST POLICY for the following reasons:



Islands Trust

POLICY STATEMENT **COUNCIL COMMITMENTS AND RECOMMENDATIONS CHECK LIST**

File No:

PURPOSE

Staff may use the Council Commitments and Recommendations Checklist to reference the Policy Statement and to ensure that Islands Trust actions and decisions are consistent with the Policy Statement.

POLICY STATEMENT

The Policy Statement (Consolidated April 2003) is comprised of several parts. Parts I and II, outline the purpose as well as the Islands Trust object and guiding principles. Parts II, IV and V contain the goals and policies relevant to ecosystem preservation and protection, stewardship of resources and sustainable communities.

There are three different kinds of policies within the Policy Statement as follows:

- Directive Policies - policies that direct Local Trust Committees and island municipalities to address certain matters, and
- Commitments of Trust Council - statements about Trust Council's position or philosophy on various matters,
- Recommendations – recommendations to other government agencies, non-government organizations, property owners, residents and visitors.

POLICY STATEMENT CHECK LISTS

The Policy Statement Checklists, the Directives Only Checklist and the Council Commitments and Recommendations Checklist, are based on the statements and policies from the Policy Statement. Staff may use the Directives Only Checklist when preparing bylaws to ensure that certain matters are addressed. Staff may use the Council Commitments and Recommendations Checklist to review Islands Trust actions and decisions for their consistency with the Island Trust Policy Statement. Staff may mark whether or not the action or decision is consistent with the Policy Statement as follows:

- ✓ identifies that the referral is **CONSISTENT** with the policy from the Policy Statement.
- N/A** means the policy is not applicable to the referral
- ✗ identifies that the referral is **INCONSISTENT** (contrary or at variance) with the policy from the Policy Statement.

Part II ISLANDS TRUST OBJECT AND GUIDING PRINCIPLES

CONSISTENT	POLICY	POLICY
	Object	The <i>Islands Trust Act</i> provides the following definition of the purpose of the Islands Trust, which is referred to in the legislation as its “object”: “The object of the Trust is to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.”
		The Islands Trust has responsibility for conservation through land use planning and regulation and for leadership in stewardship — that is, voluntary, cooperative actions that nurture and take responsibility for the long-term integrity of the environment and amenities of the Trust Area. It is in this context that the word “stewardship” is used within this document. The Islands Trust seeks to integrate ecosystem preservation and protection, sustainable communities and stewardship of resources.
		The <i>Islands Trust Act</i> provides special legislation for preservation and protection of the Georgia Strait-Howe Sound geographic area and creates a conservation-oriented agency to work towards this objective. The object establishes the value of the Trust Area by identifying the need for preservation and protection of the Area. The following sections provide a fuller explanation of the key phrases in the legislated object of the Trust.
		“... to preserve and protect the Trust Area and its unique amenities and environment...” The area of jurisdiction of the Islands Trust is established by Schedule A of the <i>Islands Trust Act</i>. The Trust Area is valued and is unique, not because of any one quality or feature, but rather because of its particular combination of characteristics and location.
		“... for the benefit of the residents of the Trust Area and of British Columbia generally ...” The Islands Trust is responsible to the present and future residents of both the Trust Area and the Province of British Columbia. Their needs can only be met and sustained within the limitations of the natural environment and the island communities of the Trust Area. A balance must be established between the needs of all stakeholders.
		“... in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the Government of the Province ...” To achieve its object, the Islands Trust must be an educator, coordinator, and initiator, guiding individuals, organizations and other agencies in support of the object. While the Islands Trust can provide the necessary leadership, responsibility for stewardship of the Trust Area rests with many. Individuals, other government agencies, organizations, and the Province itself all have important roles to play. Cooperative actions are required of other agencies, organizations and individuals to ensure that activities are carried out in a manner that is sensitive to the needs of Trust Area ecosystems and island communities.
	Guiding Principles	The following principles, derived from the Islands Trust object and from input received from the public during public forums, will guide Trust Council in its day-to-day planning and decision-making.
		* The primary responsibility of the Islands Trust Council is to provide leadership for the preservation, protection and stewardship of the amenities, environment and resources of the Trust Area.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	POLICY	POLICY
	Guiding Principles cont.	* When making decisions and exercising judgment, Trust Council will place priority on preserving and protecting the integrity of the environment and amenities in the Trust Area.
		* Trust Council will seek information from a broad range of sources in its decision-making processes, recognizing the importance of local knowledge in this regard.
		* Trust Council believes that to achieve the Islands Trust object, the rate and scale of growth and development in the Trust Area must be carefully managed and may require limitation.
		* Trust Council believes that open, consultative public participation is vital to effective decision making for the Trust Area.
		* Trust Council will implement a plan for the advancement of the Policy Statement as part of its annual budget process, and the Executive Committee of Trust Council will report to Council on progress in achieving the goals of the Policy Statement.

Part III ECOSYSTEM PRESERVATION AND PROTECTION

CONSISTENT WITH POLICY	POLICY	POLICY
	3.1	Ecosystems
	3.1.1	Trust Council holds that: proactive land use planning is essential for the protection of Trust Area ecosystems, protection must be given to the natural processes, habitats and species of the Trust Area, including those of the old forests, Coastal Douglas-fir forests, Coastal Western Hemlock, Garry Oak/Arbutus forests, wetlands, open coastal grasslands, the vegetation of dry rocky areas, lakes, streams, estuaries, tidal flats, salt water marshes, drift sectors, lagoons, and kelp and eel grass beds, and planning must account for the cumulative effects of existing and proposed development to avoid detrimental effects on watersheds, groundwater supplies and Trust Area species and habitats.
	3.1.2	It is Trust Council's policy to work towards the establishment of a network of protected areas that preserves representative ecosystems in their natural state and in sufficient size and distribution to sustain their ecological integrity.
	3.1.6	Trust Council encourages all government agencies and non-government organizations to consider both monetary and non-monetary costs when making resource management and land use decisions.
	3.1.7	Trust Council encourages the Provincial government and the government of Washington State to proceed with their proposal for a joint environmental monitoring system for the Georgia Basin Region.
	3.1.8	Trust Council encourages the Provincial government to establish property tax incentives for conservation or habitat protection
	3.1.9	Trust Council encourages actions and programs of other government agencies which: place priority on the side of protection for Trust Area ecosystems when judgment must be exercised, protect the diversity of native species and habitats in the Trust Area, and prevent pollution of the air, land and fresh and marine waters of the Trust Area.
	3.1.10	Trust Council encourages the Provincial government to enforce standards for control of emissions polluting the air of the Trust Area.
CONSISTENT	POLICY	POLICY

Appendix E – Policies relating to the Policy Statement

	3.1.11	Trust Council encourages agents of the government of British Columbia or the government of Canada, Crown corporations, municipalities, regional districts, non-government organizations, property owners and occupiers to protect environmentally sensitive areas and significant natural sites, features and landforms through voluntary stewardship, conservation covenants and careful management
	3.2	Forest Ecosystems
	3.2.1	It is Trust Council's policy that: the Trust Area's forest ecosystems should be protected, and the remaining stands of relatively undisturbed Coastal Douglas-fir, Garry Oak and Arbutus forests should be preserved.
	3.2.3	Trust Council encourages government agencies, non-government organizations, property owners and occupiers to protect forested areas through voluntary conservation covenants and careful management.
	3.3	Freshwater and Wetland Ecosystems and Riparian Zones
	3.3.1	Trust Council holds that: the freshwater wetlands, bodies of surface water, natural drainage patterns, water courses, fish-bearing streams, watershed and groundwater recharge areas of the Trust Area should be identified, protected and, where possible, restored or rehabilitated, and the natural wetlands of the Trust Area, including those in the Agricultural Land Reserve that have not been altered in the past for agriculture, should not be drained, filled or degraded.
	3.3.3	Trust Council encourages government agencies, non-government organizations, property owners and occupiers to protect freshwater bodies, water courses, wetlands, riparian zones and aquatic wildlife habitats through voluntary conservation covenants and careful management.
	3.4	Coastal and Marine Ecosystems
	3.4.1	It is the position of Trust Council that development should not be allowed within a line drawn 300 metres offshore or mid-channel (whichever is less) of any island or islet in the Trust Area owned entirely by the Crown or affected by Order in Council 467.
	3.4.2	It is Trust Council's policy that marine areas be protected and coastal zone management principles be defined in consultation with agents of the government of British Columbia, the government of Canada, Crown corporations, municipalities, regional districts, non-government organizations, property owners and occupiers.
	3.4.3	Trust Council holds that artificial reefs should not be developed in the Trust Area.
	3.4.6	Trust Council encourages the Provincial and Federal governments to develop existing and new programs, such as "harvest refugia", which protect and enhance the populations of native marine species of the Trust Area.
	3.4.7	Trust Council encourages the Provincial and Federal governments to research the impacts of the introduction of new marine species into the marine water of the Trust Area before such species are introduced
	3.4.8	Trust Council encourages the Federal and Provincial governments to develop and adopt legislation that regulates sewage discharge from shores and boats and addresses its detrimental impact on marine or coastal ecosystems.

PART IV: STEWARDSHIP OF RESOURCES

CONSISTENT	POLICY	POLICY
	4.1	Agricultural Land
	4.1.1	Trust Council recognizes that agriculture is a traditional and valuable activity in the Trust Area.
	4.1.2	Trust Council shall consult with the Ministry of Agriculture, Fisheries and Food and the British Columbia Land Reserve Commission to request that agriculture policies applied to the Trust Area are appropriate to the nature of agriculture within the Trust Area, including, but not limited to, the smaller island scale of agricultural activities.
	4.1.3	It is Trust Council's policy to encourage agricultural management practices that are compatible with sustaining wildlife habitat.
	4.1.10	Trust Council encourages the Ministry of Transportation to ensure that, where a road must sever agricultural land to provide access to lands beyond, the road is built to the minimum standard necessary to service that land.
	4.1.11	Trust Council encourages the British Columbia Land Reserve Commission to approve applications from property owners for inclusion of their land with potential for agriculture in the Provincial Agricultural Land Reserve.
	4.1.12	Trust Council encourages the Provincial government and the BC Assessment Authority to: retain a separate farm class to provide significant property tax incentives; ensure that the threshold for farm income necessary for farm class status is appropriate to agriculture within the Trust Area; and acknowledge that the total land area subject to the farm class may include land left uncultivated.
	4.2	Forests
	4.2.1	Trust Council recognizes that forestry is a traditional land use in the Trust Area, and supports sustainable forestry as an appropriate form of land use.
	4.2.2	It is the position of Trust Council that sustainable forestry depends on maintaining and, where necessary, restoring the ecological integrity of forests.
	4.2.3	It is the position of Trust Council that to achieve sustainable forestry, forest owners should undertake planning to address the integrity of forest ecosystems, including monitoring and evaluation to modify forestry plans and activities as needed.
	4.2.4	It is the position of Trust Council that forest cover is a representative characteristic of the Trust Islands and should be maintained.
	4.2.5	It is the position of Trust Council that the aesthetic value of forest land should be protected.
	4.2.9	Trust Council encourages the Provincial government to adopt mechanisms that will ensure full and meaningful participation of communities in decisions concerning the use of forest land.
	4.2.10	Trust Council encourages the Provincial government to implement education and extension programs to promote sustainable forestry and the protection of forest ecosystems.
	4.2.11	Trust Council encourages the Provincial government to adopt Provincial statutes and guidelines that establish forestry practices to protect the ecological integrity on a scale of forest stands and landscapes by maintaining and, where necessary, restoring: the diversity of forest structure and composition; the physical, chemical, and biotic diversity of soils; natural aquatic and wetland ecosystems; the full range of natural habitats in the forest landscape, including old growth; and connectivity of forest habitats sufficient for the dispersal needs of native species.
	4.2.12	Trust Council encourages the Provincial government to adopt Provincial statutes and guidelines that will reduce invasive non-native plant species in the forests.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	POLICY	POLICY
	4.2.13	Trust Council encourages the Provincial government to designate forest ecosystem reserves, where no extraction will take place, to promote the preservation of native biological diversity.
	4.2.14	Trust Council encourages the Provincial government, prior to giving approval to cutting plans, to require the applicant identify those elements of the forest needed to maintain sustainable forest land use.
	4.2.15	Trust Council encourages the Provincial government to implement property tax incentives for the practice of sustainable forestry.
	4.2.16	Trust Council encourages the Provincial Ministry of Forests, when developing specific forest tenures, to assign to Trust Council or Trust Fund Board, the holding of areas not to be harvested.
	4.3	Wildlife and Vegetation
	4.3.1	Trust Council encourages Provincial and Federal government agencies to: regulate and monitor the harvesting of the fish, wildlife and vegetation of the Trust Area so as to protect populations and habitats, and consult with local trust committees, municipalities, the communities of the Trust Area and First Nations prior to decisions regarding regulation of hunting or harvesting of Area wildlife or vegetation.
	4.3.2	Trust Council encourages Provincial and Federal government agencies to protect, for public use, areas supporting naturally occurring shellfish populations and other marine life and to establish public shellfish reserves in the Trust Area.
	4.4	Freshwater Resources
	4.4.1	It is Trust Council's policy that islands in the Trust Area should be self-sufficient in regard to their supply of freshwater.
	4.4.4	Trust Council encourages island property owners, residents and visitors to adopt conservation practices in their use of freshwater.
	4.4.5	Trust Council encourages the Provincial government to implement property tax incentives for the retention of groundwater and watershed recharge areas and freshwater wetlands
	4.4.6	Trust Council encourages the Provincial government to adopt legislation which protects the sustainability and quality of the groundwater of the Trust Area.
	4.4.7	Trust Council encourages government agencies, corporations, property owners and residents to use innovative technologies which will permit more efficient use of the Trust Area's freshwater resources, including: cisterns, alternative sewage disposal systems, reuse of water, the treatment and use of grey water, and the use of water saving devices.
	4.5	Coastal Areas and Marine Shorelands
	4.5.1	It is Trust Council's policy that aquaculture is a valuable activity in the Trust Area if compatible with maintenance of the Trust Area's ecosystems and community character.
	4.5.2	Trust Council holds that finfish farms should not be located in the marine waters of the Trust Area.
	4.5.3	It is the position of Trust Council that development, activity, buildings or structures should not result in a loss of significant marine or coastal habitat, or interfere with natural coastal processes
	4.5.4	It is the position of Trust Council that development, activity, buildings or structures should not restrict public access to, from or along the marine shoreline.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	POLICY	POLICY
	4.5.5	It is Trust Council's policy that development should be directed to sites away from: areas of environmental sensitivity, and areas of naturally occurring stocks of clams or oysters.
	4.5.6	It is Trust Council's policy that aquaculture should be directed to sites away from: areas of recreational significance, areas where an aquaculture operation would conflict with established or designated upland land uses, and areas where an aquaculture operation would conflict with established or designated anchorage or moorage.
	4.5.7	It is the position of Trust Council that aquaculture related development, activity, buildings or structures should not result in site alteration.
	4.6	Soils and Other Resources
	4.6.1	Trust Council holds that there should be no extraction of the peat, metals, minerals, coal or petroleum resources of the Trust Area.
	4.6.2	Trust Council holds that there should be no extraction of aggregate from the foreshore or the sea floor of the Trust Area.

PART V: SUSTAINABLE COMMUNITIES

CONSISTENT	POLICY	POLICY
	5.1	Aesthetic Qualities
	5.1.1	Trust Council holds that the overall visual quality of the Trust Area and its scenic values should be protected from disturbance, particularly those areas that have distinctive features or are highly visible.
	5.1.2	It is Trust Council's policy that the intensity of noise and lighting in and through the Trust Area should be compatible with community character.
	5.1.4	Trust Council encourages property owners, residents and visitors to reduce the burning of wood and fossil fuels by adopting alternative or innovative technologies.
	5.2	Growth and Development
	5.2.1	Trust Council holds that growth and development in the Trust Area should be compatible with preservation and protection of the environment, natural amenities, resources and community character.
	5.2.2	Trust Council holds that tree cover on the islands is of great importance and should be preserved.
	5.3	Transportation and Utilities
	5.3.1	Trust Council holds that local trust committees and island municipalities should be consulted and involved in the decision-making process regarding provision of utilities, transportation services or facilities that might affect land use in their local planning areas.
	5.3.2	It is Trust Council's policy that no island in the Trust Area should be connected to Vancouver Island, the mainland or another island by a bridge or tunnel, notwithstanding the existing bridge between North and South Pender Islands.

Appendix E – Policies relating to the Policy Statement

CONSISTENT	POLICY	POLICY
	5.3.8	Trust Council encourages Provincial and Federal agencies to ensure safe shipment of materials hazardous to the environment.
	5.3.9	Trust Council encourages the Ministry of Transportation and local communities to work together through a public consultation process to evaluate and modify road construction and road system proposals to encompass the environmental, economic and social values of the community.
	5.4	Disposal of Waste
	5.4.1	It is Trust Council's policy that the safe disposal in the Trust Area of waste originating in the Trust Area is acceptable.
	5.4.2	It is Trust Council's policy that neither hazardous nor industrial waste should be disposed of in the Trust Area, local recycling operations should be established, and local programs for chipping of wood waste and disposal of hazardous wastes should be established.
	5.4.3	It is Trust Council's policy that there should be a reduction in the burning of solid waste in the Trust Area.
	5.4.5	Trust Council encourages government agencies, corporations, property owners and residents to use innovative technologies and safe alternatives for disposal of sewage effluent.
	5.5	Recreation
	5.5.1	It is Trust Council's policy that recreational activities in the Trust Area should be compatible with preservation and protection of the environment, natural amenities, resources and community character.
	5.5.2	Trust Council holds that destination gaming facilities such as casinos and commercial bingo halls are not appropriate to and should not be located in the Trust Area.
	5.6	Cultural and Natural Heritage
	5.6.1	Trust Council holds that the natural and human heritage of the Trust Area — that is the areas and property of natural, historic, cultural, aesthetic, educational or scientific heritage value or character — should be identified, preserved, protected and enhanced.
	5.7	Economic Opportunities
	5.7.1	Trust Council holds that economic opportunities should be compatible with conservation of resources and protection of community character.
	5.8	Health and Well-being
	5.8.1	Trust Council holds that public participation should be part of the decision-making processes of all levels of government.
	5.8.2	It is the position of Trust Council that local trust committees and island municipalities should, in establishing their official community plans and regulatory bylaws, provide opportunities for public input.
	5.8.3	Trust Council holds that island communities within the Trust Area are themselves best able to determine the most effective local government structure to support their local autonomy and specific community needs within the object of the Islands Trust
	5.8.4	Trust Council holds that island municipalities shall, in all of their actions have regard for the Trust Policy Statement and the object of the Islands Trust.

Appendix E – Policies relating to the Policy Statement

	5.8.5	It is the position of Trust Council that the development and maintenance of healthy communities in the Trust Area through the process described in the Provincial Ministry of Health's "Healthy Communities Program" should be encouraged.
	5.8.7	Trust Council encourages Provincial, Federal and local governments to provide information and databases to local trust committees and communities to assist them in land use planning.
	5.8.8	Trust Council encourages government agencies, corporations, property owners, residents and visitors to use renewable sources of energy within the Trust Area.

POLICY STATEMENT COMPLIANCE	
	COMPLIANCE WITH TRUST POLICY
	NOT IN COMPLIANCE WITH TRUST POLICY for the following reasons:

1.3.ii. Procedure

**POLICY STATEMENT
TOPIC REVIEW FRAMEWORK**

Trust Council: June 11, 1994
Amended: September 15, 1995; March 10, 2005

A: PURPOSE:

1. To provide a framework to maintain an inventory of Policy Statement topic areas for review and to determine the priority topic areas for attention through Trust Council.

B: REFERENCES:

1. *Islands Trust Act*: Section 15
2. Policy Statement Bylaw (No. 17) 1993
3. Policy Manual:
 - 3.1. Policy Statement Implementation (1.3.i.)
 - 3.2. Policy Statement Bylaw (1.2.)

C: BACKGROUND:

1. The Trust Programs Committee (TPC) will complete an Annual Policy Statement Report that includes a Policy Statement Topic Review Inventory.
2. The Trust Programs Committee will maintain a Policy Statement Topic Review Inventory that will include the review topics, brief descriptions, and the source of the suggested topics.

D: PROCEDURE:

1. MAINTAINING THE INVENTORY

- 1.1. The Trust Programs Committee will maintain an inventory of suggested policy statement topics for review as identified through the following:
 - i. requests from external agencies or the public,
 - ii. other policy or legislative initiatives of the Islands Trust, the province or other government agencies, and
 - iii. requests from staff, trust bodies, or trustees of the Islands Trust.

2. TRUST PROGRAMS COMMITTEE RECOMMENDATIONS

- 2.1. The Trust Programs Committee will prepare a Policy Statement Topic Review Inventory by September of each year.
- 2.2. The Trust Programs Committee will make suggestions for policy statement topics review to Trust Council, the Trust Fund Board, local trust committees, and staff by October of each year.
- 2.3. The Trust Programs Committee will make priority topic recommendations to Trust Council from the Topic Review Inventory in November of each year.

3. TRUST COUNCIL CONSIDERATION

- 3.1. Trust Council will establish the annual priority of the specific topics for review by resolution in December of each year.
- 3.2. The priority Policy Statement review topics will be those items approved by Trust Council as part of Trust Council's work program or the work program of a trust body.

4. REVIEW TOPIC IMPLEMENTATION

- 4.1. The Trust Programs Committee will forward resource requirements requests, as required, for all priority Policy Statement review topics to Trust Council within the annual budget process.
- 4.2. The Trust Programs Committee will recommend adjustments to the priority Policy Statement review topics as required based on resource allocations from the annual budget, emerging issues and topic review completions.
- 4.3. The Trust Programs Committee will provide guidelines for priority Policy Statement topic reviews relative to agency referral, internal processing, and Policy Statement Bylaw amendment requirements.

5. ANNUAL POLICY STATEMENT REPORT

- 5.1. The Trust Programs Committee will forward an Annual Policy Statement Report that includes the recommended priority review topics from the Topic Review Inventory to Trust Council in December of each year.



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

This business case is a Staff recommendation, and is subject to EC/TPC approval of its work program for FY20/21.

TO BE COMPLETED BY INITIATOR

Initiated by: Clare Frater, Director, Trust Area Services	Budget Source (select all that apply): ☒ Specific Project Funding (select all that apply) ☐ Third Party Contractors ☐ Staff Travel Expense ☐ Staff Overtime Expense ☐ New Staff Member – Temporary for project ☐ Computer Hardware/Software ☐ Furniture & Equipment ☐ Computer Hardware/Software/Supplies ☐ New Staff Resources (see Staff Costing Tool) ☐ Permanent ☐ Temporary Temp Duration: _____ ☒ Other – please describe: Legal Services
Business Area: Trust Area Services	
Name of Request: Policy Statement Amendment Project \$30,000 \$15,000 for Policy Statement Amendment Project \$15,000 for consideration of next steps for amending the Policy Statement	
Date of Funding Request: October 17, 2019	Funding Required for (date range): Fiscal 2020/21
ISSUE/OPPORTUNITY: Trust Council's Policy Statement Amendment Policy (1.2.i) states that each term, Trust Council will identify Policy Statement review and/or amendment tasks. The Islands Trust Council has assigned the Executive Committee, with involvement from Trust Programs Committee as appropriate, to co-ordinate a review of the Introduction, Part I, Part II and Schedule 1 - Definitions sections and climate policies of the Policy Statement. The Executive Committee has adopted an engagement plan and project charter to guide the amendment process. In September 2019, Trust Council approved the interim 2018-2022 Strategic Plan with the strategy: Amend the Policy Statement introductory and definitions sections. This work is underway, branded as Islands 2050. Staff anticipate that \$15,000 will be needed in FY2020/21 for the Policy Statement Amendment Project for costs relating to engagement, referrals, legal review and	

communications, including statutory advertising about the bylaw amendment. The Reconciliation Action Plan business case includes an additional \$5,000 for First Nations engagement.



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In March 2019, the Islands Trust Council, in conjunction with the climate change emergency declaration, resolved to add climate change mitigation, resilience, and adaptation policies to the Islands Trust Policy Statement amendment project.

On August 21, 2019, in response to a recommendation of the Executive Committee, the Trust Programs Committee amended its work program to include: “outline future phases of the Islands Trust Policy Statement engagement process”. In September 2019, Trust Council approved the interim 2018-2022 Strategic Plan with the strategy: Determine if additional changes to the Policy Statement are desired by Trust Council.

In addition, in September 2019, Trust Council approved the interim 2018-2022 Strategic Plan with the strategy: Implement the high priority actions outlined in the *Affordable Housing in the Trust Area: Strategic Actions for Islands Trust* previously referred by Trust Council. The two high priority actions relating to the Policy Statement are:

- Review the Islands Trust Policy Statement and give consideration to: a) giving affordable housing a greater profile for its role in sustainable communities b) including a reference to affordable housing in its policy direction to LTCs and municipalities.
- Review the Islands Trust Policy Statement to ensure that it: a) includes clear and well-thought out definition of ‘affordability’ b) includes clearly articulated vision, goal and objectives for affordable housing c) gives affordable housing a greater profile for its role in sustainable communities d) includes a reference to affordable housing in its policy direction to LTCs and municipalities.

As discussed by Trust Programs Committee on October 9, 2019, \$15,000 is budgeted for FY2020/21 for consideration of next steps for amending the Policy Statement

PROJECTED RESULTS/DELIVERABLES:

4th Reading by Trust Council of an amended Policy Statement bylaw, and a plan for subsequent amendments.

RISK ASSESSMENT:

As noted in the project’s engagement plan, due to the nature of this project and the number of First Nations and stakeholders involved, there is substantial risk that the project plan will need to be amended to respond to emerging issues, communication/engagement requests or other developments. Staff will maintain a focus on the big-picture (e.g. Reconciliation as an overarching priority) and will bring forward recommendations to Executive Committee and Trust Programs Committee for project amendments as needed.

ALTERNATIVES CONSIDERED:

Option 1: Budget a reduced funding amount. This option is not recommended due to the extent of unknowns and risks associated with the project.

Option 2: Defer work on the project to FY21/22. This option is not recommended as the project is already underway with active public engagement.

CRITICAL SUCCESS FACTORS:

Successful adoption of an amended Policy Statement bylaw depends on shared understanding by Trustees, the Minister, First Nations, referral agencies, stakeholders and the public about the purpose and function of the Policy Statement and the rationale for any changes.

RECOMMENDED OPTION:

That \$30,000 be budgeted for the Policy Statement Amendment Project and consideration of next steps for amendment.

COST/BENEFIT ANALYSIS:Quantitative Analysis:

- \$15,000 for Policy Statement Amendment Project
- \$15,000 for consideration of next steps for amending the Policy Statement

Qualitative Analysis:

Amending the Policy Statement will advance the Islands Trust Council's commitment to Reconciliation and to updating its foundation document.

PURCHASING PROCEDURE:

All expenditures will be in accordance with Policy 6.5.3 on Procurement.

PROPOSED IMPLEMENTATION STRATEGY:

As per the adopted engagement plan.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

Change management, communication and collaboration will be addressed via the strategies outlined in the project's engagement plan and as directed by Trust Programs Committee during its consideration of next steps.

Clare Frater / Director, Trust Area Services

Initiator Name and Title

October 18, 2019

Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:	
Approved in Concept for Inclusion in Draft Budget?	☒ YES ☐ NO
Business Case reviewed by management team or CAO?	☐ YES ☒ NO
Next steps: • If approved-in-concept by management: ○ the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year, and a business case will be developed by the initiative owner and forwarded to FPC. • If not approved-in-concept by management: ○ Funding for the request will not be included in Draft 1, Version 1 of the budget, and no business case will be forwarded to FPC. However, notice of the unapproved concept will be highlighted for the Committee.	

BRIEFING

To: Trust Council **For the Meeting of:** December 3-5, 2019
From: Trust Programs Committee **Date Prepared:** November 1, 2019
SUBJECT: State of the Islands Indicator Project: Final Report

PURPOSE: To provide the *State of the Islands Indicator Project: Final Report* to Trust Council.

BACKGROUND: In 2016, Trust Programs Committee approved the purpose of the State of the Islands project as follows:

to provide a snapshot of Islands Trust Area indicators (ecological and socio-economic) to assist Trust Council to clarify its vision for sustainability in the Islands Trust Area and measure its progress in achieving that vision.

In 2016 an interim report was submitted, titled *State of the Islands Indicator Project: Interim Report*. The Interim Report did not include socio-economic information for 2016 since Statistics Canada had not published this data. In October 2019, an update to this report was undertaken to include the previously unpublished 2016 census data. Updating the report also provided an opportunity to include information regarding cultural and archaeological presence, and to update a few of the environmental indicators that had new data available that did not require substantial analysis.

In February 2016 Trust Programs Committee approved Forum Research Inc. to conduct a survey of Islands Trust residents on a variety of indicators to be used in conjunction with the State of the Islands Report. Indicators included: population growth/median age, housing (rental and ownership), ferry fares, income inequality, residency of property owners, subdivision rates, percentage of high biodiversity areas protected, GHG emissions, shellfish harvesting closures, freshwater quantity, and heritage buildings.

The information collected in the survey was analyzed and an additional report was produced, *The Islands Trust, Life on the Islands – Area Resident Survey, Final Results*. This Area Resident Survey Report accompanied the State of the Islands Interim Report in 2016. It has also been incorporated into the 2019 State of the Islands Final Report; however, this information was not updated due to resource limitations.

ATTACHMENT(S): State of the Islands Indicator Project: Final Report

FOLLOW-UP: Once the report has been received by Trust Council, staff will make it available on the Islands Trust website and circulate it to staff.

Prepared By: Lesley Valour/A/Sr. Policy Advisor

Reviewed By/Date: Clare Frater/Director, Trust Area Services, November 1, 2019

State of the Islands Indicator Project: Final Report

Explanatory Text

Clare Frater, *Director, Trust Area Services*

Lesley Valour, *A/Senior Policy Advisor*

Socio-Economic Statistics

Bhupinder Dulku, *Sustainability Analyst (June – September, 2016)*

Lesley Valour, *A/Senior Policy Advisor*

Geographic Information System Generated Statistics

Nigel Hughes, *Computer Applications Support Technician*

Photographs courtesy of

Kristine Mayes

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Contemplating the Islands, Mt. Erskine, Salt Spring Island

I. Introduction

Why is reporting on the state of the Islands important? Informed discussions about how we can all preserve and protect the Islands Trust Area depend on being firmly grounded in the realities that surround us. All too often, in the absence of insightful indicators, we form opinions and beliefs based on anecdotal experiences or feelings about how things are. This report includes a selection of socio-economic and environmental indicators that illustrate what is happening on our islands and in our communities.

An Interim Report was published in August 2016; however, data from the 2016 census was not available for inclusion. This Final Report includes 2016 census data and updates to some previously reported indicators.

The ‘State of the Islands’ indicators will support public engagement and help the current Trust Council, as well as future Trust Councils, to measure the progress of the Islands Trust in achieving its vision of “preserving and protecting” the Trust Area.

Coast Salish Territory

The Islands Trust Area is located within Coast Salish territory, home to the Coast Salish Peoples of BOŖÉĆEN, Cowichan, Halalt, Homalco, K’ómok, Klahoose, Lake Cowichan, Lekwungen, Lyackson,

MÁLEXEŁ, Penelakut, Qualicum, Scia’new, selíłwitulh, SEMYOME, Shíshálh, Snaw-naw-as, Snuneymuxw, Skwxwú7mesh, SṪÁUTW, Stz’uminus, SXIMEŁEŁ, T’Sou-ke, Tla’amin, Tsawwassen, We Wai Kai, Wei Wai Kum, WJOLEŁP, WSIKEM, and xʷməθkʷəy̓əm since time immemorial.

For over 10,000 years, Indigenous Peoples of these lands and waters have passed down wisdom, laws, teachings, and governance systems through their kinship ties and cultural ways. Coast Salish Peoples have protected the lands, waters, culture, and health of their treaty and traditional territories.

First Nations within the Islands Trust Area have modern and historic treaties or traditional territories that define their village sites, cultural areas, resource and gathering areas, trade routes, and sacred sites. Protection and preservation of these places is vital to their cultural heritage. First Nations governments work with all levels of government to preserve and protect their inherent rights for future generations

Coast Salish Peoples have a rich and vibrant economic, social, cultural, and spiritual life that is intricately connected to the islands and waters of the Trust Area. The history of Coast Salish Peoples is sustained in the language, place names, village sites, cultural and sacred sites that encompass the whole of the Islands Trust Area.

Tsawout Reserve, Salt Spring Island



II. Indicators by Trust Area

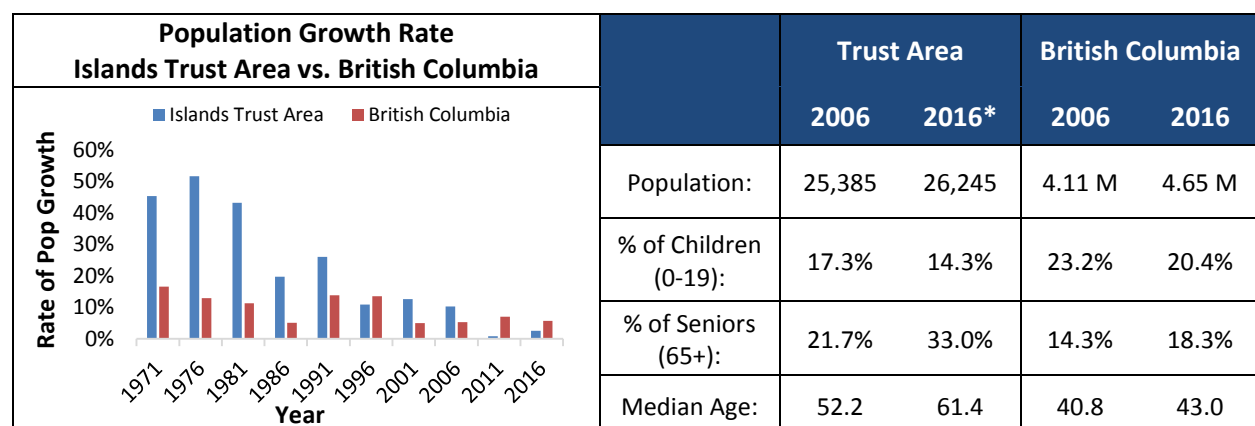
Socio-Economic Indicators

Demographics

Derived from 1971 to 2016 census data from Statistics Canada, these demographic indicators explain trend information on four key aspects: population growth rate, percentage of children and seniors, and median age. The Trust Area has been compared to trends experienced by the Province of British Columbia (BC). Children are defined as persons aged 0-19 years old and seniors as persons aged 65+. More than 28,000 Coast Salish people call the Islands Trust Area their homeland.

Key Findings - Population Growth Rate

- The population of the Trust Area from 2006 to 2016 has grown approximately 3.38%, whereas BC has grown 13.14%
- Both BC and the Trust Area follow similar trends of a decreasing percentage of children, an increasing percentage of seniors, and an increasing median age. The Trust Area in 2016 had a median age 18.4 years older than BC, compared to 11.4 years older in 2006.
- In 2006, the Trust Area's population of seniors was 21.7% compared to only 14.3% across BC. In 2016, the Trust Area's population of seniors was 33% compared to 18.3% across BC.
- In 2006, the Trust Area's youth population (age 0-19 years) was 17.3% compared to 23.2% across BC. In 2016, the Trust Area's youth population was 14.3% compared to 20.4% across BC.
- Though the Trust Area's population growth rate has increased with each census since 1971 (since Islands Trust began tracking), the population growth rate was highest between 1971 and 1991, when it surpassed the population growth rate of BC. Between 1996 and 2006, the growth rate began to plateau at approximately 10%; and from 2006 to 2016 the Trust Area's population growth rate slowed, falling below the population growth rate for the province.
- Between 2006 and 2016, the population decreased in the following local trust areas: Gabriola, Galiano, Gambier, Hornby, Mayne, Saturna, South Pender, and Thetis. The biggest population decrease was experienced in the Galiano Island Local Trust Area (215 people). The remaining islands experienced a modest increase in population, with the largest absolute growth occurring in the Salt Spring Island Local Trust Area (860 people).



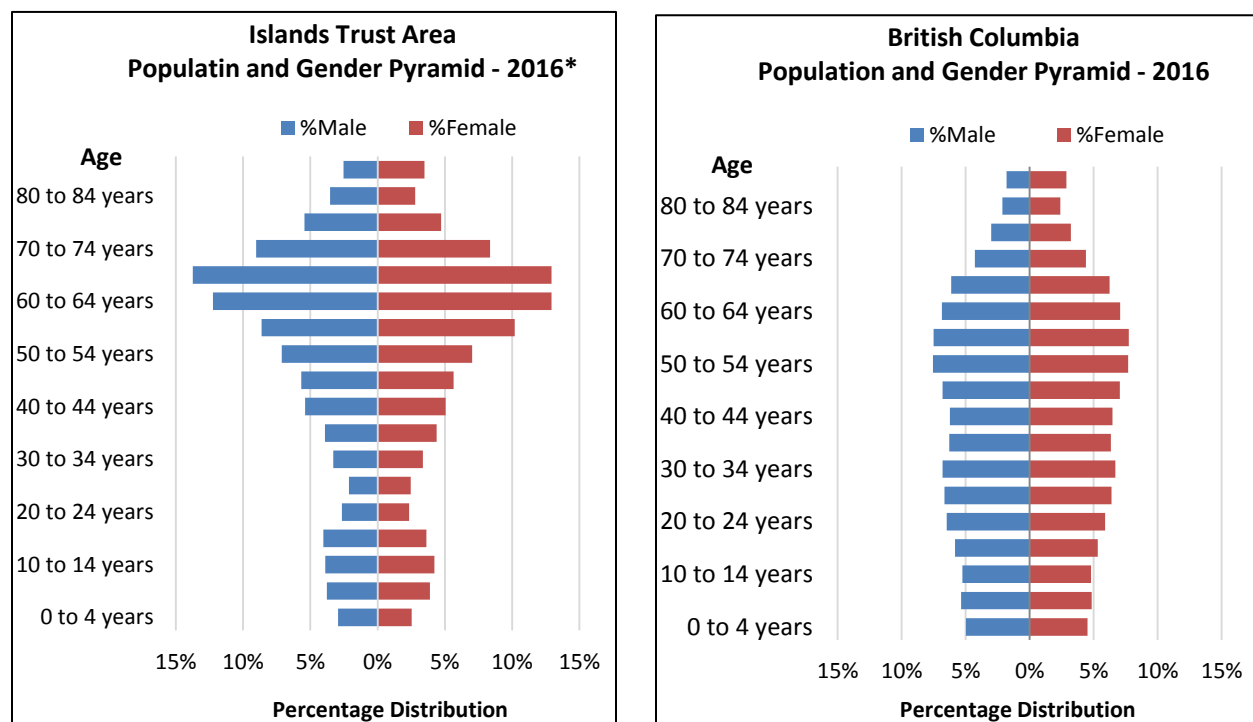
*2016 census data was not available for Lasqueti Island Local Trust Area; 2011 data was used instead.

Source: Adapted from Statistics Canada, Custom Tabulations, 1971-2016 Census. This does not constitute an endorsement by Statistics Canada of this product. Adapted from Statistics Canada, Semi-custom Profile, 2011 Census. This does not constitute an endorsement by Statistics Canada of this product.

Limitations: See [2011 Statistics Canada Data Quality and Confidentiality Standards and Guidelines](#).

Key Findings – Aging Population

The population of the Islands Trust Area is aging. By 2050 many properties on the islands will have been sold or bequeathed, and this presents both opportunities and challenges for place protection planning and land conservation. Island population growth is influenced by land use decisions about zoning, dwelling sizes, and permitted land uses, along with owners' decisions about whether to live-in or rent their homes full-time.



*2016 census data was not available for Lasqueti Island Local Trust Area; 2011 data was used instead.

Source: Adapted from Statistics Canada, Custom Tabulations, 1971-2016 Census. This does not constitute an endorsement by Statistics Canada of this product. Adapted from Statistics Canada, Semi-custom Profile, 2011 Census. This does not constitute an endorsement by Statistics Canada of this product.

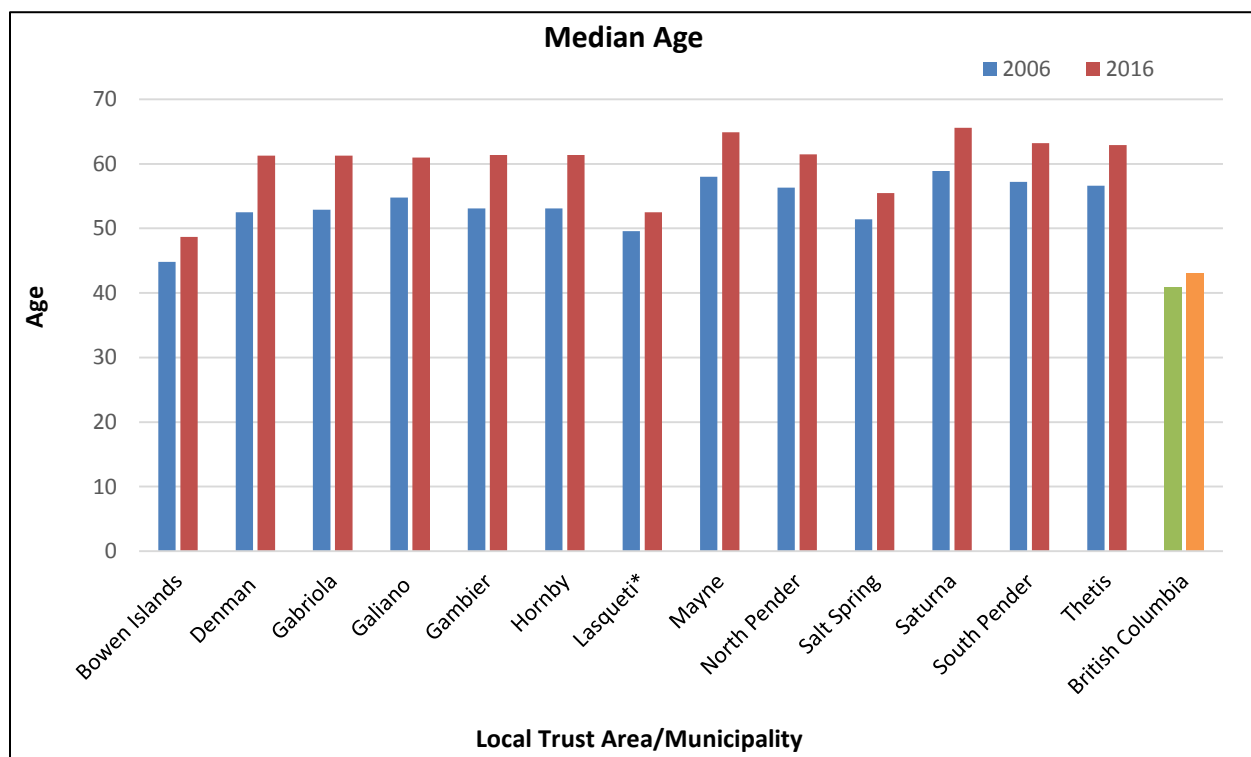
Limitations: See [2011 Statistics Canada Data Quality and Confidentiality Standards and Guidelines](#).



Fulford Harbour, Salt Spring Island

Key Findings - Median Age

Median age is the point where exactly one-half of the population is older, and the other half is younger. The increase of the median age is one of many indicators that a population is aging, a development that has implications for the labour force, economy, social services and health-care systems.



*2016 census data was not available for Lasqueti Island Local Trust Area; 2011 data was used instead.

Source: Adapted from Statistics Canada, Custom Tabulations, 1971-2016 Census. This does not constitute an endorsement by Statistics Canada of this product. Adapted from Statistics Canada, Semi-custom Profile, 2011 Census. This does not constitute an endorsement by Statistics Canada of this product.

Limitations: See [2011 Statistics Canada Data Quality and Confidentiality Standards and Guidelines](#).

Land Title

This indicator uses residential and farm land title information from BC Assessment. The data illustrates four aspects of island property ownership: where owners of Trust Area properties live (local, BC, Canadian and non-Canadian ownership); subdivision rates (rates of increase of folios/parcels); assessed property values, and the size of the land held. The dates of the data include three snapshots: 1978, 2005 and 2016. All Crown and commercial properties are excluded to allow for a focus on residential trends.

Key Findings – Land Title

- Between 1978 and 2005, the number of folios (parcels) in the Islands Trust Area doubled from 10,963 to 21,490.
- Since 2005, Islands Trust property owners are predominantly local (52%) and from BC (40%). While the proportion of properties owned locally has increased from 10% in 1978 to 52% in 2016, the percent of properties owned internationally has been stable at 4% since 1978.
- From 2005 to 2016, assessed values for parcels zoned residential increased from \$7.6B to \$11.7B.

Land Title Information for the Trust Area

1978						
Trust Area	Folios	Per centage	Value (\$)	Per centage	Size (ha)	Per centage
Local	1,070	9.8%	-	-	-	-
BC	8,373	76.4%	-	-	-	-
Canada	1,067	9.7%	-	-	-	-
International	453	4.1%	-	-	-	-
Totals	10,963	100%	-	-	43,212	
2005						
Trust Area	Folios	Per centage	Value (\$)	Per centage	Size (ha)	Per centage
Local	11,340	52.8%	4,262,637,254	56.3%	22,771	47.2%
BC	8,334	38.8%	2,678,448,063	35.4%	21,142	43.9%
Canada	972	4.5%	288,357,400	3.9%	1,497	3.1%
International	844	3.9%	339,687,500	4.5%	2,789	5.8%
Totals	21,490	100%	7,569,130,217	100%	48,199	100%
2016						
Trust Area	Folios	Per centage	Value (\$)	Per centage	Size (ha)	Per centage
Local	12,019	51.9%	6,534,912,215	56.0%	24,475	49.2%
BC	9,174	39.6%	4,214,404,393	36.1%	21,063	42.4%
Canada	1,077	4.6%	436,733,586	3.7%	1,602	3.2%
International	909	3.9%	485,464,732	4.2%	2,590	5.2%
Totals	23,179	100%	11,671,514,926	100%	49,730	100%

Source: BC Assessment, 2005, 2016. *Islands Trust: Some Basic Statistical Data for the Designated Islands, 1978.*

Limitations: This data set excludes the Ballenas Winchelsea (Executive Islands). The methodology for the 1978 data is unknown and may be different from the methodology applied to the 2005 and 2016 data.

Transportation: Ferry Ridership

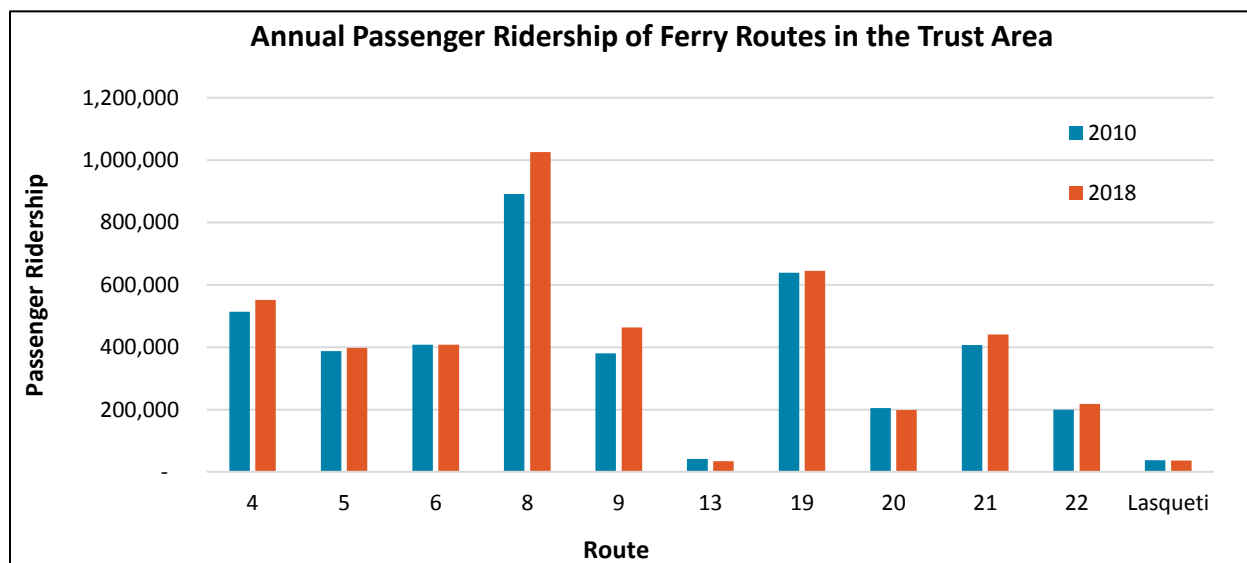
There are many possible reasons why ferry ridership numbers can vary over time. For the last decade or so, coastal communities have been concerned that increasing ferry fares were negatively affecting ferry ridership level and, by extension, local economies.

BC Ferries - Routes Numbers Correspond Accordingly:

- Route 4 – Victoria (Swartz Bay) - Salt Spring Island (Fulford Harbour)
- Route 5 – Victoria (Swartz Bay) - Southern Gulf Islands -- Galiano Island (Sturdies Bay), Mayne Island (Village Bay), Pender Island (Otter Bay) and Saturna Island (Lyll Harbour)
- Route 6 – Salt Spring Island (Vesuvius Bay) to Crofton (Vancouver Island)
- Route 8 – Vancouver (Horseshoe Bay) – Bowen Island (Snug Cove)
- Route 9 – Metro Vancouver (Tsawwassen) to Southern Gulf Islands (Galiano Island, Mayne Island, Northern Pender Island, Salt Spring Island, Saturna Island)
- Route 13 – Gibsons – Sunshine Coast (Langdale) to New Brighton – Gambier Island (New Brighton) to Keats Landing – Keats Island West (Keats Landing)
- Route 19 – Nanaimo (Nanaimo Harbour) to Gabriola Island (Descanso Bay)
- Route 20 – Chemainus (Chemainus) to Thetis Island (Preedy Harbour) to Penelakut Island (Penelakut Island)
- Route 21 – Denman Island West (Denman Island West) to Buckley Bay (Buckley Bay)
- Route 22 – Denman Island East (Gravelly Bay) to Hornby Island (Shingle Spit)
- Lasqueti – Western Pacific Marine, private ferry operator

Key Findings – Ferry Ridership

Between 2010 and 2018 annual passenger ridership, as well as seasonal ridership, increased across most BC Ferries routes in the Islands Trust Area. Lasqueti Island has a private passenger only ferry service, which tracks annual passenger ridership but not monthly ridership, so a seasonal comparison is not possible for this route.



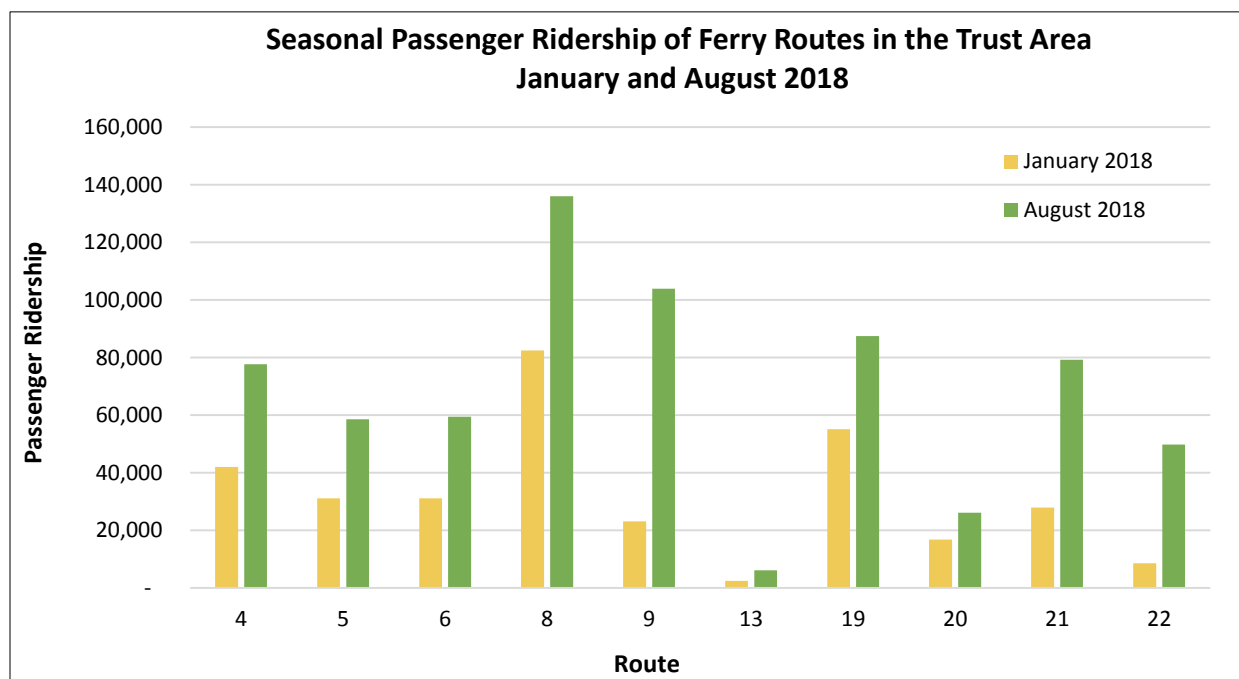
Source: BC Ferries. *Traffic Statistics*. Year End as of [December 2010](#) and [December 2018](#); Western Pacific Marine Ltd. – Lasqueti Ferry Services

BC Ferries - Seasonal Population Change

The Island Trust Area is cherished by British Columbians as a world-renowned tourism destination. The beauty, climate and culture of the islands make it a popular summer holiday destination. The influx in summer visitors stimulates local economies and provides residents with opportunities to share their art, farm products, and services. However, the seasonal population increase results in increased pressure on water resources at a time when natural systems are often already under stress due to drought, and the increase in people heightens the wildfire risk.

Key Findings – Seasonal Population Change

In 2018, passenger ridership to the Trust Area was 51.2% higher in August than in January.



Source: BC Ferries. *Traffic Statistics*. [January 2018](#) and [August 2018](#).

Limitations: Unable to include Lasqueti due to a lack of seasonal ridership information.



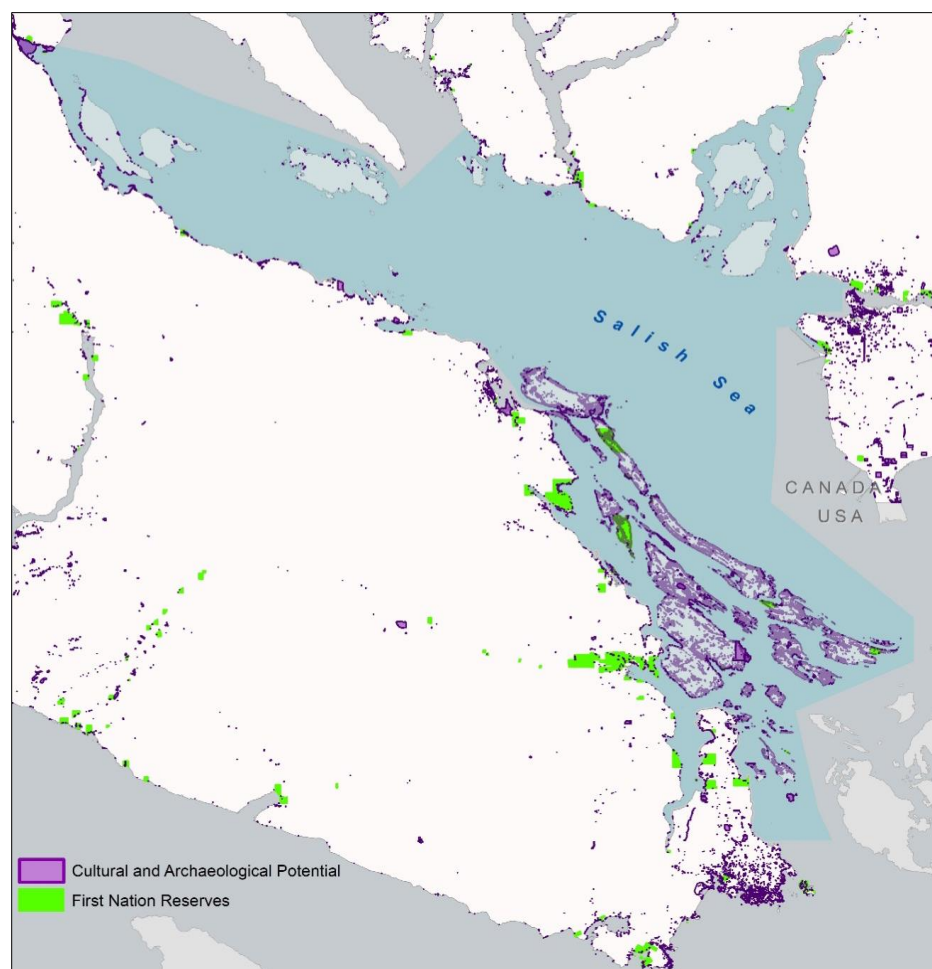
BC Ferries, Mayne Island

Cultural and Archaeological Presence

Middens are places of cultural and archaeological heritage for the First Peoples of the Salish Sea and Coast Salish territory. A midden is found by or within a village site or resource gathering area and defines an area that has been utilized for thousands of years. Middens tell us about how vital resources were sustained over time. They also provide scientific understanding of the past that is key to understanding climate change impacts, and human activity.

Sites within the Islands Trust Area can be over 8,000 years old, and any archaeological site on private or public land is protected under the Heritage Conservation Act. Middens can contain archaeological artifacts, tools, and ancestral remains. Removal of items or impacts to middens contribute to the destruction of cultural heritage, language, and knowledge, and has long-term impacts for reconciliation with First nations.

Preservation and protection of middens, cultural heritage, and archaeological sites is essential. If you find an artifact, ancestral remains, or discover a midden on public or private property, contact the Islands Trust or the Archaeology branch of the provincial government. We all have a role to play in preserving and protecting the cultural heritage of the Islands Trust Area now and into the future.



Environmental Indicators

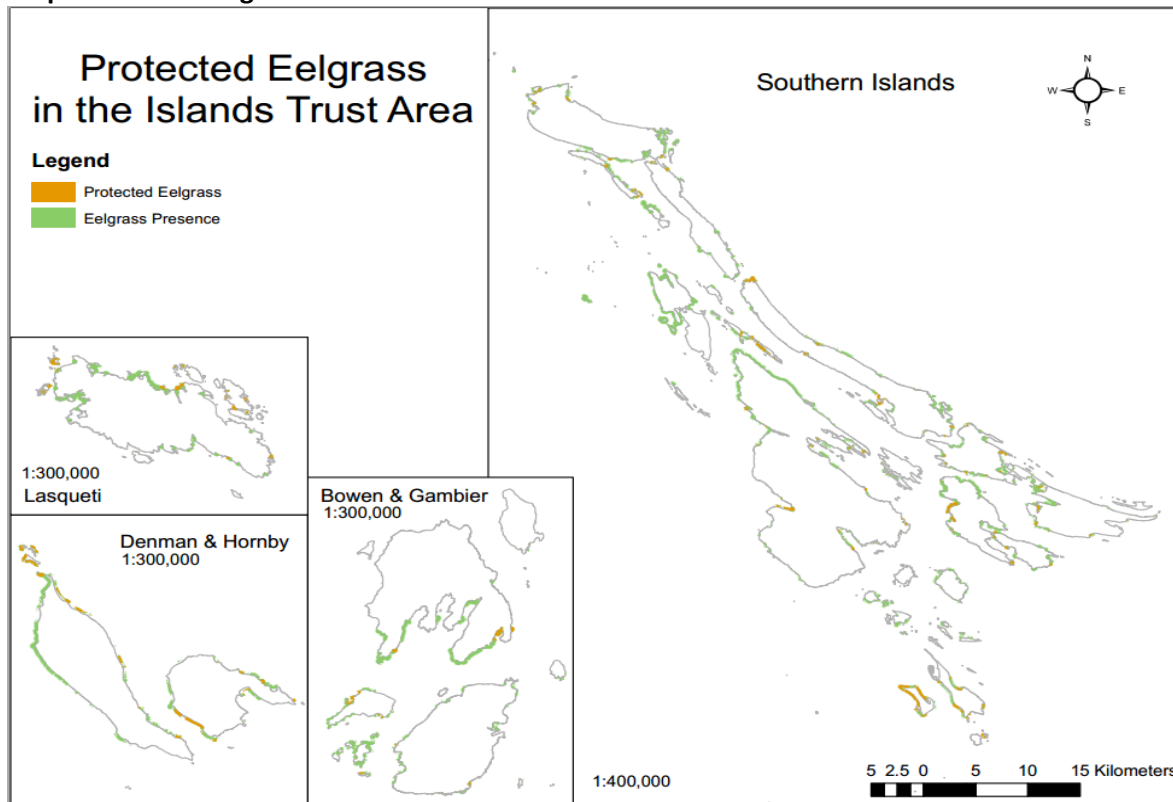
Eelgrass

Eelgrass (*Zostera marina*) is a flowering marine plant that provides critical habitat to fish, shellfish, birds and mammals. It grows at or below the low tide line in soft sediment. Eelgrass meadows serve as a nursery habitat, providing food and protection for over 80% of the region's commercially important fish and shellfish species at some point in their lifetimes. Sometimes called 'salmon highways', eelgrass habitat is essential to the survival of all species of salmon along our coast. Activities and structures on land and in the marine environment can negatively impact eelgrass and the species that depend on it.

Key Findings - Eelgrass

- 19% of the Islands Trust shorelines mapped for eelgrass had eelgrass present.
- 43% of known eelgrass meadows in the Islands Trust Area have some measure of protection through a marine or terrestrial protected area.

Map: Protected Eelgrass in the Islands Trust Area



Source: Islands Trust Area Geographic Information System

Limitations: Between 2012 and 2014, the Islands Trust Conservancy mapped eelgrass habitats along the shores of the following areas: Ballenas-Winchelsea, Bowen, Denman, Gabriola, Galiano, Gambier, Hornby, Lasqueti, Mayne, North and South Pender, and the associated islands of the North Pender Island Local Trust Area, Thetis and Valdes Islands, Salt Spring Island and Saturna Island. The percentages developed through Geographic Information System analysis are estimates only. Eelgrass was given a protected status if it was within a marine park or adjacent to an upland protected area.

Docks

The Docks indicator provides a baseline on the number of docks and marinas present in the Islands Trust Area. Private docks offer waterfront owners convenient access to the water and are often a lifestyle choice that attract waterfront owners to the Islands Trust Area. However, large docks or large numbers of small docks can reduce the public's enjoyment of their shorelines. Also, depending on where they are located and how they are built, docks can have negative environmental impacts.

During dock construction, machines often damage marine plants and the presence of pilings may lessen chances of plant regrowth (Environmental and Aesthetic Impacts of Small Docks and Piers, 2003). Once built, docks block sunlight necessary for marine life survival and boats using docks may damage marine plants with their props or by stirring up bottom sediments. This is of particular concern for eelgrass and kelp beds which are important fish nurseries. Over time, the wood preservatives applied to pilings or docks can leach into the water and contaminate the food chain.

As docks age, they can create new problems by shedding Styrofoam which contaminates the ocean and threatens marine life, or become derelict structures that detach from land and threaten navigation. Fisheries and Oceans Canada bans the harvesting of shellfish, an important First Nations resource for food, social and ceremonial purposes, less than 125 metres from a dock because of the risk of contamination.

Dock Indicator:

Trust Area	Total Docks
Bowen	98
Denman	3
Executive	6
Gabriola	63
Galiano	127
Gambier	341
Hornby	2
Lasqueti	17
Mayne	76
North Pender	104
Saturna	312
South Pender	55
Salt Spring	14
Thetis	57
TOTAL	1,275

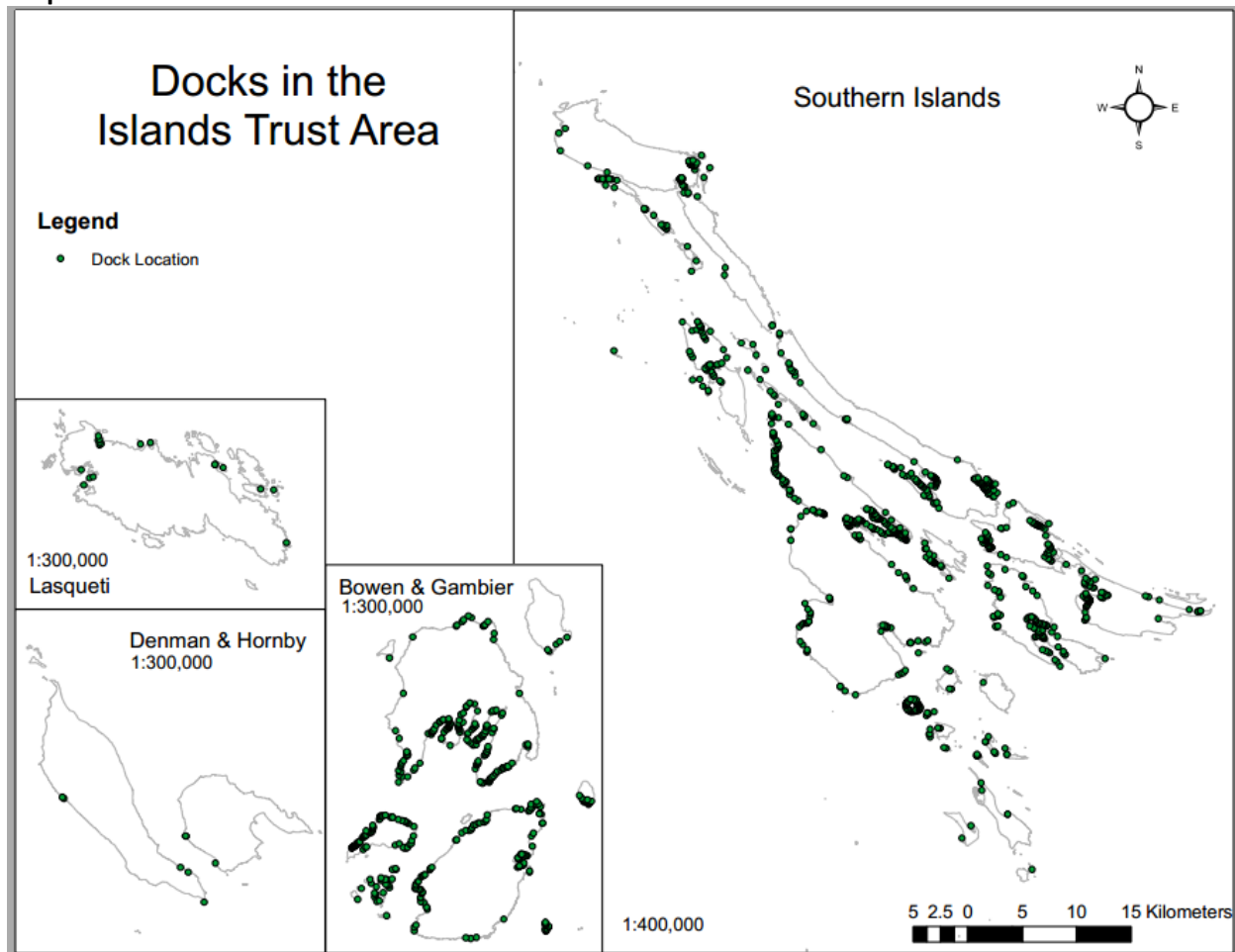
Key Findings - Docks

- There are approximately 1,275 docks in the Islands Trust Area.
- The number of docks in a local trust island or municipality range from two on Hornby Island which has no private docks to 341 on Gambier Island which does not have a vehicle ferry

Source: Islands Trust Area Geographic Information System.

Limitations: The dock numbers are based on a manual count and visual interpretation of docks in Islands Trust aerial photos from 2013-2014. The accuracy of the count could be compromised when docks are obscured by shadow or tree cover. A marina was only counted as one dock and BC Ferries docks were not included.

Map: Docks in the Islands Trust Area



Source: Islands Trust Geographic Information System

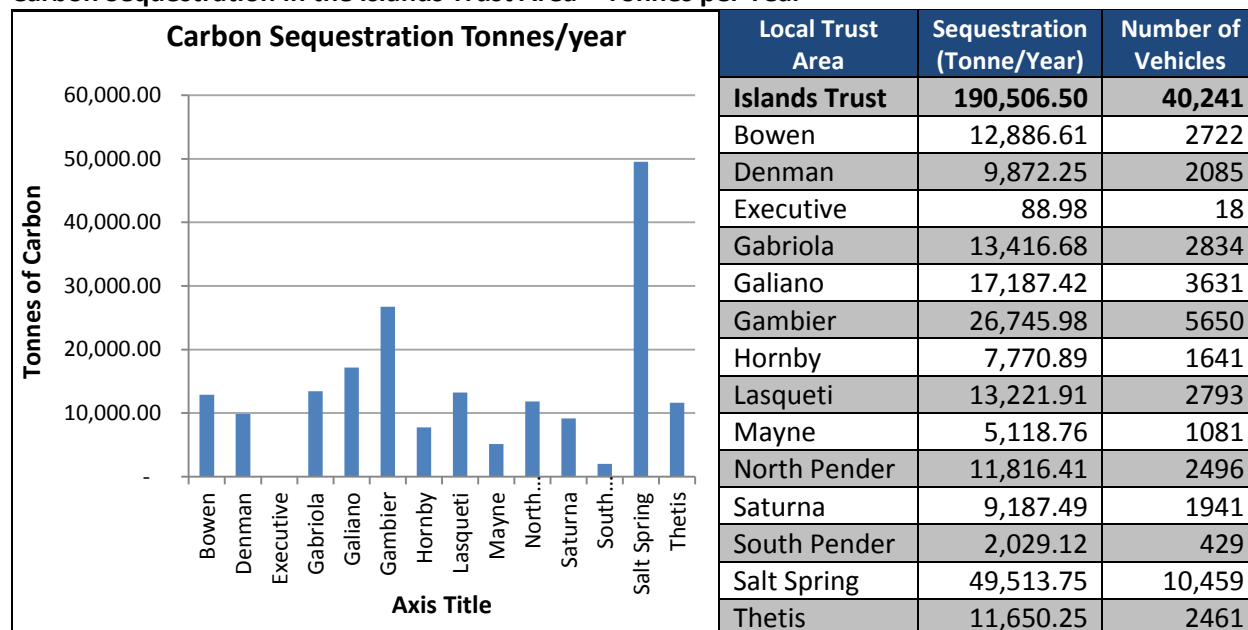
Carbon Sequestration in Forests

According to a 2014 study, the forests of the Islands Trust Area store and sequester more carbon than Coastal Douglas-fir forests outside the Trust area. Carbon storage results may indicate a higher forest density and higher amounts of mature forest in Islands Trust area. Carbon sequestration results are likely due to a higher density of maturing forests, which tend to store and take in more carbon to support their growth.

Key Findings – Carbon Sequestration in Forests

- The Trust Area, as a whole, sequesters 190,506 tonnes of carbon per year, which equates to about 40,241 passenger vehicles per year.
- On average, forests in the Islands Trust area store 82% more carbon per hectare than forests in the rest of the Coastal Douglas-fir zone.
- On average, forests in the Islands Trust area have the potential to absorb 43% more carbon per hectare over the next 20 years than forests in the rest of the Coastal Douglas-fir zone.

Carbon Sequestration in the Islands Trust Area – Tonnes per Year



Source: Islands Trust carbon sequestration and storage statistics were derived in 2014 through a contract between a UBC Grad student, Richard Schuster, and the Islands Trust Conservancy. The project examined how carbon storage and sequestration within the Islands Trust Area compared with carbon storage and sequestration within other areas of the Coastal Douglas-fir Biogeoclimatic zone.

Limitations: Data obtained is based on Terrestrial Ecosystem Mapping (TEM) and excluded mapping of the Coastal Douglas-fir (CDF) Biogeoclimatic zone on the Lower Mainland, so comparisons of the quality of carbon sequestration and storage for Islands Trust area forests do not account for this area of the CDF zone. Parts of the Islands Trust area are in the Coastal Western Hemlock Biogeoclimatic zone and differences in carbon storage and sequestration in these forests may affect the results. However, because many of the forest types were similar to the CDF and the non-similar forests were small in size, the effect on the data is assumed to be minimal.

The displayed data does not compare each Island's carbon sequestration on a proportional (per km²) basis.

Land Conversion

Converted land is land that is no longer in a natural state and unlikely to return to a natural state. For example, lands used for urban, rural, residential, industrial, reservoir, agricultural, or recreational uses are converted lands. Forestry lands, because they may recover to a natural state, are not considered 'converted'.

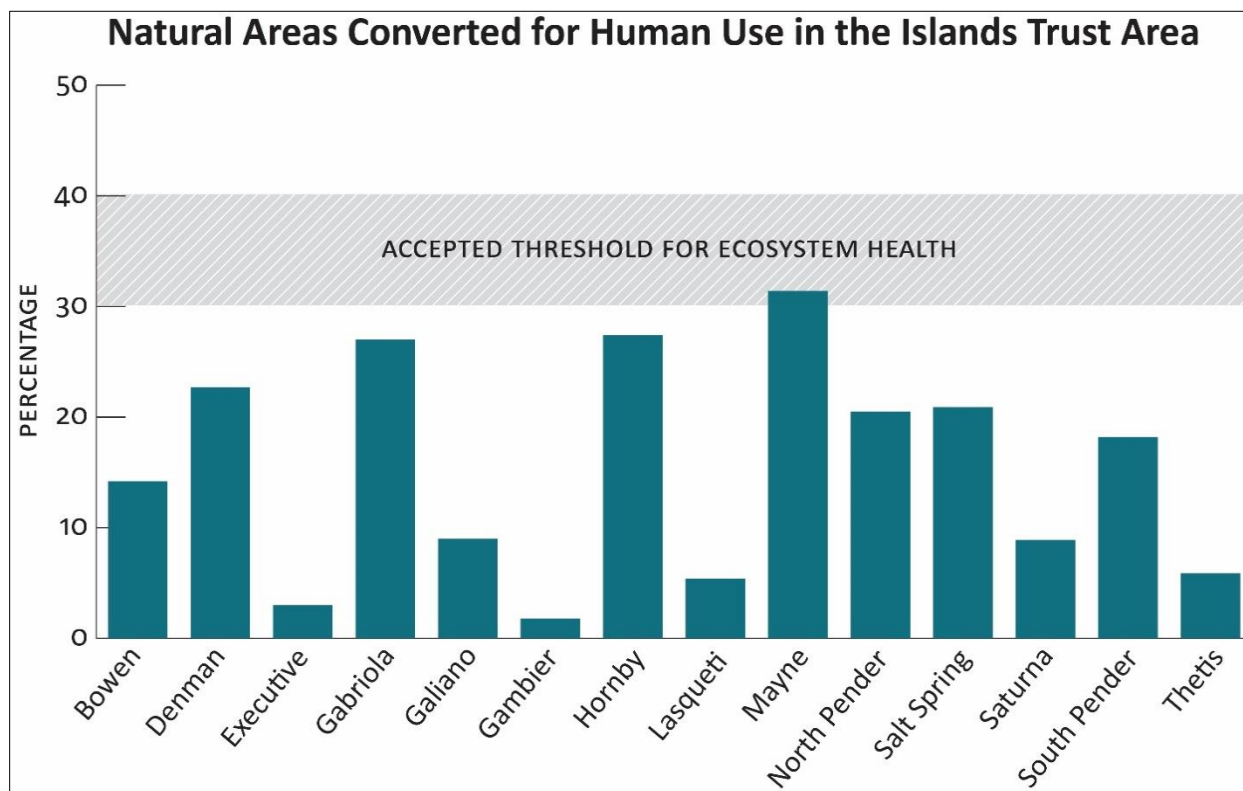
This indicator shows how much humans have removed from the natural landscape of the Islands Trust Area. It is an important measure because other species require a base amount of natural habitat to survive. As the amount of natural habitat decreases, the number of species lost increases. This relationship is not linear but consists of 'thresholds' at which the rate of species loss increases rapidly. Scientists have varying opinions, but an accepted threshold for our region is approximately 30-40% converted area for any given habitat. As land conversion begins to go above this threshold the number of species in a given habitat decline more rapidly.

Through disturbance mapping, the change in the natural landscape was analyzed in a ten year period from 2004-2014. In that analysis, it was estimated that approximately 1,070 ha of land were disturbed or lost through deforestation, vegetation clearing, creation of rural developments and roads, wetland loss, and disturbance to soils. Between 2004 and 2014 approximately 640 ha of this disturbed area has been converted to non-natural uses (e.g. roads and buildings) and represents a loss of about 0.8% of the natural landbase. If this rate continues, the Islands Trust area can expect to reach land conversions levels of over 30% in the next 150-200 years. In some local trust areas this threshold has already been reached or nearly reached.

Key Findings – Land Conversion

As of 2017:

- Approximately 15.7% of the Islands Trust Area’s landbase had been converted for human use.
- Converted land for local trust areas (LTA) and the Bowen Island Municipality ranged from 1.8% (Gambier LTA) to 31.4% (Mayne LTA).
- Of the converted lands in the Islands Trust Area, more than half (52.8%) is for rural and urban development, about 29.8% of converted land is for agriculture, and 16.4% is for roads.



Source: All information, with the exception of roads, is derived from the Island Trust Conservancy Regional Conservation Plan (2018-2027) and Islands Trust Mapping.

Limitations: The scale of the Terrestrial Ecosystem Mapping (TEM) varied for different islands and was derived from air photos which were flown over a number of years. TEM for the Executive Islands was produced using a mixture of air photos and satellite imagery. Road mapping for Lasqueti was omitted because digital road maps were unavailable when the data was gathered. Other road mapping is accurate as of 2010.

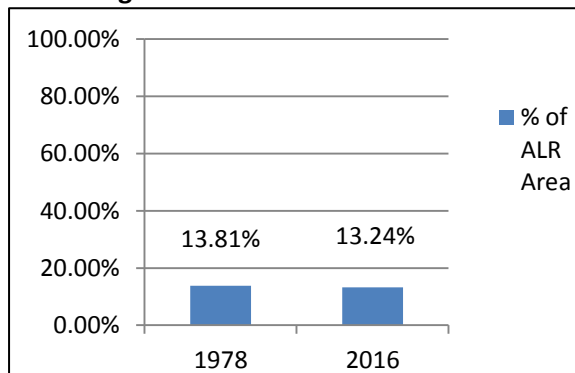
Agricultural Land Reserve

The provincial government created the Agricultural Land Reserve (ALR) in 1973 through the *Land Commission Act* to protect BC's agricultural land. The 4.7 million hectares of the Reserve were identified between 1974 to 1976 through cooperative efforts with regional districts and member municipalities. Local input was gained through a public hearing process. Despite boundary changes over the decades, the Reserve in BC remains approximately the same size (5% of the province).

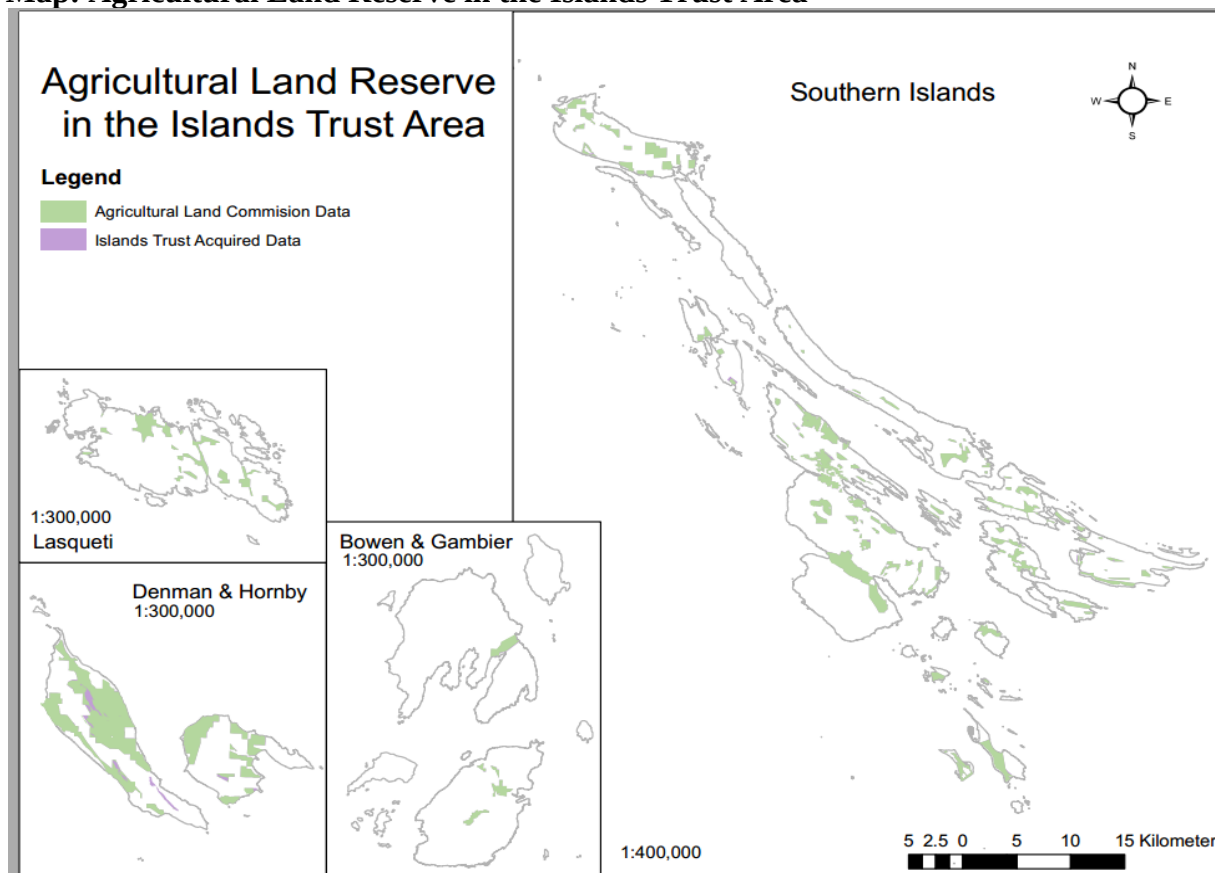
Key Findings – Agricultural Land Reserve

- Although there have been some small changes to the size of ALR land within local trust areas, generally the amount of ALR land in the Islands Trust Area has remained consistent.

Percentage of ALR Land in the Trust Area



Map: Agricultural Land Reserve in the Islands Trust Area



Source: Agricultural Land Commission, 2019

Limitations: The methods used to measure ALR lands in 1978 differ from the methods used in 2019. The accuracy of the 1978 data is not verified. The results should be treated as estimates only.

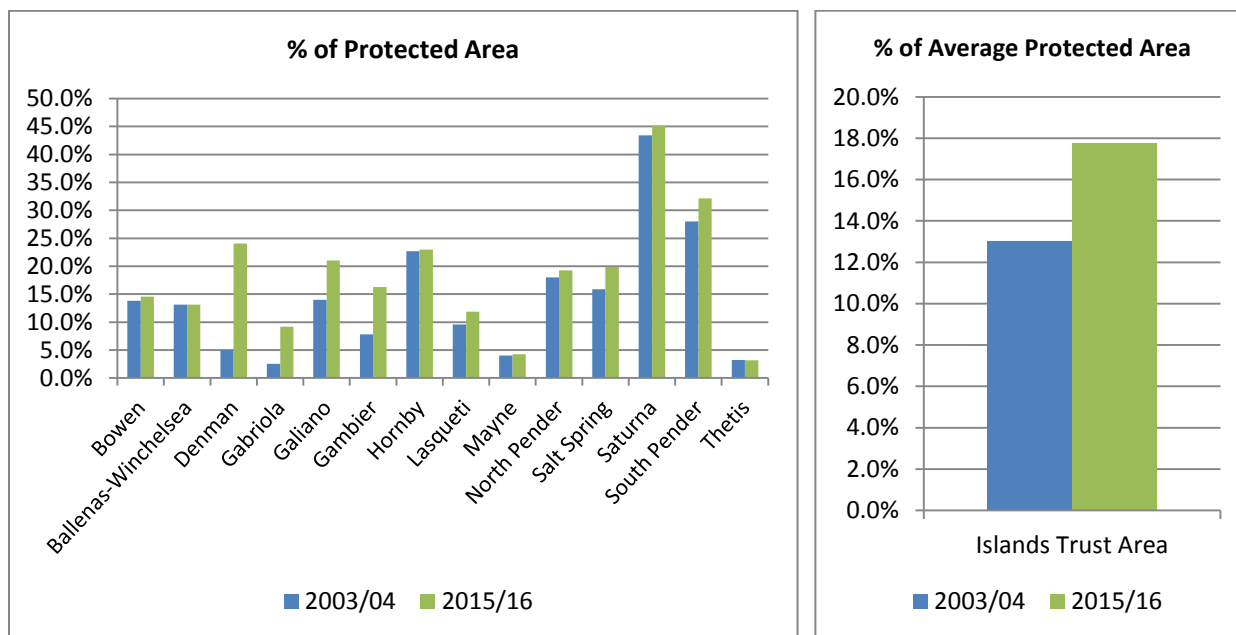
Protected Areas

The Islands Trust Area is home to an exceptional diversity of birds, fish, intertidal life and plant species. Throughout the Islands Trust Area, engaged residents and conservation partners work together to protect natural areas and key wildlife habitat in protected areas that include parks, ecological reserves, watershed protection areas, provincially designated protected areas and nature reserves as well as conservation covenants on private lands.

The ecosystems of the Islands Trust Area are home to many species at risk. At-risk species have a better chance of survival if their homes are protected. To protect species from becoming endangered, some of every type of ecosystem should be protected, despite its sensitivity or threat level.

Key Findings – Protected Areas

- Between 2004 and 2019, protected areas in the Islands Trust Area grew from 13.0% to 19.37% of the landbase. This change represents an addition of over 5,000 ha of protected land. Salt Spring Island, Denman Island, Gambier Island, and Gabriola Island Trust Areas were responsible for over 70% of the increase in protected areas in the Islands Trust Area between 2004 and 2019, adding 3,148.3 ha, 257.6 ha, 765 ha and 145.4 ha respectively, to their total amount of protected lands in that period. Increases were due primarily to Coastal Douglas-fir Protected Areas, Old Growth Protected Area, Covenants and Nature Reserves established throughout the Trust Area.
- Hornby Island, Mayne Island, South Pender Island, and Thetis Island Trust Areas had less than 1% increase in protected areas between 2004 and 2019.



Source: Islands Trust Parks and Protected Areas data

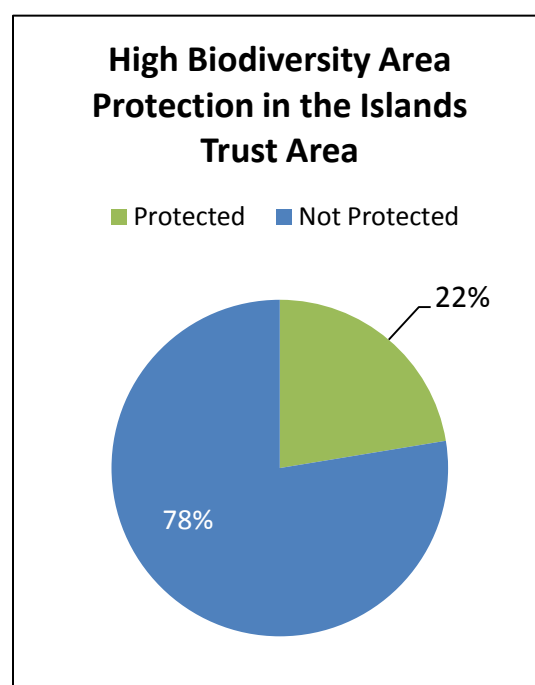
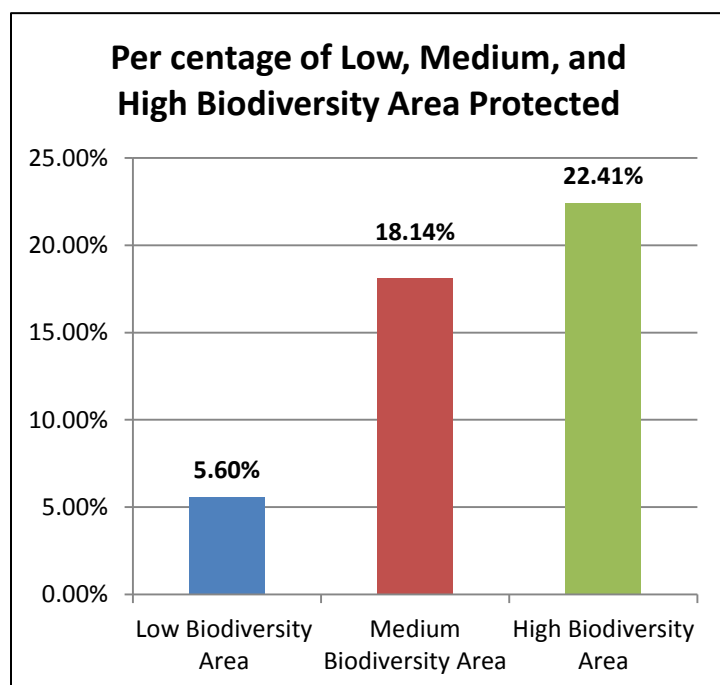
Limitations: Protected area statistics are determined through use of cadastral boundaries (property lines) and an established island area. Both measurements are subject to minor error and can change from year to year in minor ways as cadastral boundaries become more accurate. The data is also limited by the Islands Trust's ability to track additional parks and protected areas; there may be errors of omission and inclusion from time to time.

Biodiversity Protection

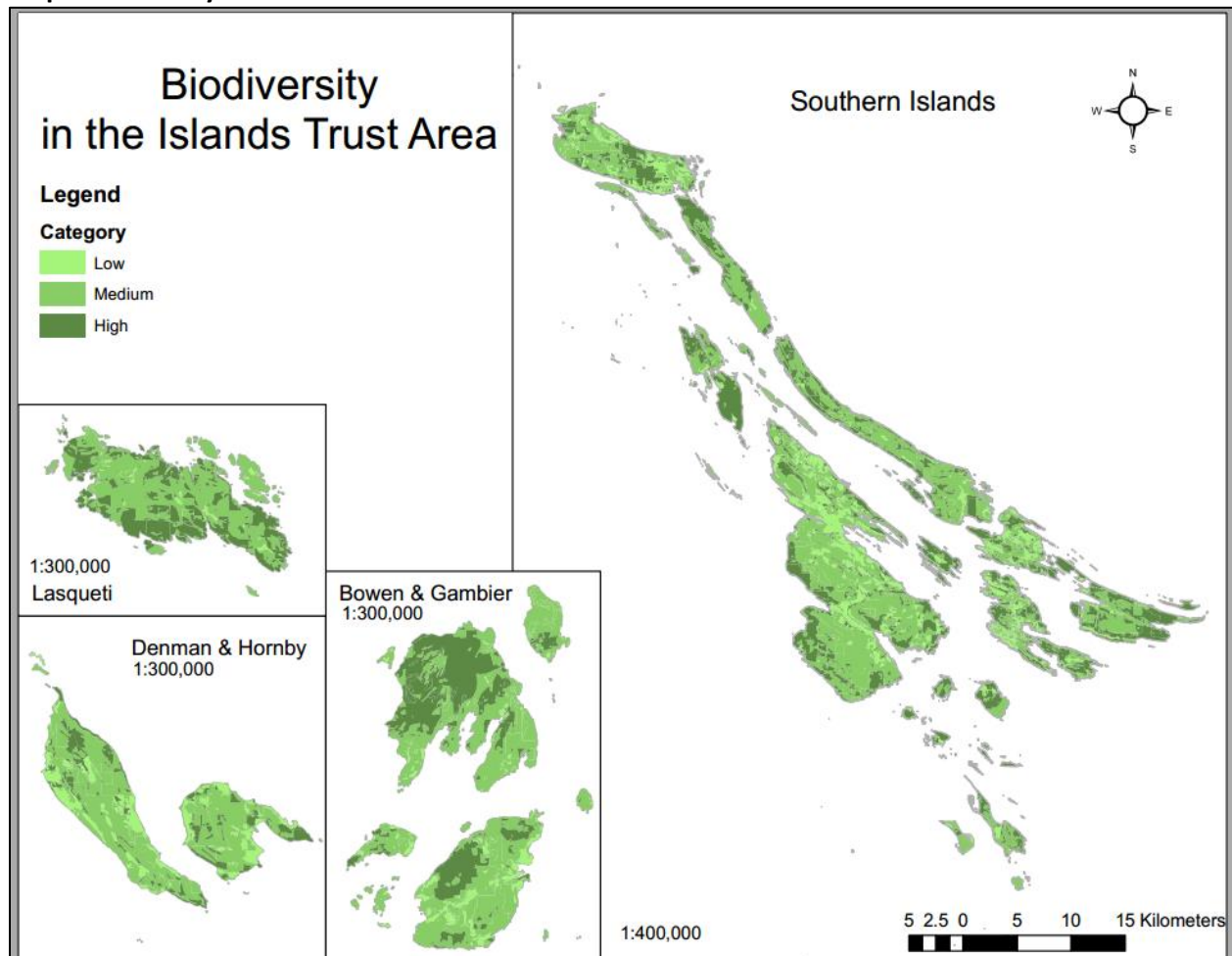
The Islands Trust Area is home to biologically-rich, sensitive ecosystems and hundreds of rare plants and animals. With more than 65% of the Islands Trust Area in private land ownership, the pressures to develop and change the natural landscape are tremendous. There are limited resources available for land protection so it is important to focus on protecting areas of high biodiversity.

Key Findings – Biodiversity Protection

- As of July 2016, only 22% of the high biodiversity areas of the Islands Trust Area have been protected. For this reason, it is important to support continued land protection efforts and for islanders to carefully maintain habitat on their lands so that we can keep our best ecosystems intact, and help sustain the plants and animals that share these beautiful islands.
- Less than 6% of low biodiversity areas have been protected. This means that protected area planners are effectively directing resources towards the most important ecosystems.



Map: Biodiversity in the Islands Trust Area



Source: Islands Trust Area Geographic Information System

Limitations: High biodiversity areas are defined as the top 30% of natural ecosystems in the Islands Trust mapping system. They were determined by running a custom Geographic Information System model. High biodiversity areas are derived from an externally-reviewed Multiple-criteria Decision Analysis (MCDA) of the landscape which was used to rank and prioritize various ecosystem components within a Geographical Information System. Several criteria were used, including presence of Sensitive Ecosystems, potential for Provincial Ecosystems at Risk, threat level, site 'naturalness', and adequate representation of all habitats. The landscape was then divided into levels of biodiversity. The top 30% was considered 'high', the middle 30% was considered 'moderate', and the bottom 40% was considered 'low'.

Freshwater

Freshwater is a unique amenity in the Islands Trust Area; supporting ecosystem health and overall hydrological function of watersheds. With vulnerabilities of seasonal precipitation changes, evapotranspiration forcing, recharge alterations, and saltwater intrusion; freshwater resources are a metric of climate change. To understand past, current, and future use of freshwater; investigation of groundwater recharge potential, water use, and impacts of land-use development is required. Local Trust Committees across the Islands Trust Area have identified freshwater as a top priority in Official Community Plans and as part of land-use decision making through evidence-based projects.

In 2019 a new approach to groundwater recharge potential was implemented in the Southern Gulf Islands using a Geographical Information Science methodology. This approach is anticipated to be effective to implement over large areas and may be able to qualitatively and quantitatively address difficult to measure impacts on hydrology from a changing climate and land-use development.

In 2016 the provincial government made changes to the rules governing the use of surface water and groundwater. The new Water Sustainability Act (WSA) is designed to protect B.C.'s water supply and make sure it is managed now and in the future. One of the significant changes introduced by the WSA is that you are now required to be authorized to use groundwater for anything other than domestic use. Regulating groundwater use allows surface water and groundwater to be managed and protected as one interconnected resource, and clarifies the rights of groundwater users. The Province of British Columbia operates a provincial observation well network and other hydrometric programs in the Islands Trust Area to support these new legislative changes. For more information on water data and tools visit: <https://www2.gov.bc.ca/gov/content/environment/air-land-water/water/water-science-data/water-data-tools>

Next Steps:

The Islands Trust Councils' 2018-2022 Strategic Plan includes the strategy: develop i) a set of climate change, demographic and environmental data and ii) performance criteria in order to identify the effects of climate change in the Trust Area and to measure mitigation and adaption efforts. This work will supplement and update the information provided in this report.

III. Appendix: The Islands Trust Life of the Islands – Area Resident Survey Final Results, August 2016

The Islands Trust

Life on the Islands - Area Resident Survey

Final Results

Prepared for: **The Islands Trust**



August 2016



Background and Objectives

Background and Objectives

- In 1974, BC's Islands Trust Act created the Islands Trust to be a federation of local government bodies. The federation represents 25,000 people living within the Islands Trust Area and another 10,000 non-resident property-owners. The area covers the islands and waters between the British Columbia mainland and southern Vancouver Island. It includes 13 major islands and more than 450 smaller islands.
- The Islands Trust is responsible for preserving and protecting the unique environment and amenities of the Islands Trust Area through planning and regulating land use, co-operation with other agencies, and land conservation.
- **The Islands Trust required the services of an experienced market research firm to conduct a statistically significant survey of the Islands Trust Area.**
- On behalf of the Islands Trust, Forum Research conducted a survey of island residents and property owners to learn more about life on the island.
- When respondents asked for the purpose of the survey, interviewers explained the Islands Trust Council approved funding this year for a "State of the Islands" project. Islands Trust staff have been using the funds to research and report on social, economic and environmental trends. This poll is part of that project, and will inform Trust Council about the pros and cons of island life today and what might improve island life in the future. The results of the poll will be public as part of the meeting package going to Trust Council in mid-September.



Methodology and Limitations

Methodology

- A sample of respondents was generated based on area and postal codes, along with a qualifying screener at the beginning of the survey to ensure the correct respondents were contacted.
- Forum Research used a CATI (telephone) methodology to conduct the survey.
- **Life on the Islands - Area Resident Survey**
 - (N = 426)
 - **Please note that considering the small sample size, significant findings and differences will be limited.**
 - August 9th to 15th, 2016

Survey Limitations and Opportunities

- The survey was based on a random sample of households in and around the Islands Trust Area.
- The targeted population available was 25,670.
 - **Based on this population, the response rate was 2%.**
 - **The findings collected in this survey should be interpreted with caution.**
- The response rate from some islands was very low due to a number of limiting factors,
 - Residents and property owners on the islands can be wary of government and market researchers.
 - Residents of some islands cannot be reached via telephone methodology..

A suggestion for further research would be to consider two different data collection methodologies.

(1) Paper-based survey methodology

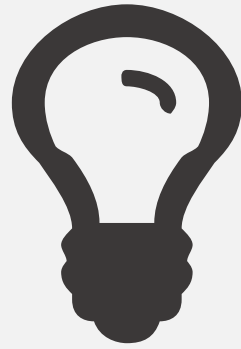
This would create a more personalized experience for the respondent. Telephone methodology may feel intrusive and impersonal. Considering the small population sample, Islands Trust would have the capability to send a survey to every home address available.

(2) In-person surveying via Tablet data collection

Islands Trust should travel to, and canvas popular island spots. This way those respondents without telephone numbers, or temporary residents would be more likely to be approached.

Using a paper-based methodology would result in a higher response rate. The ability to conduct higher level analysis with a larger response rate would provide more conclusive findings.



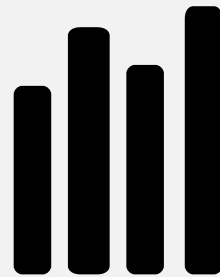


Summary

Summary

- The majority of respondents live or own property on Salt Spring (40%) followed by just under 1-in-5 respondents living or owning property on Bowen (19%) and Gabriola (18%).
- Over one third of respondents live on the island because they like the rural/independent feel to their island and think it's a good place to raise kids (36%), followed by just over 1-in-4 respondents appreciating the natural landscape (28%). 26% of respondents live on the island because they like it for no reason in particular.
- Roughly 1-in-2 respondents enjoy their islands natural beauty (53%) and the community/people who live there (49%).
- 4-in-10 respondents stated that transportation is the biggest challenge facing their island (40%).
- 38% of respondents want the island to stay the same when asked what they hoped would improve 20 to 30 years from now.
- When asked for reasons they would consider moving off their island, 4-in-10 respondents would consider leaving the island in order to gain better access to healthcare (39%).
- 1-in-10 respondents stated they would never consider moving (10%).
- 93% of respondents stated they knew their neighbours well enough to ask for or offer help.
- The majority of respondents prefer to receive information from their local government through local newspapers (63%) and email (55%).
- 2-in-5 respondents prefer to receive information via Canada Post (39%).
- 82% of the respondents were above the age of 55.

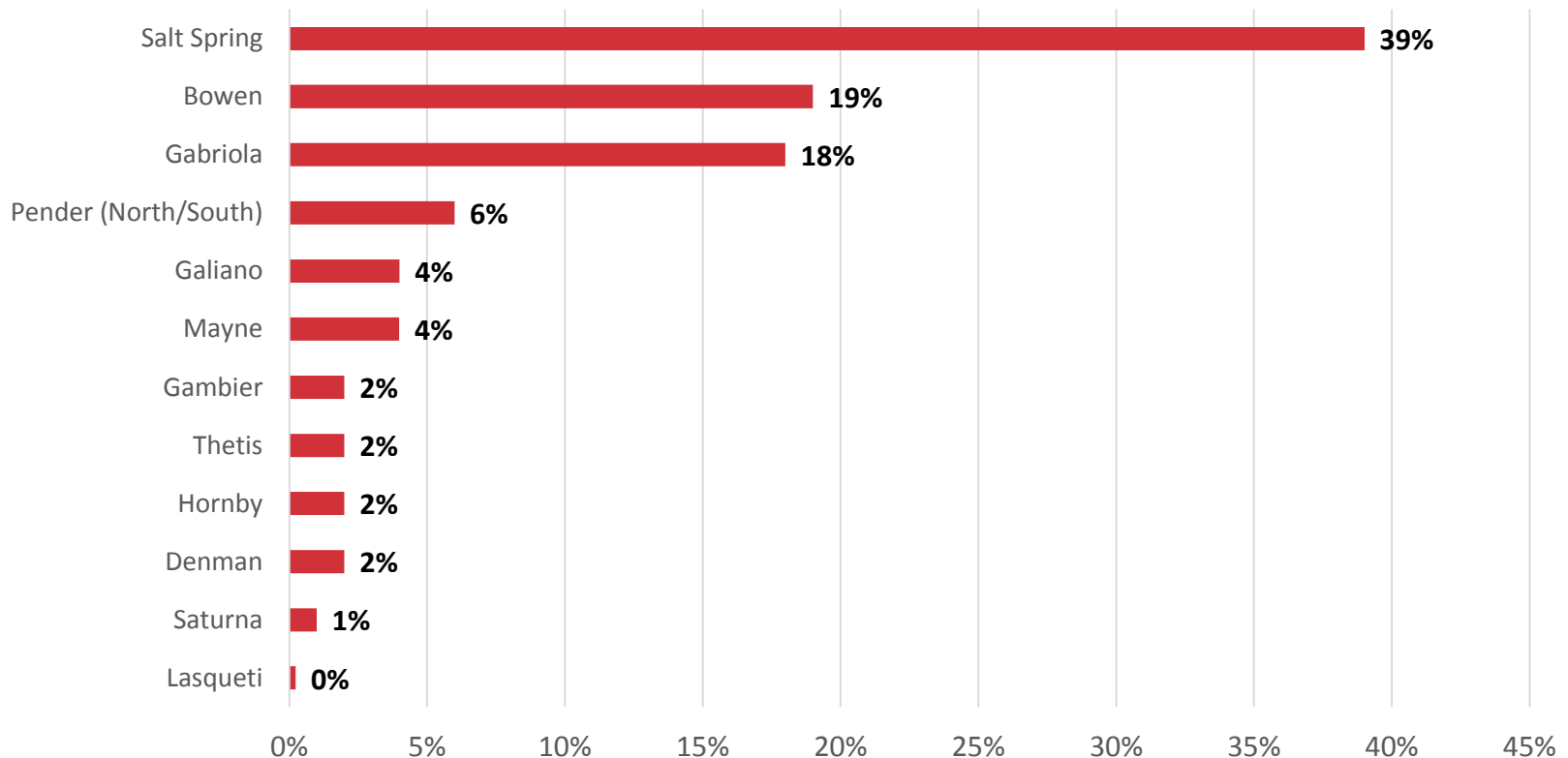




Final Results

Qualifying Screener

- The majority of respondents live on Salt Spring (40%). This is in proportion to the population.
- Just under 1-in-5 respondents live or own property on Bowen (19%) and Gabriola (18%).
- At least one respondent completed the survey from each major island within the Islands Trust area. More specifically, only one respondent completed the survey from Lasqueti Island.

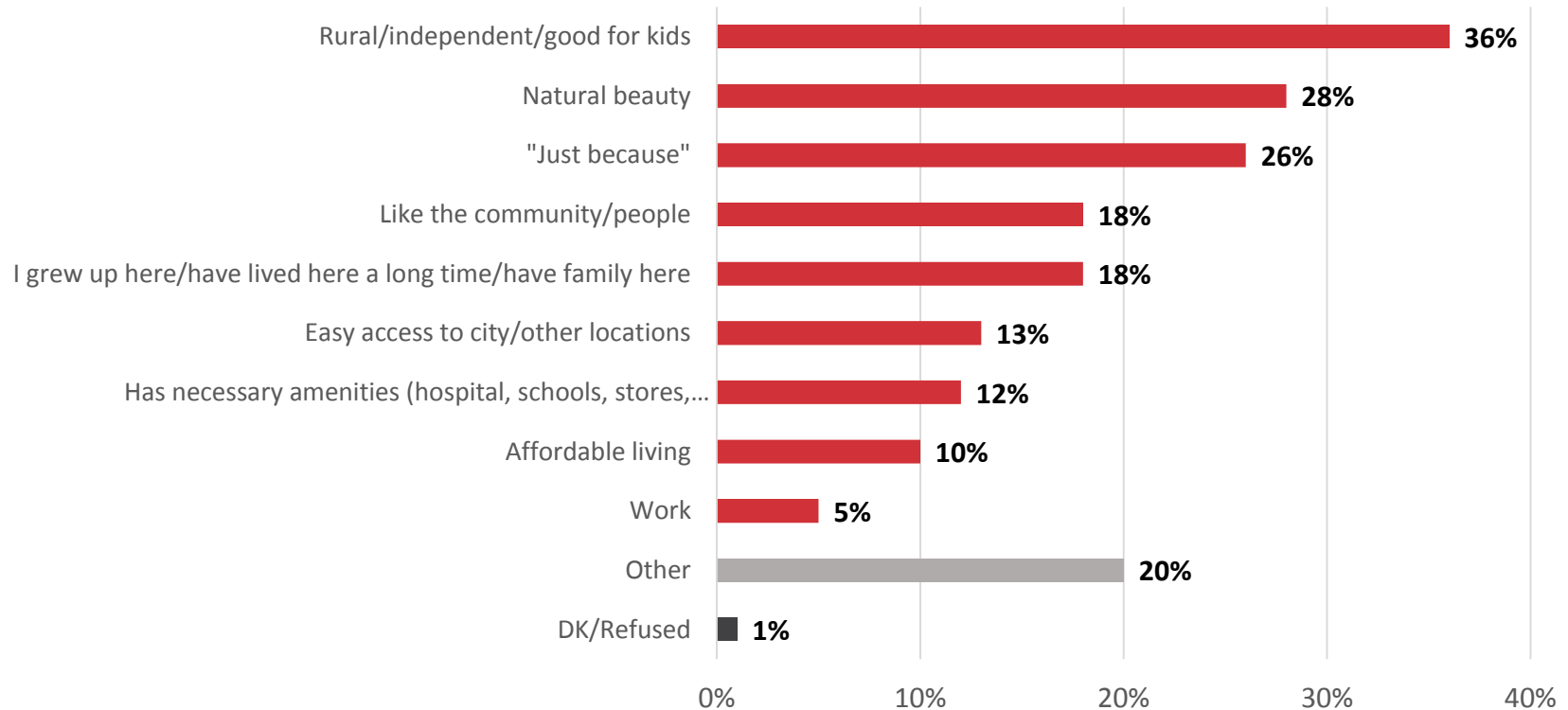


Source:

S1. Which island do you live on, or own property on? If you own multiple properties, please choose the island you spend most of your time on. **S2.** Which island do you live on, or own property on?

Reason for Living on Island

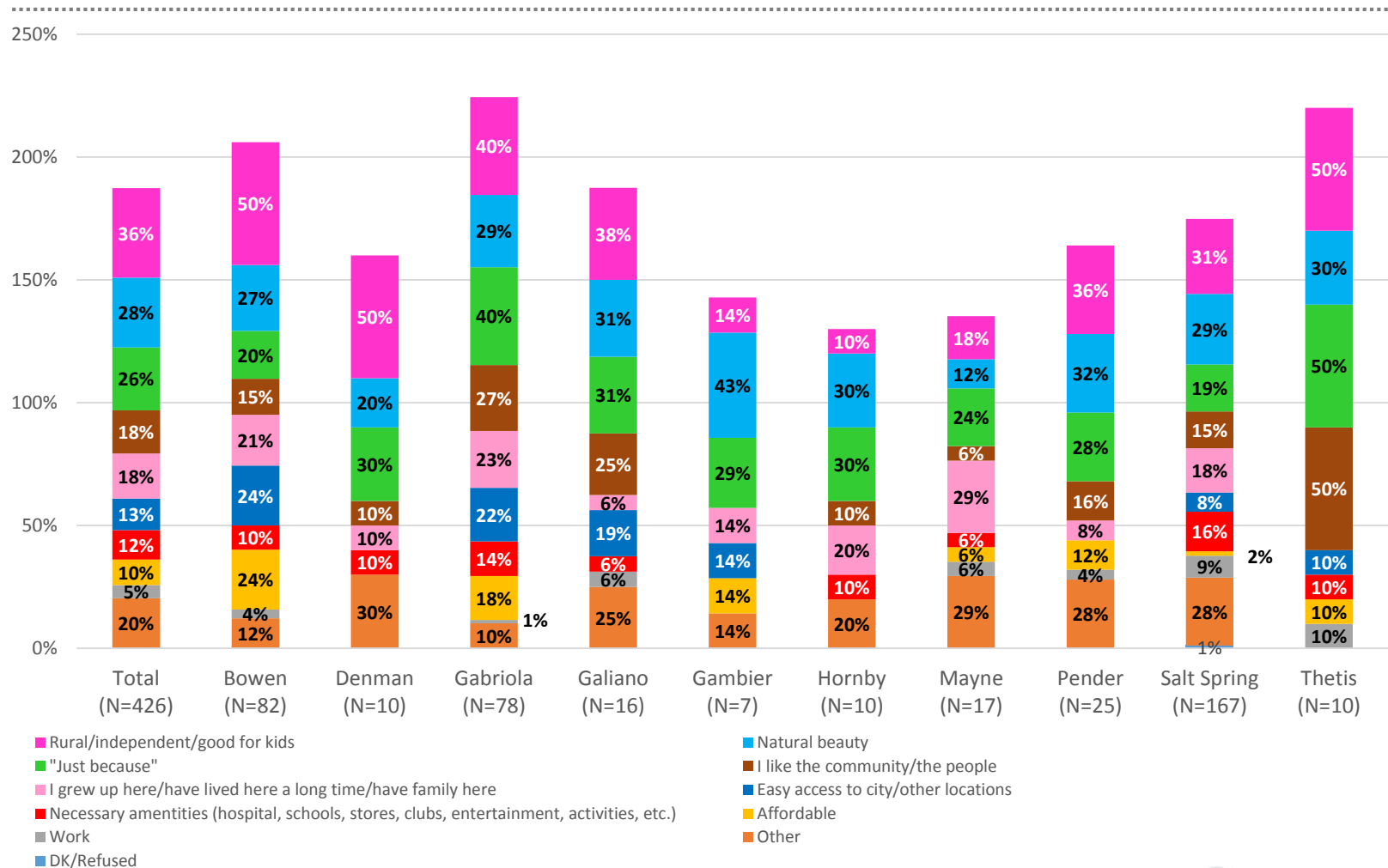
- Over one third of respondents live on the island because they like the rural/independent feel to their island and think it's a good place to raise kids (36%), followed by just over 1-in-4 respondents appreciating the natural landscape (28%). 26% of respondents live on the island because they like it for no reason in particular.
- Respondents over the age of 55 were more likely to mention necessary amenities when compared to the younger population (26%, compared to 12%).



Source:

Q1. Why did you choose to live on your island? (N=426) (multiple mention)

Reason for Living on Island (Island Breakout*)



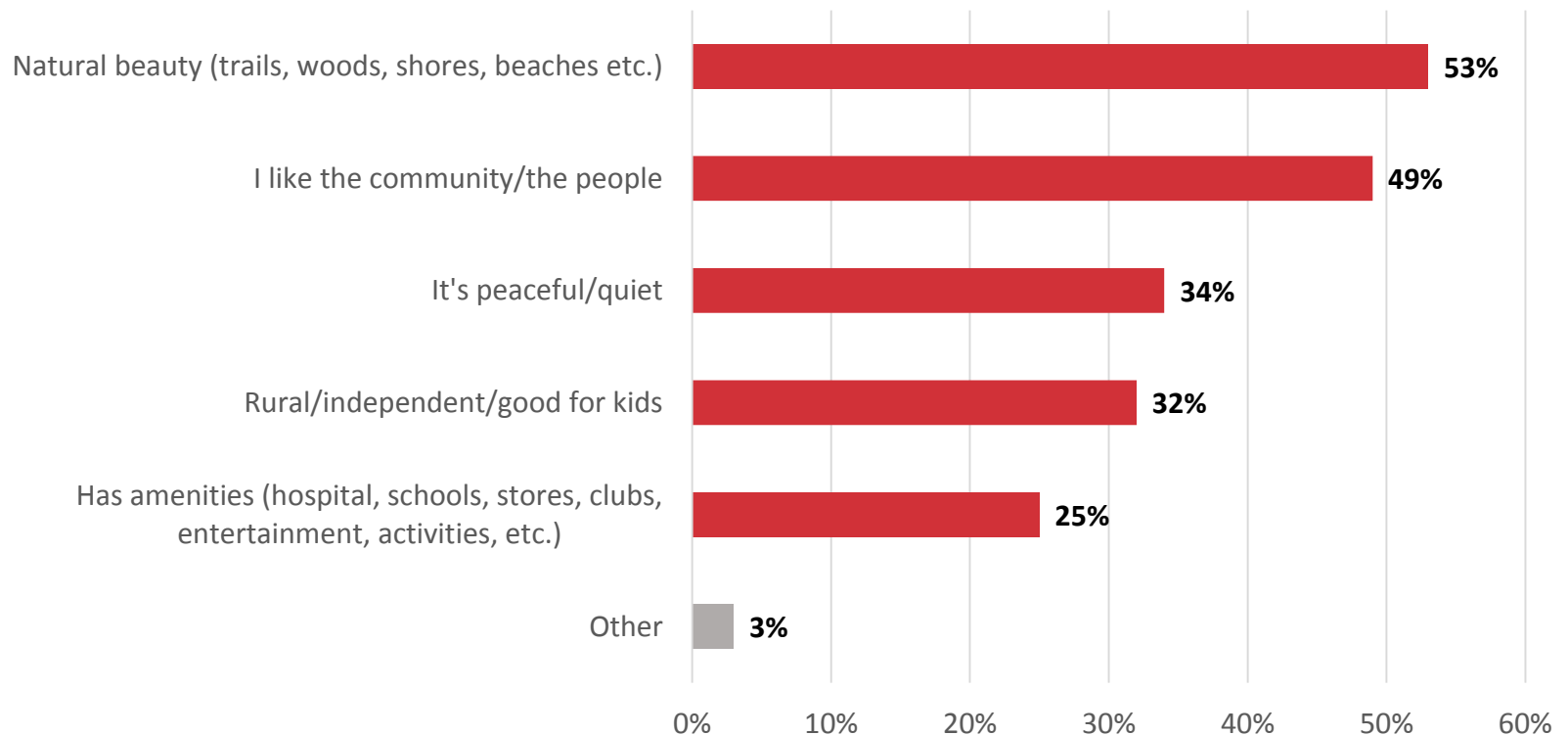
Source:

Q1. Why did you choose to live on your island? (N=426) (multiple mention)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Islands Strengths

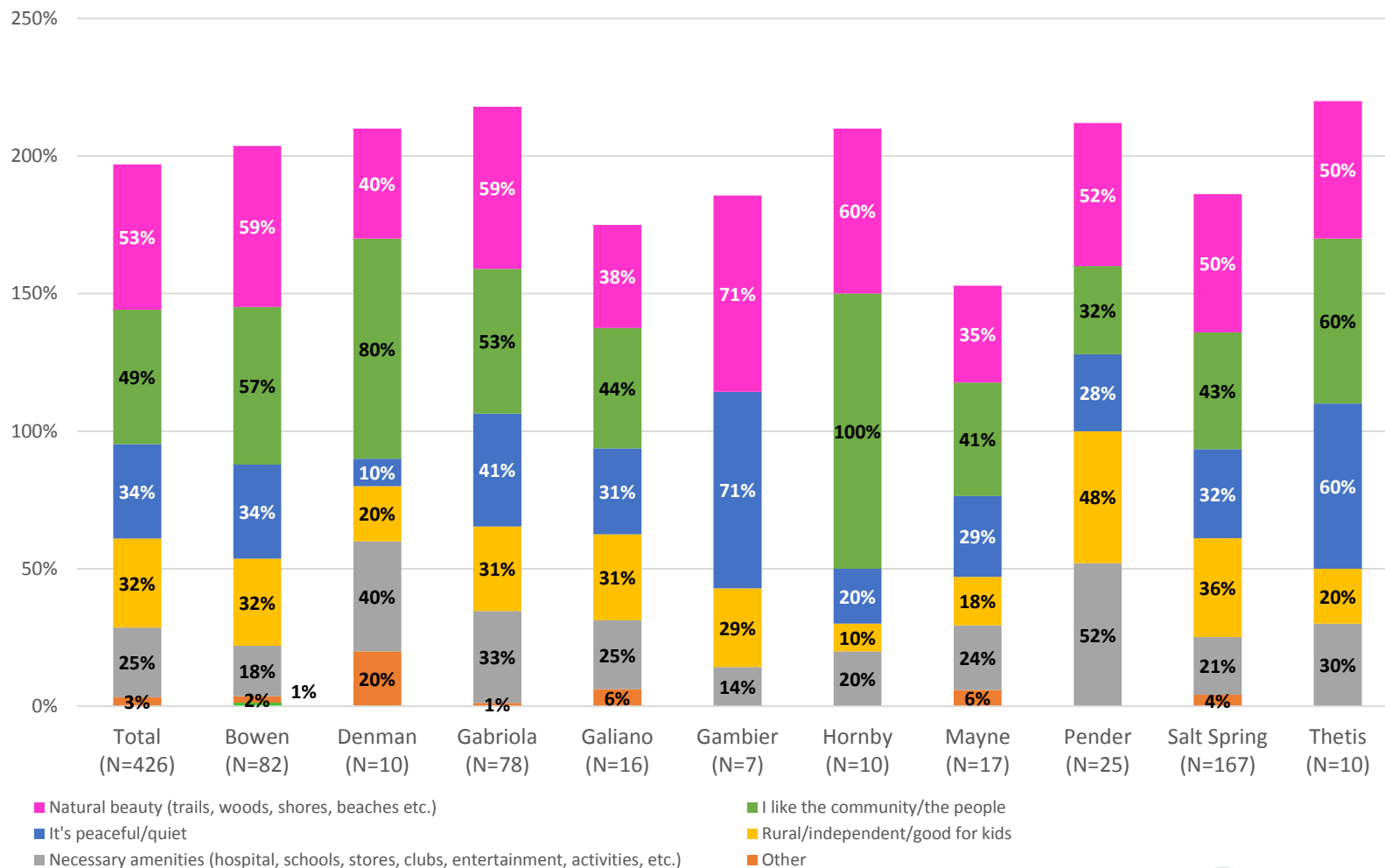
- Roughly 1-in-2 respondents enjoy their islands natural beauty (53%) and the community/people who live there (49%).
- 1-in-3 respondents find it peaceful (34%) and like the rural environment for raising kids (32%).
- 1-in-4 respondents stated the island has all the amenities they need (25%).
- There are no significant differences in opinion based on age and island.



Source:

Q2. What do you enjoy about your island? (N=426) (multiple mention)

Islands Strengths (Island Breakout*)



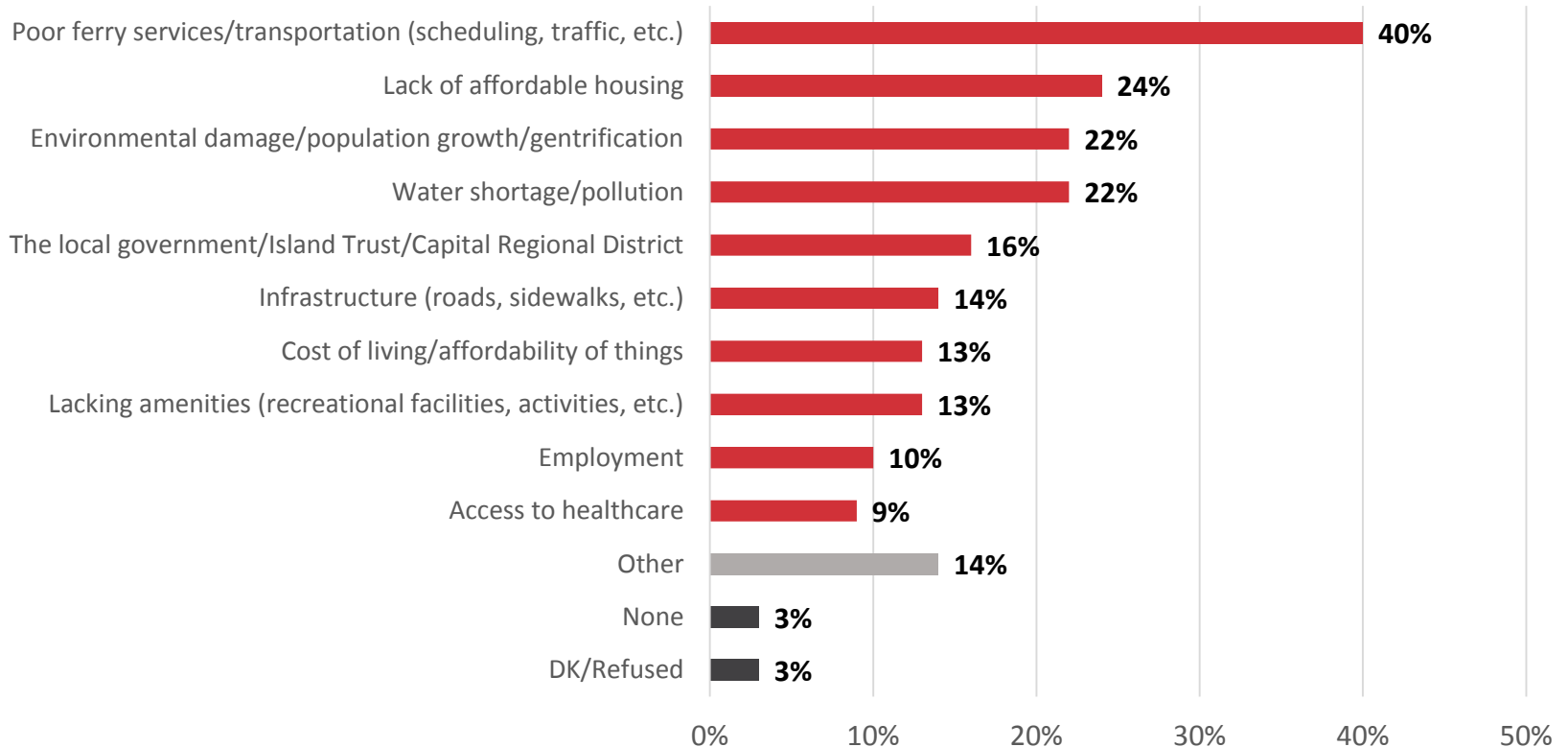
Source:

Q2. What do you enjoy about your island? (N=426) (multiple mention)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Challenges Facing Island

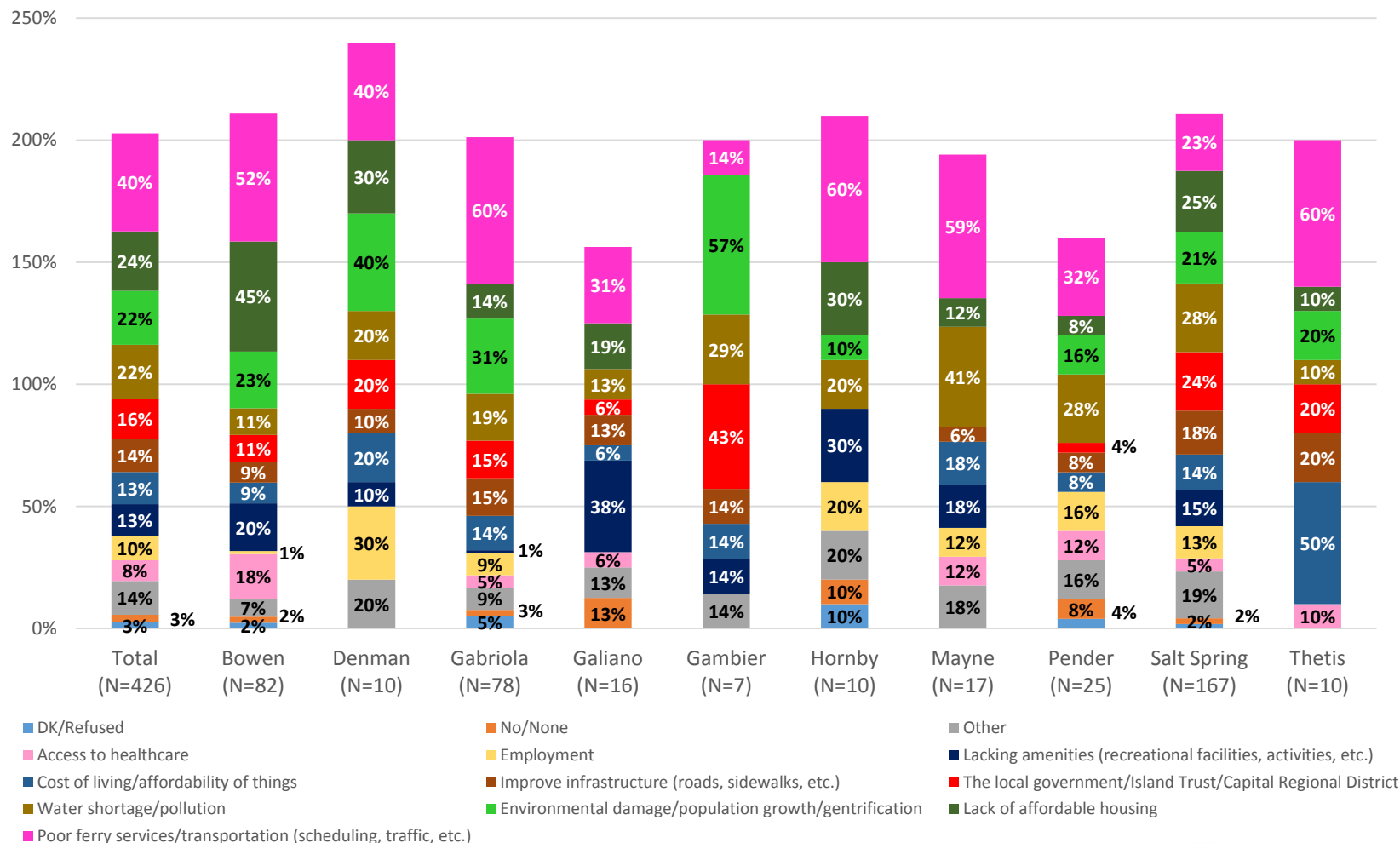
- The majority of respondents stated that transportation is the biggest challenge facing their island (40%).
- 1-in-4 respondents stated there is a lack in affordable housing (24%) while just over 1-in-5 respondents voiced a concern for gentrification/environmental damage and water shortage/pollution (22% for both).



Source:

Q3. What are some challenges facing your island today? (N=426) (multiple mention)

Challenges Facing Island (Island Breakout*)



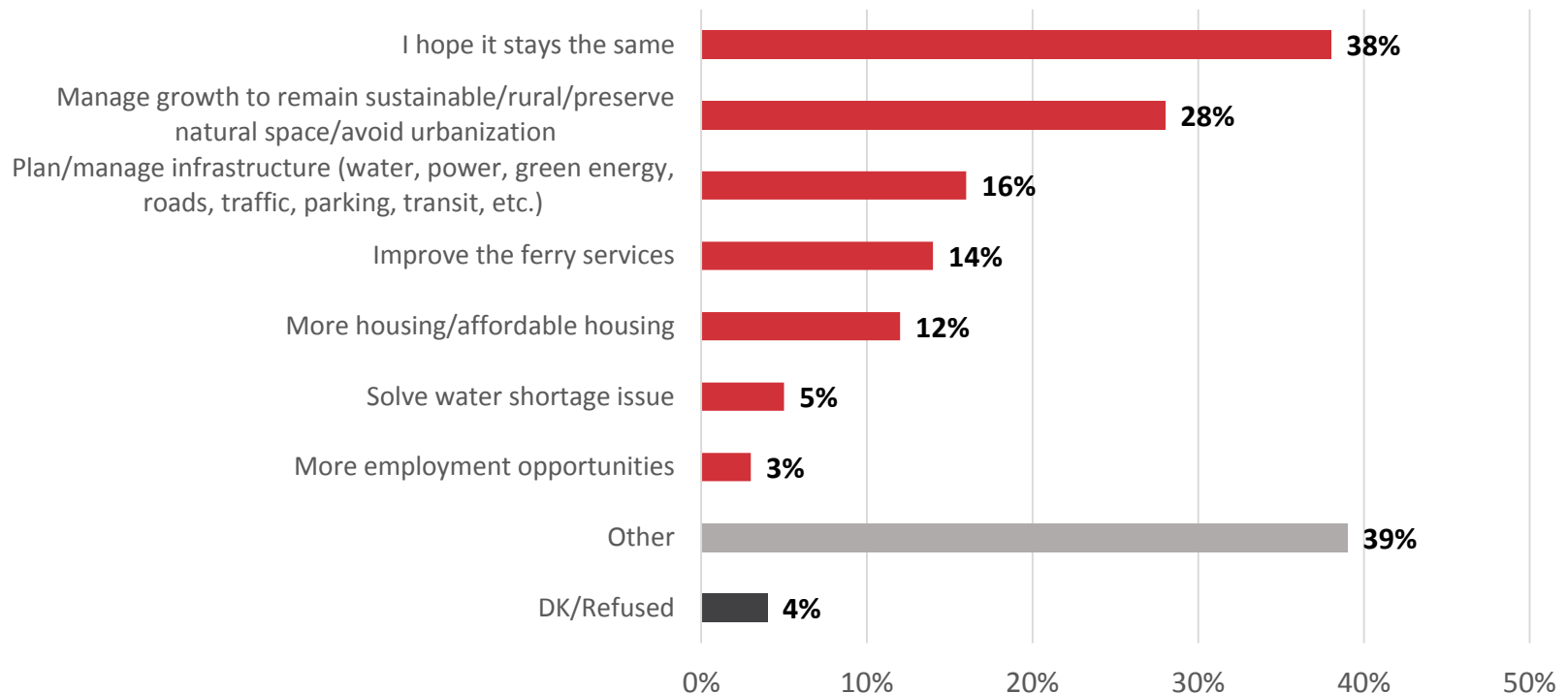
Source:

Q3. What are some challenges facing your island today? (N=426) (multiple mention)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Perspective on Future of Island

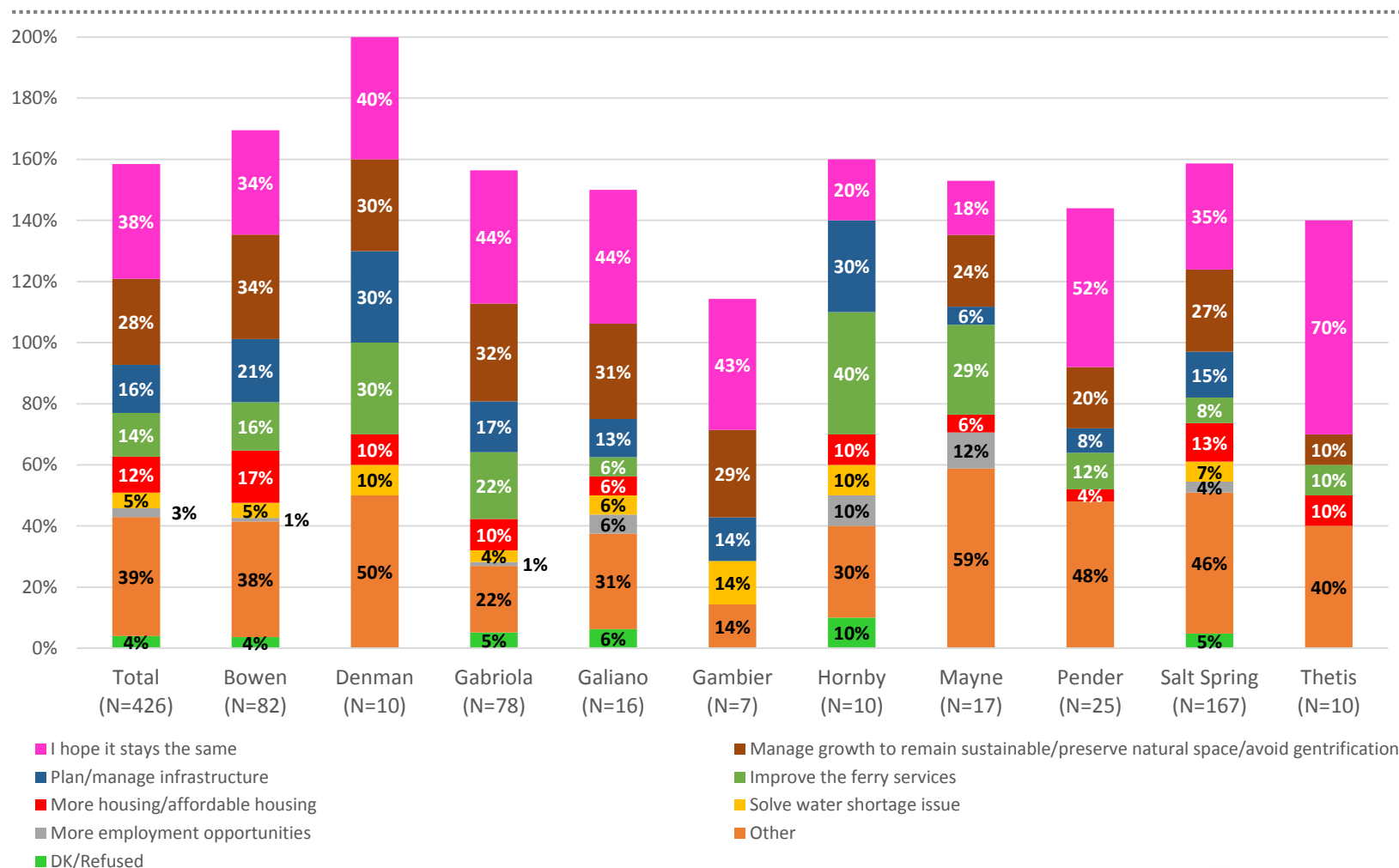
- 38% of respondents want the island to stay the same when asked what they hoped would improve 20 to 30 years from now.
- Just under 3-in-10 respondents want the islands to properly manage growth and remain sustainable while avoiding urbanization (28%).
- Please note that 40% of respondents had other comments that could not be categorized due to their uniqueness.



Source:

Q4. In 20 or 30 years, do you hope island life stays the same or what do you hope will improve? (N=426) (multiple mention)

Perspective on Future of Island (Island Breakout*)

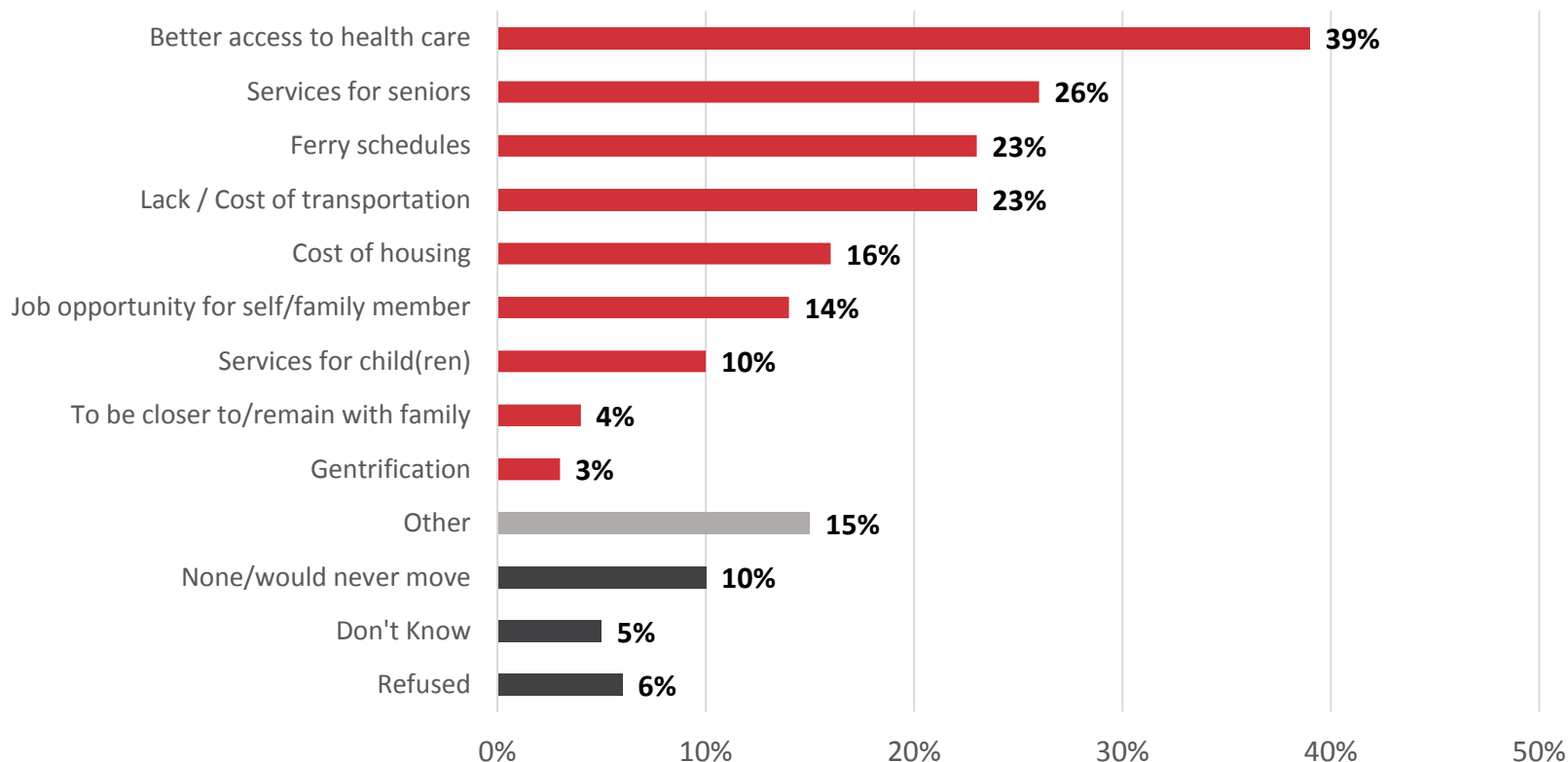


Source:

Q4. In 20 or 30 years, do you hope island life stays the same or what do you hope will improve? (N=426) **(multiple mention)** *Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Reasons to Leave Island

- When asked what are some reasons a resident would consider moving off an island, 4-in-10 respondents would consider leaving the island in order to gain better access to healthcare (39%).
- 1-in-10 respondents stated they would never consider moving (10%).



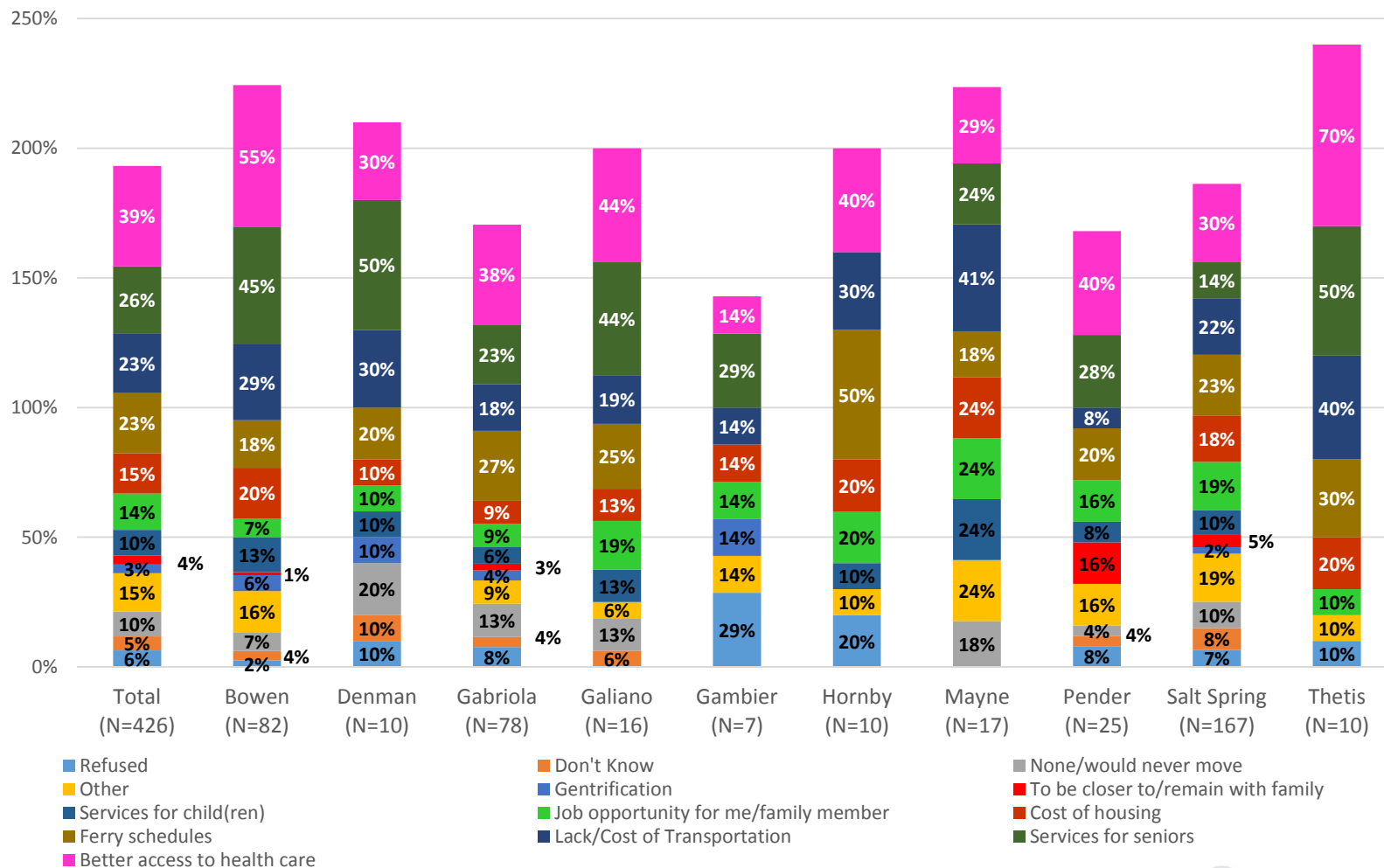
Source:

Q5. What are some reasons you might consider moving off your island? (N=426) (multiple mention)



FORUM
RESEARCH INC.

Reasons to Leave Island (Island Breakout*)



Source:

Q5. What are some reasons you might consider moving off your island? (N=426) (multiple mention)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.



FORUM
RESEARCH INC.

Agreement with Statements Regarding Island Life

- When it came to agreeing with statements regarding island life, respondents were most likely to know their neighbours well enough to ask for or offer help (93%).
- A significant number of respondents (41%) say they sometimes worry about their household running out of fresh water.
- 84% of the respondents volunteered or donated to a local organization in the last year and 82% of respondents have access to high-speed internet.
- 79% of respondents agreed that the Islands Trust area requires a high level of environment protection.

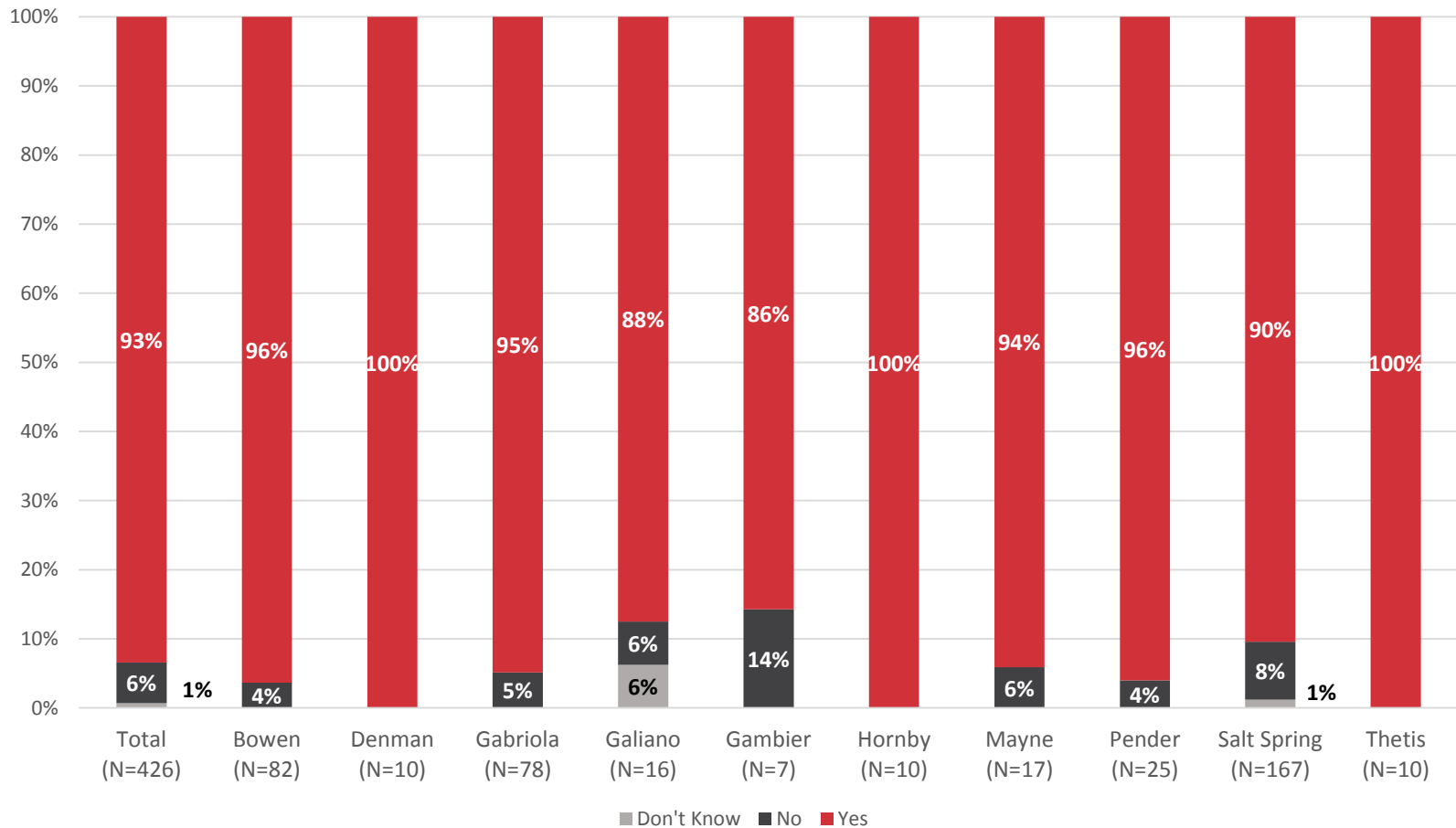


Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

Agreement with Statements Regarding Island Life (Island Breakout*)

"I know my neighbours well enough to ask for or offer help"



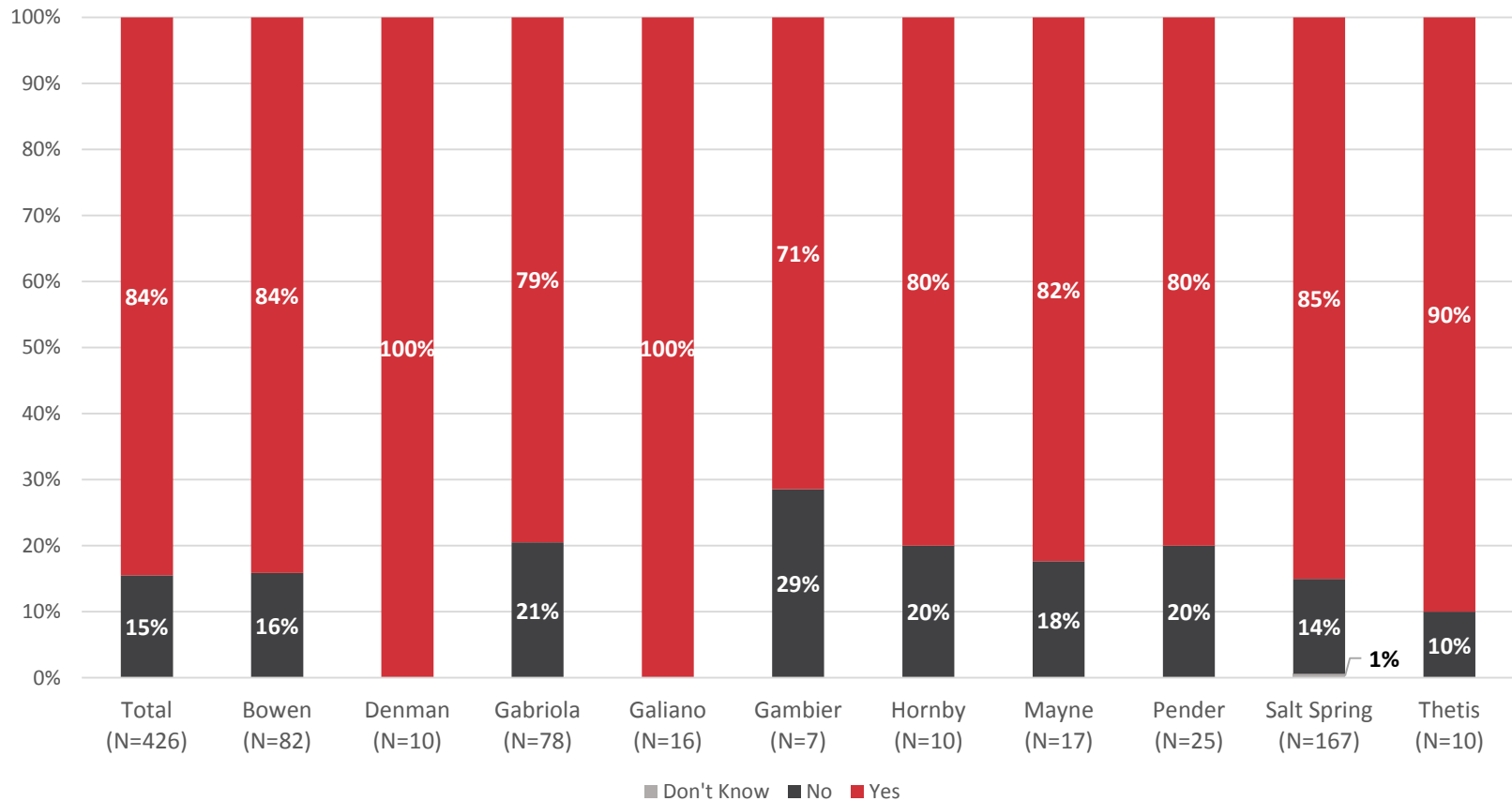
Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Agreement with Statements Regarding Island Life (Island Breakout*)

"In the last year, I volunteered or donated to an organization in my island community"



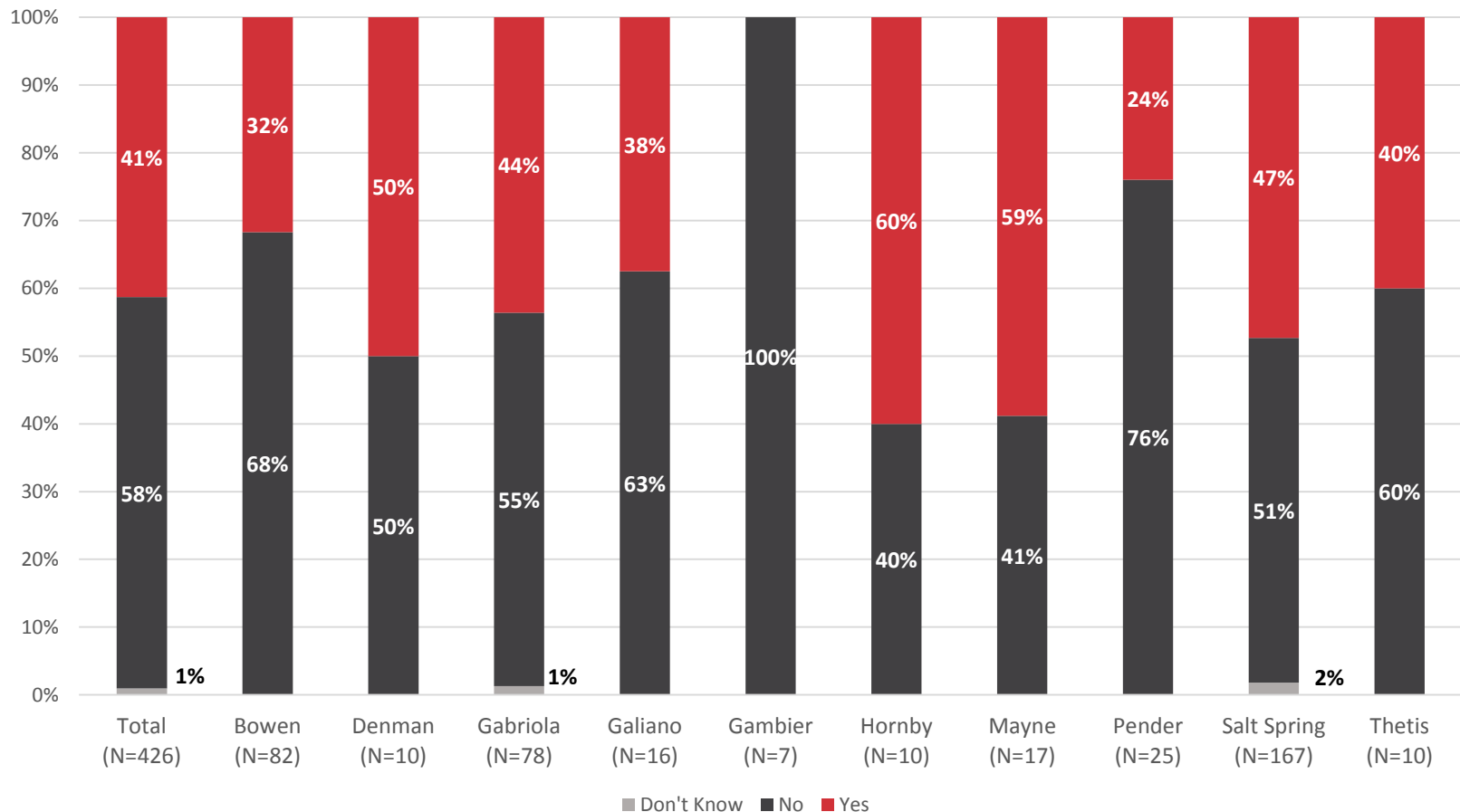
Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Agreement with Statements Regarding Island Life (Island Breakout*)

"I sometimes worry about my household running out of fresh water"



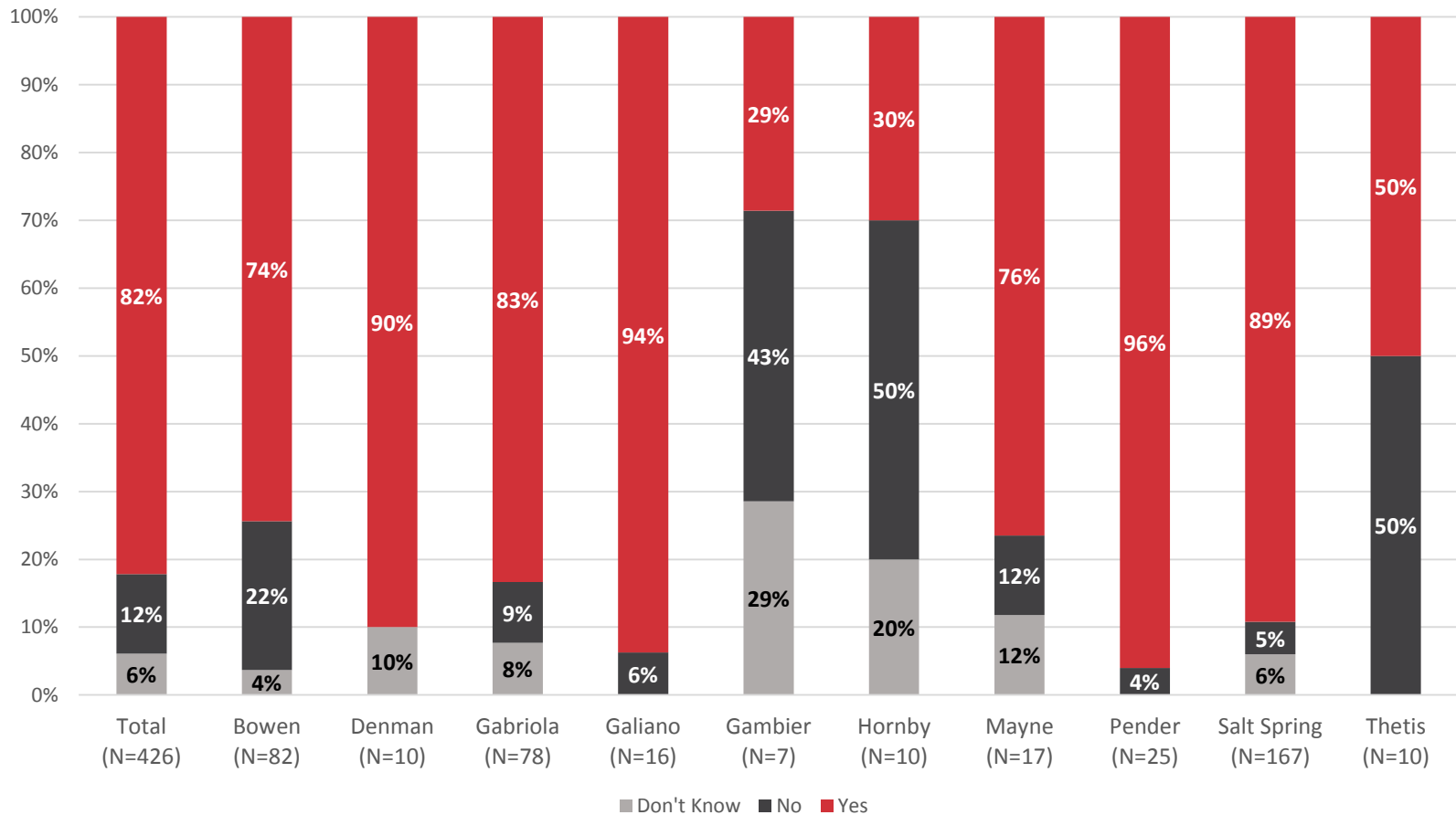
Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Agreement with Statements Regarding Island Life (Island Breakout*)

High-speed internet is available in my neighbourhood



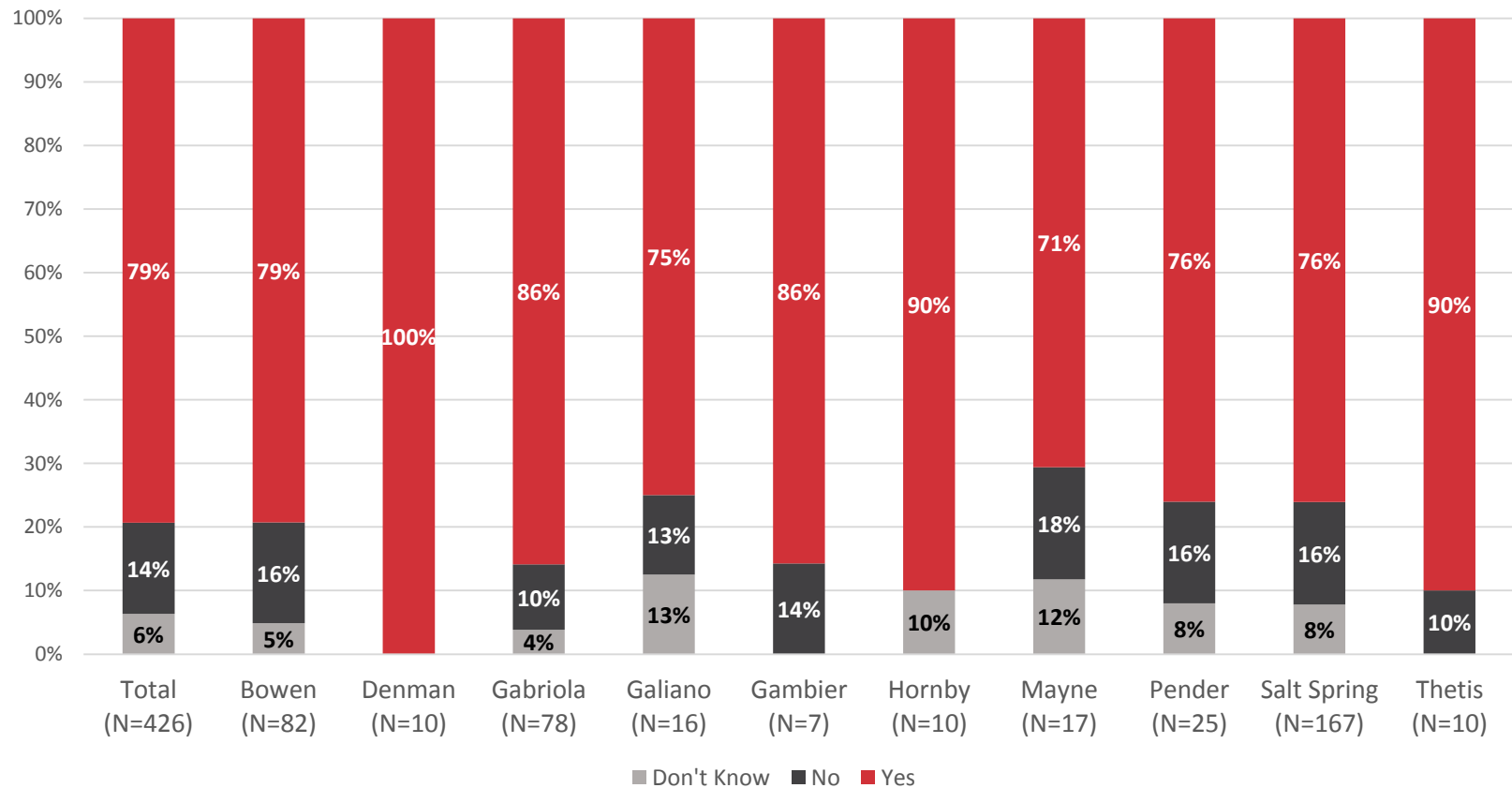
Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Agreement with Statements Regarding Island Life (Island Breakout*)

Agreement that Islands Trust Area requires a high level of environmental protection



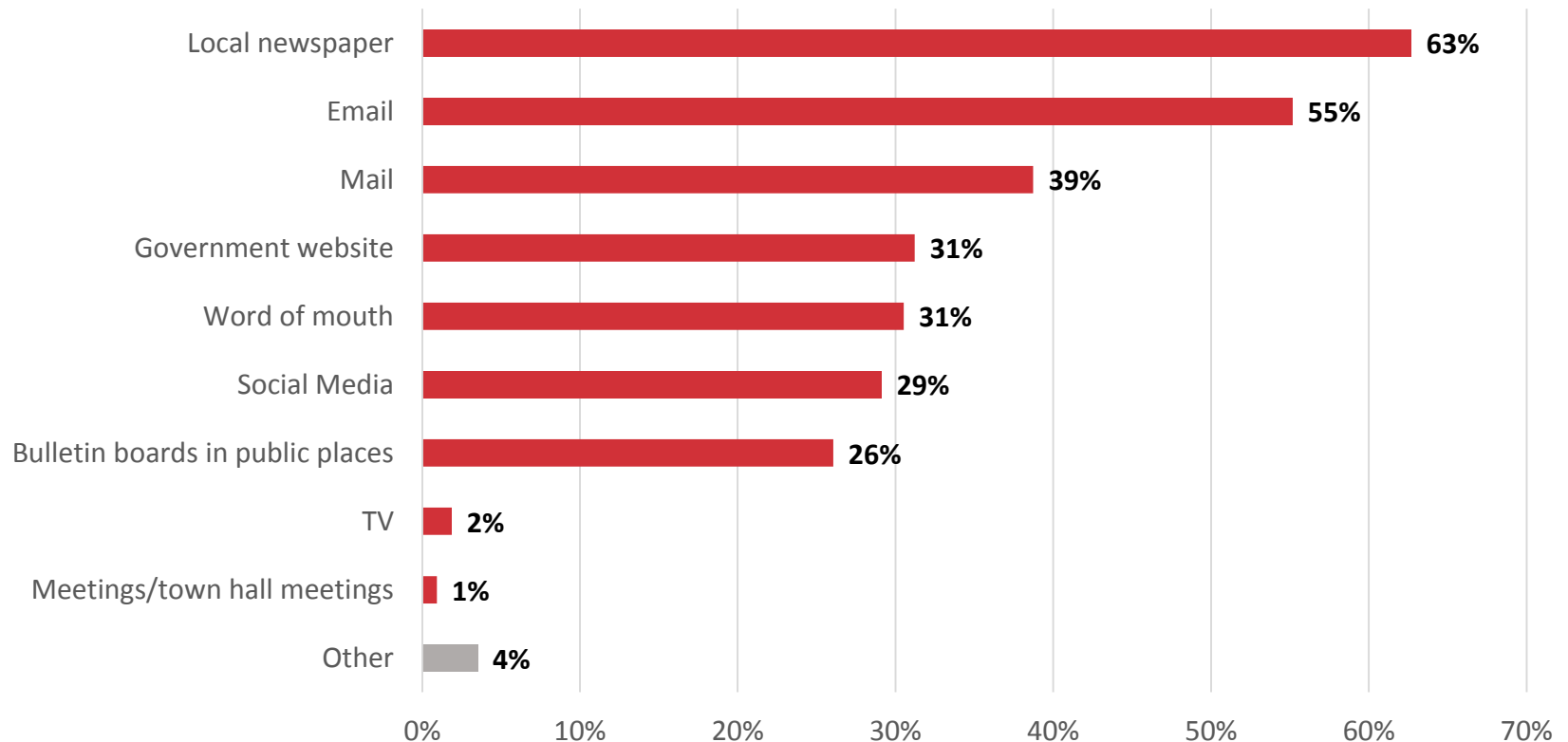
Source:

Q6. I am going to read a series of statements about living on the island. Please answer whether or not each statement applies to you. (N=426)

*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.

Information Preference

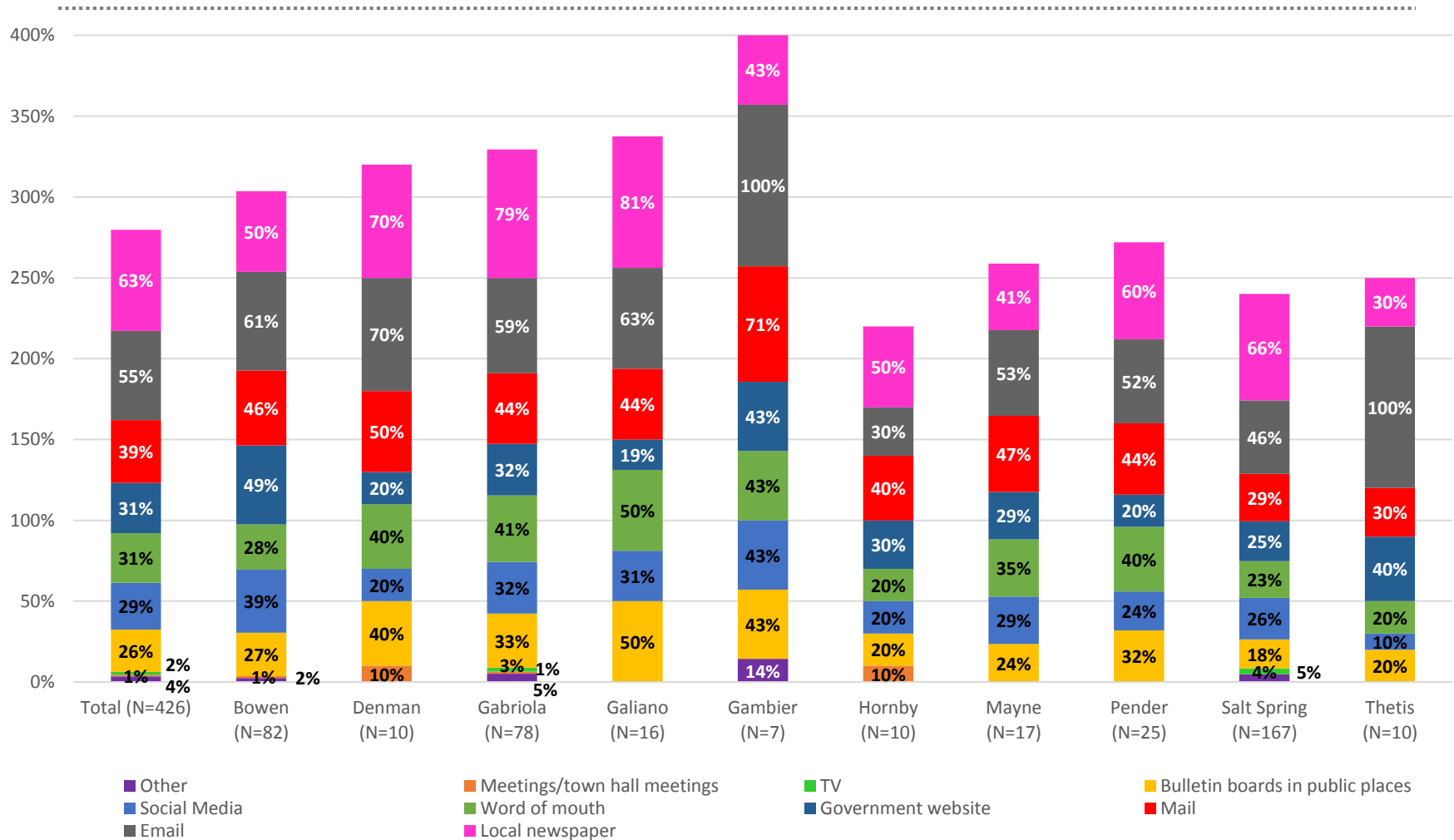
- The majority of respondents prefer to receive information from their local government through local newspapers (63%) and email (55%).
- 2-in-5 respondents prefer to receive information via Canada Post (39%).



Source:

Q7. How do you prefer to receive information from your local government? [Select all that apply] (N=426)

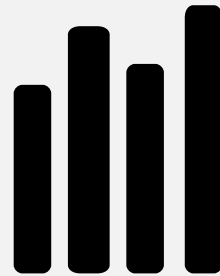
Information Preference (Island Breakout*)



Source:

Q7. How do you prefer to receive information from your local government? [Select all that apply] (N=426)

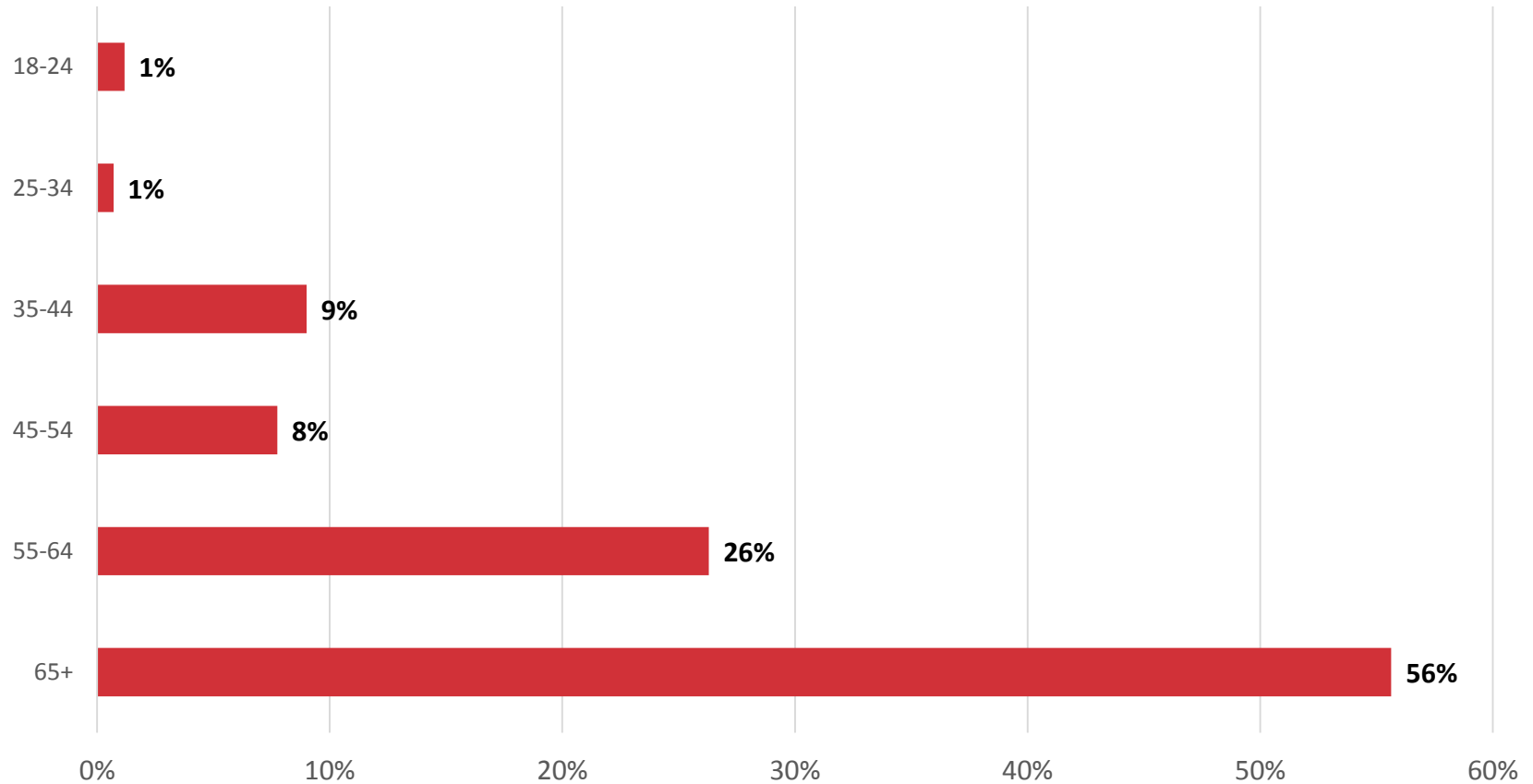
*Lasqueti Island and Saturna Island are not reported on due to a small sample size. One completion came from South Pender specifically. This has been grouped with the twenty four North Pender responses as 'Pender'.



Demographics

Age

- 82% of the respondents were above the age of 55.



Source:

Q8. Which age category do you fall into? (N=426)



REQUEST FOR DECISION

To: Islands Trust Council **For the Meeting of:** December 3, 2005

From: Trust Programs Committee **Date Prepared:** September 4, 2019

SUBJECT: Amendments to Islands Trust Community Stewardship Awards Program

RECOMMENDATION: That the Islands Trust Council amend Policy 2.1.11 Administration of the Community Stewardship Awards Program dated March 7, 2003 with the revised Policy 2.1.11 Administration of the Community Stewardship Awards Program dated December 5, 2019.

CHIEF ADMINISTRATIVE OFFICER COMMENTS: The proposed policy changes respond to issues that arose during the recent delivery of the program and are consistent with Trust Council's commitment to Reconciliation.

1. **PURPOSE:** To provide Trust Council with recommended amendments to Policy 2.1.11 -- Administration of the Community Stewardship Awards Program.
2. **BACKGROUND:** In 2002, Trust Council initiated an annual awards program designed to recognize individuals and organizations that are pursuing actions in the islands that have made a significant contribution towards the Object of the Islands Trust. Policy 2.1.11 was established in December 2003. Since the program began, seven updates of the policy and/or nomination form have occurred with the last update occurring on December 7, 2016.

In October and November 2019, the Trust Programs Committee reviewed and recommended the attached amendments to the policy and nomination form. These amendments are based on feedback received during the 2019 Community Stewardship Award Program's process. The following issues were identified, resulting in the proposed amendments to the policy and nomination form (see Attachments A and B):

- I. **Issue** – the current eligibility criteria does not exclude nominees if they are subject to a current bylaw enforcement action. The intention of the program is to recognize leaders that support the mandate of the Islands Trust; however, this intention is undermined if a nominee is subject to an open bylaw enforcement action.

Proposed Amendment – add a clause under the 'Nomination Eligibility' section of the policy to exclude nominees from eligibility if they are subject to an open bylaw enforcement action and define what an open bylaw enforcement action means.

- II. **Issue** – the current policy makes no reference to excluding self-nominations by individuals, businesses, or groups for a Community Stewardship Award. The intention of the program is for the community to recognize individuals, businesses, or groups. Self-nominations may not

be reflecting the feelings of the community if the nominee has not been nominated by someone from the community.

Proposed Amendment – add a clause under the ‘Nomination Eligibility’ section of the policy to exclude self-nominations from eligibility for a Community Stewardship Award.

- III. **Issue** – On March 14, 2019, Islands Trust unanimously adopted a First Nation’s Reconciliation Declaration; however, prior to 2019, the nomination process did not include consideration of a nominated project or work’s impact on First Nations. The intention of the proposed amendments to the policy and nomination form are to better align the Community Stewardship Award with the ongoing commitment of Islands Trust to establish and maintain mutually respectful relationships between Indigenous and non-indigenous peoples.

Proposed Amendments – In the Policy, include:

- under the ‘Nomination Eligibility’ section, add that the program is open to First Nation communities or organizations”;
- under the ‘Nomination Process’ section, add “reconciliation” as a category for which an individual or organization can be nominated;

In the Nomination Form, include:

- in the opening paragraph, add that the program recognizes “First Nation communities or organizations”;
- in the opening paragraph, change the language to clarify that the award is to recognize those that enhance the community or environment in a manner consistent with the mandate; and
- add three questions, focused on the nominee’s work or project’s support of Reconciliation, incorporating traditional First Nations knowledge, and connection to First Nations communities or Indigenous peoples.

3. IMPLICATIONS OF RECOMMENDATION:

ORGANIZATIONAL: Adopting the proposed amendments to the Community Stewardship Awards Program’s policy and nomination form will address the identified issues and bring the program into greater alignment with the newly adopted Climate Change Emergency and First Nations Reconciliation Declaration’s.

FINANCIAL: No financial implications.

POLICY: The recommendation will amend Islands Trust Community Stewardship Awards Program - Policy 2.1.11.

IMPLEMENTATION/COMMUNICATIONS: The revised policy will be circulated to holders of the Islands Trust Policy Manual and placed on the Islands Trust website. It will also be reviewed with all staff who are responsible for administering the Community Stewardship Award program. Staff will update the Community Stewardship Award Program Administration Procedure for the Operations Manual. Communication of the changes be publicized when the next iteration of the Community Stewardship Awards Program is launched.

FIRST NATIONS: Strengthens intention of Reconciliation Declaration since multiple questions on the Nomination Form would be updated to ensure alignment with the Reconciliation Declaration.

OTHER: None.

4. RELEVANT POLICY(S): Policy 2.1.11

5. ATTACHMENT(S):

- A.** Islands Trust Community Stewardship Awards Program – Policy 2.1.11
- B.** Islands Trust Community Stewardship Awards Program – Nomination Form

RESPONSE OPTIONS

Recommendation: That the Islands Trust Council amend Policy 2.1.11 Administration of the Community Stewardship Awards Program dated March 7, 2003 with the revised Policy 2.1.11 Administration of the Community Stewardship Awards Program dated December 5, 2019.

Alternative:

- 1) That different revisions to Policy 2.1.11 Administration of Community Stewardship Awards Program be adopted.
- 2) That Policy 2.1.11 Administration of Community Stewardship Awards Program not be amended at this time.

Prepared By: Lesley Valour, A/Sr. Policy Advisor

Reviewed By/Date: Clare Frater, Director, Trust Area Services, November1, 2019



Policy:	2.1.11
Approved By:	Trust Council
Approval Date:	March 7, 2003
Amendment Dates(s):	December 5, 2003; September 16, 2005; December 8, 2006; March 11, 2009; September 16, 2009; September 10, 2014; December 7, 2016; <u>December 5, 2019</u>
Policy Holder:	Director of Trust Area Services

ADMINISTRATION OF THE COMMUNITY STEWARDSHIP AWARDS PROGRAM

Purpose

1. To define policies that will ensure a fair and effective Community Stewardship Awards program in accordance with related policies of the Islands Trust Council.
2. To provide an opportunity for the Islands Trust to proactively and positively engage island communities in promoting stewardship within the Trust Area.

Definitions

Not applicable.

Policy Intention

1. The Islands Trust Council ~~will~~has ~~established~~ed an Islands Trust Community Stewardship Awards Program to recognize and encourage the actions of individuals and organizations that support the mandate of the Islands Trust.
2. The Islands Trust Council ~~will~~offers the Community Stewardship Awards program every two years, on odd-numbered years.
3. The Trust Programs Committee of Trust Council ~~will be~~is responsible for initiating the Islands Trust Community Stewardship Awards Program in the first quarter of an odd-numbered year.

Nomination Eligibility

1. The program ~~will be~~is open to any individual, First Nation community or organization, school (or classroom), community group, non-profit or business entity that has demonstrated efforts to enhance a community or its environment in the Trust Area in a manner consistent with the mandate of the Islands Trust. A nominee does not need to live on an Islands Trust island to qualify for nomination.

1.2. A nominee who is subject to an open bylaw enforcement action is not eligible to be nominated as an individual nominee. An open bylaw enforcement action means that their property is under investigation for non-compliance with an existing bylaw(s) for their local trust area. This may also include non-payment of a fine(s) and/or that they may be subject to a court order requiring compliance.

3. A nominee cannot self-nominate themselves, a business, or a committee/organization to which they belong. This policy is not intended to discourage nominations for broad community-type nominations from individuals who are part of that community, e.g. an Island resident, or a First Nation community or band.

2.4. Current staff members, contractors, and trustees are not eligible as an individual nominee and only become eligible twenty-four months after receiving final payment from the Islands Trust.

3.5. Organizations are not eligible as nominees if current staff members, contractors or trustees played a leadership role in the organization during the implementation of the nominated project or work.

4.6. Organizations that provide goods or services to the Islands Trust are eligible so long as the nominated project did not receive payment from the Islands Trust.

5.7. Projects that have received support from the Trust Conservancy Board are eligible if the value of the Islands Trust Conservancy cash and in-kind support is less than 50% of the project's budget.

6.8. Nominations can relate to either a single project, or to work carried out over a period of time.

7.9. At the time of nomination, the project or work must be ongoing or must have been completed within the previous twenty-four months.

8.10. Nominations must be received by the deadline established by the Islands Trust. Nominations submitted after the deadline will not be accepted unless the delay is due to a technical or logistical error on the part of the Islands Trust.

Nomination Process

1. Nominations will be invited under the categories of individuals, organizations, or additional. The 'additional' category may include, but is not limited to awards for enduring achievement, reconciliation, climate change (adaptation and/or mitigation), youth, or posthumous recognition.
2. Members of the public and other agencies may nominate individuals or organizations.
3. Each nominator may make one nomination per category every two years.
4. All nominators will be required to fill out the Islands Trust Community Stewardship Awards Nomination Form.
5. Each individual or organization nominated for an award must indicate acceptance of the nomination by signing the nomination form, or by sending an email accepting the nomination and confirm the information provided in their nomination form is accurate.
6. After the close of nominations, each nominee will receive a letter from the Islands Trust Chair recognizing their nomination.

Nomination Evaluation

1. In May of odd-numbered years, the Trust Programs Committee will evaluate and recommend award recipients to Trust Council for up to two awards in each of the individual and organizational categories, and for up to two additional awards in those or other categories while considering:
 - 1.1 the confidential comments provided by local trustees; and
 - 1.2 the following criteria:
 - relationship of project or work to the Islands Trust Policy Statement;
 - benefits to the community or Trust Area;
 - collaboration with others;
 - innovation;
 - community support;
 - time and effort; and
 - ongoing public service.
2. In June of odd-numbered years, the Islands Trust Council will decide upon the Community Stewardship Award recipients while considering the items above, as well as the Trust Programs Committee's recommendations.
3. Nominations will be evaluated based on the information in the nomination form. Letters of support or other supporting materials will not be part of the evaluation.

Award Presentation

1. Local trust committees and/or island municipalities will present the awards to the recipients. If an Islands Trust Council meeting is scheduled on an island in September, the local trust committee may choose instead to present the award(s) at that meeting.
2. The Awards will consist of framed certificates and/or small mementoes that represent the unique nature of the Islands Trust Area and, where practical, are constituted from products distinct to the Islands Trust Area.

Program Costs and Fees

1. The cost for each award will not exceed \$100.
2. Local trust committees may use up to \$100 from their local trust committee budgets to cover the costs of a public presentation ceremony.

Legislated References

1. Islands Trust Policy Statement, Part II - The Islands Trust Object and its meaning

to achieve its object, the Islands Trust must be an educator, coordinator, and initiator, guiding individuals, organizations and other agencies in support of the object. While the Islands Trust can provide the necessary leadership, responsibility for stewardship of the Trust Area rests with many. Individuals, other government agencies, organizations, and the Province itself all have important roles to play. Cooperative actions are required of other agencies, organizations and individuals to ensure that activities are carried out in a manner that is sensitive to the needs of Trust Area ecosystems and island communities.

2. Islands Trust Council Policy 6.5.3 Purchasing Procedure.
3. Islands Trust Policy 6.1.1 First Nations Engagement.

Links to Supporting Forms, Documents, Websites, Related Policies and Procedures

Attachment: Nomination Form



Islands Trust

Islands Trust Community Stewardship Awards

Nomination Form

Deadline for submission: **[INCLUDE DATE AND TIME]**.

Trust Council uses the Community Stewardship Awards Program to recognize any individual, First Nation community or organization, school (or classroom), community group, non-profit or business entity that has demonstrated efforts to enhance a community or its environment in the Trust Area in a manner consistent with the mandate of the Islands Trust. A nominee does not need to live on an Islands Trust island to qualify for nomination.

Instructions: Please ensure that you have read the [Frequently Asked Questions](#) document before nominating a potential candidate, and ensure that your nominee has agreed to be nominated.

Nominator Information

Name of Nominator or Nominating Organization:	
Contact person for Nominating Organization (if applicable):	
Address:	
Phone Number:	
Email:	

Nominee Information

Name of project or accomplishment:	
Name of Nominee or Nominated Organization:	
Contact person for Nominated Organization (if applicable):	
Address:	
Phone Number:	
Email:	

Acceptance of Nomination

The nominee or representative of a nominated organization should sign below to accept the nomination and to confirm the information provided is accurate. Alternatively, if this form is submitted via email, the nominee may send an email to: csa@islandstrust.bc.ca to accept the nomination and to confirm the information provided is accurate.

Signature:	Date:
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REQUEST FOR DECISION

To: Trust Programs Committee **For the Meeting of:** November 6, 2019
From: Clare Frater, Director, Trust Area Services **Date Prepared:** November 1, 2019
SUBJECT: Trust Programs Committee Budget and Work Program for FY2020/21

RECOMMENDATION:

1. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$30,000 for the Policy Statement Amendment Project.
2. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$5,000 to develop climate change, demographic, and environmental data sets and climate change performance criteria.
3. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$15,000 for a stewardship education program.
4. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.

DIRECTORS COMMENTS: The recommended items support the 2018-2022 Islands Trust Strategic Plan. The work involves support from the Senior Policy Advisor, Senior Intergovernmental Policy Advisor, Communications Specialist, and Program Coordinator.

1 PURPOSE:

The purpose of this report is to recommend budget allocations for Fiscal Year 2020/21 to further the Trust Council 2018-2022 Strategic Plan.

2 BACKGROUND:

At the September 2019 meeting, Trust Council adopted an interim Strategic Plan. This Strategic Plan has the following items that would be undertaken by the Trust Programs Committee in the 2020/21:

Climate Change

- Amend the Islands Trust Policy Statement to add climate change mitigation, adaptation and resiliency policies.

- Develop i) a set of climate change, demographic and environmental data and ii) performance criteria in order to identify the effects of climate change in the Trust Area and to measure mitigation and adaption efforts.

Community and Communication

- Develop and implement a stewardship education program directed towards the public, industry and stakeholders in the Trust Area.

Governance

- a. Provide a secretariat role to forums within the Trust Area.
- b. Amend the Policy Statement introductory and definitions sections.
- c. Determine if additional changes to the Policy Statement are desired by Trust Council.

Business cases for four items with a recommended budget for Fiscal Year 2020/2021 have been reviewed by the Financial Planning Committee. These were submitted for budget planning purposes subject to the Trust Programs Committee approval of the work program items for FY2020/21. Budgeting for strategic plan items for future years can provided to TPC at a future meeting

3 IMPLICATIONS OF RECOMMENDATIONS

ORGANIZATIONAL: Work would be undertaken by Trust Area Services staff.

FINANCIAL: The FY2020/21 budget would need to include the required funds to support the projects.

POLICY: No implications of the recommendations on policy.

IMPLEMENTATION/COMMUNICATIONS: The Trust Programs Committee decision will be forwarded to the Financial Planning Committee.

FIRST NATIONS: The work will be undertaken in a manner that advances Reconciliation.

OTHER: No other implications.

4 RELEVANT POLICY(S):

5 ATTACHMENT(S):

1. Policy Statement Amendment Project Business Case
2. Climate change, demographic, and environmental data sets and climate change performance criteria Business Case
3. Stewardship education program Business Case
4. Secretariat Business Case

RESPONSE OPTIONS

Recommendation:

1. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$30,000 for the Policy Statement Amendment Project.
2. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$5,000 to develop climate change, demographic, and environmental data sets and climate change performance criteria.
3. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 Budget \$15,000 for a stewardship education program.
4. That the Trust Programs Committee request that the Financial Planning Committee include in the Fiscal Year 2020/21 \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.

Alternative: As Directed by the Trust Programs Committee

Prepared By: Clare Frater, Director, Trust Area Services

Reviewed By/Date:



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

This business case is a Staff recommendation, and is subject to Trust Programs Committee approval of its work program for FY20/21.

TO BE COMPLETED BY INITIATOR

Initiated by: Clare Frater, Director, Trust Area Services	<u>Budget Source</u> (select all that apply): ☒ Specific Project Funding (select all that apply) ☒ Third Party Contractors ☐ Staff Travel Expense ☐ Staff Overtime Expense ☐ New Staff Member – Temporary for project ☐ Computer Hardware/Software ☐ Furniture & Equipment ☐ Computer Hardware/Software/Supplies ☐ New Staff Resources (see Staff Costing Tool) ☐ Permanent ☐ Temporary Temp Duration: _____ ☐ Other – please describe: _____
Business Area: Trust Area Services	
Name of Request: Develop climate change, demographic, and environmental data sets and climate change performance criteria. \$5,000	
Date of Funding Request: October 17, 2019	Funding Required for (date range): Fiscal 2020/21
ISSUE/OPPORTUNITY: As part of the 2018-2022 Interim Strategic Plan, Trust Council voted to support the development of a) a set of climate change, demographic and environmental data; and b) performance criteria in order to identify the effects of climate change in the Trust Area and to measure mitigation and adaption efforts.	
PROJECTED RESULTS/DELIVERABLES: The project will be developed in two stages. Stage One, in 2020/21 will involve contracting a subject matter expert to:	

- 1) assist Trust Programs Committee with determining appropriate and feasible climate change, demographic and environmental data sets, as well as performance criteria for measuring climate change mitigation and adaptation efforts, and
- 2) assist with development of budget requirements for future fiscal years.

Phase Two, in 2021/22 and future years, will involve development of data sets and ongoing monitoring and reporting.

RISK ASSESSMENT:

A risk for this project is that staff cannot retain an appropriately qualified contractor. A further risk is that the desired data sets may be too impractical or expensive to recommend.

ALTERNATIVES CONSIDERED:

Option 1: Budget a reduced funding amount.

Option 2: Defer work on the project to FY21/22. This option would delay completion of development of data sets and performance criteria in the Trust Area by one year.

CRITICAL SUCCESS FACTORS:

The project will require advice and support from Islands Trust Geographic Information Systems staff and Administrative Services staff.

RECOMMENDED OPTION:

That \$5,000 be budgeted for development of climate change, demographic, and environmental data sets and climate change performance criteria.

COST/BENEFIT ANALYSIS:

The cost of funding Stage Two will only be known once Stage One has been completed and criteria recommended to Trust Council for future direction.

Quantitative Analysis:

\$5,000 for contractor to complete Stage One of project.

Qualitative Analysis:

High quality data sets can support informed decisions about the Islands Trust Area, and allow for assessment about whether services and programs are having the desired outcome.

PURCHASING PROCEDURE:

Contractor will be hired in accordance with Policy 6.5.3 on Procurement.

PROPOSED IMPLEMENTATION STRATEGY:

Staff work with Trust Programs Committee to develop a project charter and communications plan. Staff will then hire a contractor to work with staff and Trust Programs Committee to develop and assess potential data sets and climate change performance criteria.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

The project will involve collaborating with other agencies, including the Province of BC, to determine what data sharing is available.

Clare Frater / Director, trust Area Services

Initiator Name and Title

October 17, 2019

Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:

Approved in Concept for Inclusion in Draft Budget?

☒ YES ☐ NO

Business Case reviewed by management team or CAO?

☐ YES ☒ NO

Next steps:

- If approved-in-concept by management:
 - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year, and a business case will be developed by the initiative owner and forwarded to FPC.
- If not approved-in-concept by management:
 - Funding for the request will not be included in Draft 1, Version 1 of the budget, and no business case will be forwarded to FPC. However, notice of the unapproved concept will be highlighted for the Committee.



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

This business case is a Staff recommendation, and is subject to Trust Programs Committee approval of its work program for FY20/21.

TO BE COMPLETED BY INITIATOR

Initiated by: Clare Frater, Director, Trust Area Services	Budget Source (select all that apply): ☒ Specific Project Funding (select all that apply) ☒ Third Party Contractors ☒ Staff Travel Expense ☒ Staff Overtime Expense ☐ New Staff Member – Temporary for project ☐ Computer Hardware/Software ☐ Furniture & Equipment ☐ Computer Hardware/Software/Supplies ☐ New Staff Resources (see Staff Costing Tool) ☐ Permanent ☐ Temporary Temp Duration: _____ ☐ Other – please describe: _____
Business Area: Trust Area Services	
Name of Request: Stewardship Education Program. \$15,000	
Date of Funding Request: October 17, 2019	Funding Required for (date range): Fiscal 2020/21
ISSUE/OPPORTUNITY: The Islands Trust Council 2018-2022 Interim Strategic Plan includes the strategy: Develop and implement a stewardship education program directed towards the public, industry and stakeholders in the Trust Area. A stewardship education program offers the opportunity to educate community members and professional practitioners about the importance of preserving and protecting the Trust Area, climate change, and methods of being a good steward.	
PROJECTED RESULTS/DELIVERABLES: Provide educational programming and materials on topics to be determined by Trust Program Committee (TPC). Trust Programs Committee will develop a project charter(s) to guide the specifics of the stewardship education program after being presented with a range of options by staff.	

Potential programming could include mail outreach to certain landowners (new owners, owners of shoreline, riparian, species at risk, herons), online videos about island specific topics, development of new publications, staffed booths at community events, presentations/outreach to professional practitioners such as realtors, dock installers, surveyors, builders, heavy equipment operators, and/or other delivery methods/audiences.
RISK ASSESSMENT: This project would require that sufficient staff time be available to deliver the initiative.
ALTERNATIVES CONSIDERED: Option 1: Budget a reduced funding amount. Option 2: Do not allocate funds in 2020/21 and consider funding in future years.
CRITICAL SUCCESS FACTORS: Sufficient staff time to administer and deliver the program. Trust Programs Committee decision-making regarding the topics to be addressed and methods of outreach.
RECOMMENDED OPTION: That \$15,000 be budgeted to develop and implement a stewardship education program directed towards the public, industry and stakeholders in the Trust Area.
COST/BENEFIT ANALYSIS: <u>Quantitative Analysis:</u> \$15,000 <u>Qualitative Analysis:</u> A stewardship education program offers the opportunity to educate community members and professional practitioners about the importance of preserving and protecting the Trust Area, climate change, and methods of being a good steward. Increased understand of the Islands Trust and rationale for the preserve and protect mandate could result in reduced bylaw infractions.
PURCHASING PROCEDURE: Any purchases made will be made in accordance with Trust Council's Procurement Policy.
PROPOSED IMPLEMENTATION STRATEGY: The implementation of this project will be determined by Trust Programs Committee via a project charter to be approved in May 2020. Work would be completed by March 31, 2021.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

The program would be supported by a communications plan. Ideally, components of the program would be delivered in collaboration with local agencies and/or First Nations.

Clare Frater / Director, Trust Area Services

Initiator Name and Title

October 17, 2019

Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:

Approved in Concept for Inclusion in Draft Budget?

☒ YES ☐ NO

Business Case reviewed by management team or CAO?

☐ YES ☒ NO

Next steps:

- If approved-in-concept by management:
 - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year, and a business case will be developed by the initiative owner and forwarded to FPC.
- If not approved-in-concept by management:
 - Funding for the request will not be included in Draft 1, Version 1 of the budget, and no business case will be forwarded to FPC. However, notice of the unapproved concept will be highlighted for the Committee.



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

This business case is a Staff recommendation, and is subject to Trust Programs Committee approval of its work program for FY20/21.

TO BE COMPLETED BY INITIATOR

Initiated by: Clare Frater, Director, Trust Area Services	<u>Budget Source</u> (select all that apply): ☒ Specific Project Funding (select all that apply) ☒ Third Party Contractors ☐ Staff Travel Expense ☐ Staff Overtime Expense ☐ New Staff Member – Temporary for project ☐ Computer Hardware/Software ☐ Furniture & Equipment ☐ Computer Hardware/Software/Supplies ☐ New Staff Resources (see Staff Costing Tool) ☐ Permanent ☐ Temporary Temp Duration: _____ ☐ Other – please describe: _____
Business Area: Trust Area Services	
Name of Request: Secretariat Services \$8,000	
Date of Funding Request: October 17, 2019	Funding Required for (date range): Fiscal 2020/21
ISSUE/OPPORTUNITY: The <i>Islands Trust Act</i> states that that Trust Council may coordinate and assist in the determination, implementation and carrying out of municipal, regional and improvement district, First Nations, and government of British Columbia policies for the preservation and protection of the trust area and its unique amenities and environment. The Islands Trust Council 2018-2022 Interim Strategic Plan includes the strategy: Provide a secretariat role to forums within the Trust Area. For the last two years, Trust Programs Committee has allocated up to \$3,000 to minute taking for the Ocean Watch Task Force, a sub-group of the Howe Sound Community Forum, and has co-hosted three Baynes Sound/Lambert Channel Ecosystem Forums for \$3,000- \$6,000 per event.	

The Islands Trust Council has requested staff to provide a report to Trust Council with information about the implications of the Islands Trust taking on a secretariat role for regional coordination processes. The requested funding would enable Trust Programs Committee to continue existing levels of support while staff complete the report.
PROJECTED RESULTS/DELIVERABLES: Continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.
RISK ASSESSMENT: Continuing to offer secretariat support may raise expectations of ongoing support. Withdrawing support may hamper ongoing coordination efforts.
ALTERNATIVES CONSIDERED: Option 1: Budget an increased funding amount. Option 2: Budget a reduced funding amount. Option 3: Do not budget funds in 2020/21 and consider funding in future years.
CRITICAL SUCCESS FACTORS: Some staff time must be available to manage contractors and work with partners. There must also be available contractors/partners willing to take on the coordination/secretariat work.
RECOMMENDED OPTION: That \$8,000 be budgeted for secretariat services.
COST/BENEFIT ANALYSIS: <u>Quantitative Analysis:</u> \$8,000 budgeted to fund requests from groups for 2020/21 FY <u>Qualitative Analysis:</u> Supporting coordination groups/partnerships allows for Islands Trust to support enhanced coordination and cooperation in the Islands Trust Area be engaged and learn from these groups, which advocate on similar issues that are of interest to Islands Trust residents and Trustees. By supporting these local groups, it strengthens Islands Trust's position within the community as a leader and ally, and creates an opportunity to build relationships with members.
PURCHASING PROCEDURE: Contractor(s) will be hired in accordance with Policy 6.5.3 on Procurement.

PROPOSED IMPLEMENTATION STRATEGY:

Trust Programs Committee will allocate funding upon request from Trust Council and coordination partnerships/groups. Staff will establish and monitor contracts.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

Support for secretariat services supports enhanced collaboration in the Islands Trust Area. Staff will promote the Islands Trust's contributions, as appropriate.

Clare Frater / Director, Trust Area Services

Initiator Name and Title

October 17, 2019

Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:

Approved in Concept for Inclusion in Draft Budget?

☒ YES ☐ NO

Business Case reviewed by management team or CAO?

☐ YES ☒ NO

Next steps:

- If approved-in-concept by management:
 - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year, and a business case will be developed by the initiative owner and forwarded to FPC.
- If not approved-in-concept by management:
 - Funding for the request will not be included in Draft 1, Version 1 of the budget, and no business case will be forwarded to FPC. However, notice of the unapproved concept will be highlighted for the Committee.

REQUEST FOR DECISION

To: Trust Programs Committee **For the Meeting of:** November 6, 2019
From: Clare Frater **Date Prepared:** November 1, 2019
SUBJECT: Secretariat Services

RECOMMENDATION:

That Trust Programs Committee recommend that the Islands Trust Council budget \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.

That Trust Programs Committee request that staff work with the Fraser Basin Council to identify opportunities for coordination in the delivery of secretariat services in the Islands Trust Area.

DIRECTOR COMMENTS: the recommendations above are in support of the Interim Strategic Plan strategy “provide a secretariat role to forums within the Trust Area.”

1 PURPOSE: To provide a recommendation to Trust Programs Committee about next steps for exploring implications of Islands Trust taking on a secretariat role for coordination bodies in the Trust Area.

2 BACKGROUND:

There are a number of coordinating bodies operating in the Trust Area, largely supported by volunteer or in-kind staff effort. These bodies bring together different level of government, First Nations and community members on a regular basis to discuss matters of mutual interest/concern. Over the years, coordinating bodies and trustees raised concern regarding the lack of funding for the administrative needs (e.g. meeting logistics, agenda preparation, minutes, facilitation, website hosting/posting, shared document drive) for some of the coordinating bodies and/or concern about the sustainability of relying on volunteer/side of the desk coordinators.

The Islands Trust Council could be looked to as a coordinating agency as the *Islands Trust Act* sets out that *The object of the Trust is to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia, and that “For the purpose of carrying out the object of the trust, the trust council may coordinate and assist in the determination, implementation and carrying out of municipal, regional and improvement district and government of British Columbia policies for the preservation and protection of the trust area and its unique amenities and environment.”* (section 8.2(b))

The Islands Trust Policy Statement includes several statements and policies that support leadership and collaborative actions by Islands Trust bodies. Some of the more relevant are as follows:

- If the (Trust) Area's environment and unique character are to be preserved and protected, priorities must be defined and management strategies established. The *Islands Trust Act* identifies the need for leadership and assigns that role to the Islands Trust.
 - The Islands Trust Council cannot effectively implement the Policy Statement without the support of all stakeholders. Assistance, cooperation and collaboration are required from local trust committees, island municipalities, the Trust Fund Board, the Provincial Government, other government agencies, non-government organizations, communities, First Nations, property owners, residents and visitors
 - 3.1.9 Trust Council encourages actions and programs of other government agencies which:...
- prevent pollution of the air, land and fresh and marine waters of the Trust Area.

In June 2018, Trust Council received a trustee-sponsored Request for Decision from Trustee Stamford regarding "Research into options for Trust to provide secretariat role to regional coordinating bodies", and after discussion passed the following motion:

TC-2018-054

That Trust Council request staff to provide a report to Trust Council with information about the implications of the Islands Trust taking on a secretariat role for the Howe Sound Community Forum that considers the needs of existing and potential regional coordination processes in the Baynes Sound/Lambert Channel and Saanich Inlet regions and that the Trust Programs Committee is authorized to provide initial support if it deems it advisable out of its existing budget.

In August 2018, the Trust Programs Committee considered a Request for Decision from Trustee Rogers regarding "Interim Funding for Howe Sound Community Forum" and passed the following motion:

TPC-2018-023

That Trust Programs Committee request staff to enter into a contract to provide "secretariat" type services for the Howe Sound Community Forum and related Task Forces for the current fiscal year to a maximum of \$3,000 paid for out of the current Trust Programs Committee budget.

In May 2019, the Trust Programs Committee renewed this commitment

TPC-2019-006

that Trust Programs Committee request staff to enter into a contract to provide "secretariat" type services to the Howe Sound Forum and related Task Forces for the current fiscal year to a maximum of \$3,000 paid for out of the current Trust Programs Committee Budget.

In September 2019, the Islands Trust Council approved an interim 2018-2022 Strategic Plan with the following strategy included:

- Provide a secretariat role to forums within the Trust Area

Over the last year, the Trust Programs Committee had higher priority work programs which delayed work on determining the implications of the Islands Trust taking on a secretariat role for the Howe Sound Community Forum that considers the needs of existing and potential regional coordination processes in the Baynes Sound/Lambert Channel and Saanich Inlet regions.

Concern about the need for secretariat services for coordination bodies is not new: For example:

- Since 2013, in support of collaborative watershed management on Salt Spring Island, the Salt Spring Island Local Trust Committee (LTC) funds coordination of the [Salt Spring Island](#)

[Watershed Protection Alliance \(SSIWPA\)](#) through a special tax raised each year. The Special Property Tax Requisition amount for 2019-2020 is \$98,500. In order to coordinate the Salt Spring Island Water Protection Alliance, the Salt Spring Island Local Trust Committee has been delegated the authority of Islands Trust Act Section 8(2)b from Trust Council. In 2013, Trust Council [Bylaw No. 154](#) was adopted. The bylaw empowers the LTC to coordinate SSIWPA as a multi-agency collaborative approach to addressing watershed management.

- In 2015, the Islands Trust brought a resolution to the Union of British Columbia Municipalities, which was endorsed, petitioning the provincial government to provide core, multi-year funding to the Coastal Douglas-fir Conservation Partnership to assist its members to implement the Conservation Strategy with the Province, First Nations, local governments, the federal government, stakeholders, and the general public. This resolution did not result in the Province offering ongoing additional support, although the Partnership has secured \$20,000 for secretariat services this fiscal year from the federal and provincial governments, and Nature Conservancy of Canada with in-kind office space provided by Nature Trust of BC.
- Since 2018, in partnership with WWF-Canada, Islands Trust has co-hosted three events (approximate cost to Islands Trust of \$4-5,000 per forum) for the emerging two-day Baynes Sound/Lambert Channel Ecosystem Forum that brings together people from local, regional, provincial, federal and First Nations governments, as well as representatives from shellfish aquaculture, herring fishery, ecotourism and conservation groups for collaborative dialogue on the challenges facing Baynes Sound and Lambert Channel region.

To inform this report staff surveyed some of the coordinating bodies in December 2018 and looked for examples of how other coordinating bodies in British Columbia are funded/supported. The findings are presented as Attachment 1 and Attachment 2.

While undertaking research about secretariat service models, staff became aware of the Fraser Basin Council (FBC), a charitable non-profit organization that brings people together to advance sustainability in the Fraser River Basin and throughout BC. Established in 1997, FBC is a collaboration of four orders of government (federal, provincial, local and First Nations) along with those from the private sector and civil society. They work with people in multiple sectors, helping them find collaborative solutions to today's issues through a commitment to the social, economic and environmental dimensions of sustainability. Their focus is on healthy water and watersheds, action on climate change and air quality and strong, resilient communities and regions. FBC frequently facilitates multi-interest, collaborative processes and education initiatives, and provides secretariat support to many coordinating bodies/forums/roundtables in British Columbia.

In reviewing the secretariat function Trust Programs Committee should consider the following topics:

- Delivery model: staff or contractor?
 - Unlike other local governments, the Islands Trust Council cannot provide financial assistance to activities undertaken by others unless the support is for activities to gain knowledge about the history and heritage of the trust area, to increase public awareness, understanding and appreciation of that history and heritage, or to conserve heritage property. This means that any secretariat support would need to be delivered by the Islands Trust directly via a staff member or a contractor(s).
 - Contractors require staff administrative support to administer procurement processes, let contract, review deliverables, and process invoices.
 - If a contract model is taken, it would allow for the option of other local governments to also provide support. In many cases, secretariat support is provided via grant-in-aid to a non-profit agency and Islands Trust would be an ineligible recipient for this method of funding.

- A contractor delivery model allows for the possibly of coordination by multiple contractors and offers flexibility.
 - A staff-delivered model would allow for a coordinated approach to organizing the various events and would ensure a consistent level of service, and would avoid the contract administration duties mention above. For reference, a half-time administrative assistant position (Grid 9) would cost Islands Trust approximately \$30,000 a year.
- What services to offer?
 - There are a range of possible services associated with a secretariat role. These could include:
 - meeting logistics,
 - agenda preparation,
 - paying for the venue/catering/supplies/speaker gifts,
 - facilitation,
 - minutes,
 - website hosting/posting,
 - provision of a shared document drive (e.g. WebDAV), and
 - communications/media relations.
- Is Islands Trust the appropriate organization to provide secretariat services?
 - This question will be best answered on a case by case basis. In order to be successful as a secretariat provided, Islands Trust would need to be perceived as a neutral party. It is possible that Islands Trust may not always be perceived as neutral, particularly if islands Trust has established an advocacy position that is different than one or more members of a coordination body.

ORGANIZATIONAL: Implementation of the recommendations will be undertaken according to the priorities set by the Trust Programs Committee work program. Through fall 2019 and into January 2020, the Trust Area Services team will be primarily focused on the Islands 2050 engagement project and the website renewal project.

FINANCIAL: Staff have drafted a business case for \$8,000 for the 2020/21 fiscal year which would allow existing levels of support to continue. TPC may request changes to the figure.

POLICY: None.

IMPLEMENTATION/COMMUNICATIONS: Staff will convey the associated business case to Trust Council via Financial Planning Committee. Staff will continue dialogue with Fraser Basin Council staff to examine opportunities for coordination in the delivery of secretariat services in the Islands Trust Area.

FIRST NATIONS: As a coordinator, or contractor of coordination services, Islands Trust will ensure that it upholds a government to government relationship with First Nations within the Islands Trust Area and ensure that the principles of Reconciliation are upheld. Islands Trust through the work associated with secretariat services will respect and honour principles, protocols, and cooperation initiatives in ways to maintain the important relationships build through efforts of Reconciliation.

ATTACHMENT(S):

- 1) Summary of coordinating bodies and activities in the Trust Area
- 2) Summary of approaches to coordinating bodies in other part of British Columbia

RESPONSE OPTIONS

Recommendation:

That Trust Programs Committee recommend that the Islands Trust Council budget \$8,000 for secretariat services in the Islands Trust Area for continued support to the Ocean Watch Task Force and the emerging coordination forum Baynes Sound/Lambert Channel.

That Trust Programs Committee request that staff work with the Fraser Basin Council to identify opportunities for coordination in the delivery of secretariat services in the Islands Trust Area.

Alternative:

1. That Trust Programs Committee recommend a different budget amount for secretariat services in the Islands Trust Area in 2020/21.
2. That Trust Programs Committee request that staff investigate if grants are available for secretariat services for coordination bodies operating in the Trust Area.
3. That Trust Programs Committee recommend that staff undertake additional research into the implications of the Islands Trust taking on a secretariat role for the Howe Sound Community Forum that considers the needs of existing and potential regional coordination processes in the Baynes Sound/Lambert Channel and Saanich Inlet regions.

Prepared By: Clare Frater, Director, Trust Area Services

Reviewed By/Date:

Attachment 2:

Examples of coordinating bodies in British Columbia

1. Coquitlam River Watershed Roundtable:

Coquitlam River Watershed Roundtable formed in 2007. The Roundtable gathers in a public meeting once or twice per year, to engage with members of the community, government officials, and experts, to review the activities initiated and implemented by the Roundtable throughout the year, to share information about the watershed, and to plan future activities. These activities are managed and put in motion by the 18 member Core Committee, which is an executive body comprising representatives from many watershed sectors, many of which have legislative authority in the watershed. The Core Committee meets every two months and is supported by a part-time contract Coordinator, who is employed by the Roundtable to convene and communicate with stakeholders, prepare meeting agendas and logistics, maintain all public communications on behalf of the group, and to advance priorities set out by the Roundtable, the Core Committee, and funding partners. The average operation cost is about \$80,000 per year.

They have received funding from various sources, such as, BC Hydro, BC Institute of Technology, BC Water Funders & Leaders/Tides Canada, City of Coquitlam, City of Port Coquitlam, Coquitlam Foundation, Coquitlam River Watershed Society, Fisheries and Oceans Canada, Fish and Wildlife Compensation Program, Fraser Salmon and Watersheds Program, Kwikwetlem First Nation, Metro Vancouver, Pacific Salmon Foundation, Spirit of Coquitlam, The Bullitt Foundation, North Fraser Salmon Assistance Project, POLIS Project (University of Victoria), Vancity Shaughnessy Station Community Branch. The Roundtable is currently supported by multi-year funding from the Real Estate Foundation of BC.

There is a desire to establish a funding model that would provide secure, stable long-term funding to support the Roundtable. The report “Sustainable Funding Options – Recommendations for the Coquitlam River Watershed Roundtable – Funding Proposal,” is based on a year of research and consultation. It concludes that the three local government partners could implement a levy via water utility bills and it recommends that would be helpful to have the contract coordinator housed with a local government office. Currently, we are unaware how much funding has been received to the organization at this time.

2. Nechako Watershed Roundtable:

The Nechako Watershed Roundtable formed in 2016 with over 30 organizations, businesses, governments, First Nations, school districts, community groups and other agencies. There is a core leadership committee who undertake and advise on water stewardship activities in the Nechako River Basin in support of the roundtable participants. The Fraser Basin Council serves as secretariat for the Roundtable.

The funding to support operations and projects created by the roundtable is provided by a range of funders: the Real Estate Foundation of British Columbia, the Fraser Basin Council, the City of Prince George, the Village of Burns Lake, the District of Vanderhoof, the District of Fort St. James, the Village of

Fraser Lake, the Fraser-Fort George Regional District Electoral Areas A and C, and the Bulkley-Nechako Regional District Electoral Areas B, C, D, E, F. The financial support provided by the funders have leveraged significant in-kind contributions. Staff is unaware how much funding is needed annually.

3. Prince George Air Improvement Roundtable: Prince George Air Improvement Roundtable formed in 2008 with over 13 participants informing the discussion. The funding is from a range of bodies such as the City of Prince George, Regional District of Fraser Fort George, BC Ministry of Environment, BC Lung Association, and all permitted emitters in the air shed, including CN Rail, Husky Energy, Lafarge, Carrier Lumber and Canfor Pulp Limited. Fraser Basin Council's Upper Fraser Regional office manages the programs of Prince George Air Improvement Roundtable. Staff is unaware how much funding is needed annually.

4. Cowichan Valley Soil Management Round Table: The Cowichan Valley Soil Management Round Table was created in 2017, and participants include the Cowichan Valley Regional District, Ministry of Transportation and Infrastructure, Commercial Vehicle Safety and Enforcement Branch, Ministry of Mines, Department of Fisheries and Oceans, Capital Regional District, Malahat First Nation and the Municipality of North Cowichan. Currently, we are unaware of who is funding the roundtable and how much funding has been received for the table at this time.

5. Cowichan Airshed Protection Round Table - The Cowichan Airshed Protection Roundtable was created to support the airshed protection strategy. There is a large mosaic of various participants. The leadership team puts round table agenda together and receives input from working groups. Funding was originally provided by Plan H to get started (\$15,000) which was primarily used to develop communications and awareness strategy. The Ministry of Environmental funds (\$5,000) two roundtables organized through Cowichan Community Health Network, which prepared, facilitated and reported out. Funding flows through the province to the Cowichan Valley Regional District to Cowichan Community Health Network.

6. Shuswap Regional Trails Roundtable: The Shuswap Trails Roundtable meets annually and a Working Group of representative leadership meets quarterly. The Roundtable is comprised of over 70 representative leaders from throughout the Shuswap watershed (as well as representation from Revelstoke, Armstrong, and Vernon). Leadership from the local Secwepemc, municipal and regional governments, provincial land management agencies, motorized and non-motorized trail stewardship organizations, environmental groups, tourism, economic development, forest industry, community and regional health agencies, transportation, and invasive species representatives attend. The annual funding request for the 2016 – 2017 was \$19,000 for four steering committee meetings an annual roundtable meeting and general coordination.

7. Capital Region Food and Agriculture Initiatives Roundtable:

Capital Region Food and Agriculture Initiatives Roundtable is a functioning organization (not just a program) delivered by Vancity, the Capital Regional District, and Investment Agriculture Foundation deliver the program. They are their own society that is heavily funded through a range of funders such as the British Columbia government, The J.W. McConnell Family Foundation, Saanich District, Victoria Foundation, Vancouver Foundation, Island Health, The Horner Foundation, and Real Estate Foundation. Staff is unaware how much funding is needed annually.

8. West Coast Vancouver Island Salmon Roundtables:

The West Coast Vancouver Island Salmon Roundtables are hosted in various communities along the west coast of Vancouver Island. There are five separate fishing areas: Clayoquot Sound, Barkley Sound, Kyuquot Sound, Nooka Sound, and Cheewaht Sound who have their own Salmon Roundtables with different representatives. The roundtables are funded through the West Coast Aquatic Society, Pacific Salmon Foundation and Department of Fisheries of Oceans Canada. The members range from First Nations, environmental not-for-profits, government (federal, provincial, and local), commercial fisheries, sports fishing, and parks boards. Staff is unaware how much funding is needed annually.

	Saanich Inlet Preservation Society	Coastal Douglas-fir Conservation Partnership (CDFCP)	Howe Sound Community Forum (HSCF)	Ocean Watch Task Force
About your coordination body/group:				
1. What is the name of your coordinating body/group?	Saanich Inlet Preservation Society (SIPS)	The Coastal Douglas-fir Conservation Partnership (CDFCP)	Howe Sound Community Forum (HSCF)	Oceans Watch Task Form (OWTF)
2. Please describe the history and mandate of the coordinating body/group?	Volunteer, Charitable Organization. Saanich Inlet Protection Society was incorporated in 1989: “To protect and conserve the natural and cultural resources of Saanich Inlet for the benefit, education and enjoyment of this and future generations of Canadians.” SIPS is a registered charity #887432268RR001 in good standing.	Volunteer Steering Committee, Collaborative Organization Partnerships. The CDFCP arose from the recognition of a need for a more strategic and collaborative approach among those involved and interested in conservation efforts in Coastal Douglas-fir ecosystems, and was developed through a series of discussions and workshops including different levels of governments, non-government conservation organizations, and community residents. Our vision is to promote the conservation and stewardship of the Coastal Douglas-fir and associated ecosystems in southwestern British Columbia through 1) sound science 2) shared information 3) supportive policies 4) community education.	Collaborative Government Partnerships Gathering. On Tuesday Feb. 26th, 2013 a meeting of the Howe Sound Community Forum is taking place in Lions Bay. The HSCF was established in 2002, eleven parties including regional districts, municipalities and Squamish First Nation signed a document called Howe Sound Community Forum Principles for Cooperation. We meet twice a year to discuss topics of interest at the forum.	Subcommittee of the Howe Sound Community Forum. which formed in May 2017. Carry out the government recommendation to create the Ocean Watch Howe Sound Addition. Review document.
3. Does your coordinating body/group have terms of reference or agreements in place? If so, please provide.	No	Yes, Terms of Reference and State of Cooperation. Terms of Reference: http://www.cdfcp.ca/index.php/about-the-cdfcp/about-the-partnership/what-can-we-do Statement Of Cooperation (members sign): http://www.cdfcp.ca/index.php/about-the-cdfcp/about-the-partnership/statement-of-cooperation	Yes, Principles for Cooperation. Arrangements are with each hosting Local government. The Howe Sound Community Forum Principles for Cooperation is the guiding document (attached).	Yes, Terms of Reference.
4. Who belongs or is involved to the coordinating body/group?	Board of Directors. Round Table Volunteers. Saanich Inlet Protection Society Board of Directors and some members are involved in the Round Tables. The SIPS Directors involved in the Round Tables are: Petra Allen, Ian Cameron, Denis Coupland, Sheila Irving, Frances Pugh, Michael Simmons, David Skarth and Wendy Wilde. Contact for this report would be Frances Pugh: francespugh48@yahoo.com	Steering Committee members. Collaborative Organization Partnerships. There is a Steering Committee who coordinates the partnership: 1. Darryn McConkey (Chair), Senior Ecosystem Biologist, Ministry of Forests, Lands and Natural Resource Operations 2. Peter Arcese, Forest Renewal Chair in Conservation Biology, University of British Columbia 3. Lynn Campbell, Species at Risk Biologist, Ministry of Environment and Climate Change Strategy 4. Kate Emmings, Ecosystem Protection Specialist, Islands Trust Fund 5. Tim Ennis, Executive Director, Comox Valley Land Trust 6. Todd Golumbia, Environmental Conservation Specialist, Capital Regional District Parks 7. David Haley, Private Woodlot Owner and Forrester, Member at Large 8. Erik Pikkiila, Forest Ecologist and Historian, Member at Large 9. Barb von Sacken, Stewardship Coordinator, Habitat Acquisition Trust	Coordinator. Elected representative and officials. Elected representatives and staff as assigned and needed by each hosting community working with the Coordinator on the planning. Volunteers from various organizations assist on the day of the forums.	Coordinator. Elected representative and officials. Elected representatives. A variety of representatives from locally elected government from the Howe Sound region Planning Staff, representatives of NGOs (David Suzuki Foundation, Coastal Ocean Research Institute), Howe Sound Biosphere Initiative, and Members of the Squamish Nation.

		10. Hillary Page, Director - West Coast, Nature Conservancy of Canada 11. Leanna Warman, Ecosystem Specialist, The Nature Trust of British Columbia The CDFCP has over 45 members from different levels of governments, ENGOs, individuals. Link: http://www.cdfcp.ca/index.php/about-the-cdfcp/about-the-partnership/who-is-the-cdfcp		
Meetings:				
5. How often and where/how do you meet?	Directors meet monthly. Round Table held 3 times a year. Saanich Inlet Protection Society Directors meet monthly. Directors' meetings are open to the public. The Round Tables are held 3 times per year when the legislature or parliament is NOT in session. MPs/MLAs are able to attend and address marine issues of concern and most solutions to marine issues are provincial or federal.	Steering Committee meets 4 - 12 times a year. Workshops hosted every 2 - 4 years. The Steering Committee has conference calls 4-12 times per year. CDFCP member workshops have been hosted every 2-4 years. We have made presentations to our members about CDF stewardship (local gov'ts or ENGOs for example).	Forum held 2 times a year. We host forums twice a year - May and October in the community of the host.	Committee meets 12 times a year. We meet once a month at the Glen Eagles Community Centre in Horseshoe Bay.
6. Who decides on agenda content?	Participants at Forum. in the Round Tables	Steering Committee. Steering Committee members and Chair as above and members. The agenda may be project-driven.	Coordination and Forum Host. I draft the program and suggest speakers, the host inputs to the format, topics and then mutually decide on final content.	Committee. Driven by the committee and Kate Louise, Co-Chair, who organizes the agenda.
7. How many people attend?	65 - 70 participants. Between 50 and 90. Usually 65-70	6-10 participants. (SC calls). Up to 30 people have attended workshops.	70 - 75 participants.	8 - 15 participants.
8. Who takes minutes?	Paid Contractor. A paid recorder.	Appointed Chair. Chair (mainly) and other SC members. Hired facilitator for most workshops. Sometimes Steering Committee members.	Multiple Volunteers. Volunteer observers takes notes, no minutes are taken but a summary of the forum along with copies of presentations are circulated via follow up emails. Any wordings of suggested resolutions for members to take back to Councils are provided by follow up email.	Paid Contractor. Minute Taker is contracted through the Islands Trust
9. Who facilitates meetings?	Paid Contractor. It varies, but a paid facilitator and most frequently Alan Dolan, Alan Dolan and Associates.	Appointed Chair. Hired Facilitator for most workshops. Sometimes Steering Committee members.	Volunteer Coordinator. Elected Officials. The Coordinator facilitates along with the hosting elected official.	Volunteer Co-Chair. Kate Louise Stamford, Co-Chair
10. Are meetings inclusive to the general public or exclusive to the members of the coordinating body?	Yes. Meetings are open, but notification of Round Table dates and agenda only go out to the Round Table mailing list (approx. 250 who have participated and requested notification), which is confidential. Round Table participation is much greater than the membership in the "coordination body".	No. Steering Committee members and sometimes guests, usually related to projects. Generally CDFCP members, sometimes invitations more broadly.	Not really. Forums are not closed to the public, but due to space limitations, the host has discretion on which members of the community to invite. NGO's, staff and members of the public are "observers".	Not really. General public, but no advertisement. People can invite who they want, but we don't promote it.

Information sharing/communications:				
11. Does the coordination body/group have access to shared documents (e.g. Google Drive)?	No	Yes – website. Nature Conservancy of Canada FTP site (is being updated)	Yes, not really. Documents are emailed out and summary and presentations are available on the Future of Howe Sound Society website.	Yes, Google Drive.
12. Does the coordination body/group have a website?	Yes	Yes – www.cdfcp.ca	Yes, but currently the Forums history and summaries reside on Future of Howe Sound Society Wordpress website. The intention is for a Wordpress website to be developed for HSBRI	No, but one of our main projects called the Marine Reference Guide has a website and is managed by Tides Canada. Tides Canada’s website shows the Marine Reference Guide on it.
13. How does the coordinating body currently disseminate information?	By email. Posting to the Website. Notes from the Round Table are sent to all participants who are on the mailing list and the notes are posted on SIPS’ website http://saanichinletprotection.org/ .	By email. Amongst Steering Committee and to members. Often upon project completion and approximately annual updates to membership.	By email. from Howesoundcommunityforum@gmail.com, then attending representatives report to their respective Councils.	By email. Through emails to members and product/projects are presented through the Howe Sound Forum twice a year.
Costs:				
14. How much funding do you receive and where does it come from?	Boarding Districts and Individuals Donations. \$3,000 - 5000. Bordering districts: North Saanich, Central Saanich and Cowichan Valley Regional District contribute \$1000 to the Round Table in their district. This provides seed funding for 3 Round Tables. Saanich Inlet Protection Society makes up short falls in each district for each Round Table. Costs are also deferred in a small way by a donation box at the Round Tables.	Supporting Ministries and Member Organizations. \$2500 - \$3000. Base funding of \$2500-\$4000 annually from Ministry of Forests, Lands, Natural Resource Operations and Rural Development – West Coast Region, Ecosystems Section. Project-specific funding from CDFCP members – namely Islands Trust Conservancy, UBC, CRD, The Nature Trust. Lots of in-kind support from members for project delivery as well. Project-specific funding from external grant sources including Real Estate Foundation of BC, North Pacific Landscape Conservation Cooperative.	Boarding Districts. \$6,000 - 8000. The host community pays for the venue and catering directly. Any additional expenses I incur for printing or travel are reimbursed.	Islands Trust and Boarding Districts. \$3,000. The Ocean Watch Task Force only receives \$3,000 from Island Trust for General Administration annually. There other project the Marine Research Guide currently received \$200,000 a year; however, the Ocean Watch Task Force does not receive any of that funding. Marine Reference Guide: \$5000 Strategic Planning = Coastal Ocean Research Institution (CORY); Marine Reference Guide currently being funded through a 3-term with local government of the area; North Foundation, Sikta Foundation, Moore Foundation - \$35,000 <; Total = \$200,000 per year for the Marine Reference Guide
15. What costs are associated with meetings of your coordination body/group?	Venue, Facilitation, Recorder, Professional services, Catering, Material Costs. We negotiate, and there is some relief that we can provide a tax receipt for professional services, but District donations do not meet the costs of the Round Tables and SIPS subsidizes the Round Tables.	Travel. Steering committee member meetings: Facilities usually provided by members, usually working catered lunch (<\$200). Members cover their own travel costs to attend.	Unknown. The budget for each forum is \$3,000 however the costs typically much less due to hosting community being able to use venues at no charge or setting a lower budget and forum attendees paying to attend.	Catering. Minute taking covered by Islands Trust, Basic Travel Costs are paid by for the local government, Meeting Room covered by West Vancouver, don’t have funding for snacks or beverages

16. What human resources are required to support administration and meetings for the coordination body/group? (Please include an estimate of paid volunteer hours per year)	350 - 450 volunteer hours a year. SIPS is a volunteer organization that punches far above its weight. I couldn't presume to put a financial value on the skill set, the professionalism and the volunteer time that has been donated to this organization. There are no paid positions.	40 - 70 volunteer hours a year. Several hours of paid in-kind are also included. Varies annually. All done internally (amongst the Steering Committee) unless related to project with external funding support. Volunteer hours on average would equate to 40-70 hrs annually.	620 volunteer hours a year. It is estimated at approximately 150 hours of people time (volunteer) per forum, twice a year = 300 hours. In addition is about 8 hours of the host's time including the day of the forum.	250 volunteer hours a year. Paid = Minute taker; Volunteer = 10 hours a month x 12 = 120 hours – Co-Chair; 5 hours a month x 12 = 60 hours a year – Ruth Simons; 15 hours x 2 topics = 30 hours a year - Individual Planners complete different research; 4 hours x 8 to 15 people = 32 – 60 hours a year - Monthly Meeting
Future Outlook and Reconciliation:				
17. What are the strengths of your coordination body?	Volunteer Board of Directors committed to supporting change through dialogue and partnerships. At this point in time SIPS has a Board of Directors who can work with municipal, provincial and federal bureaucracies to actually get some things (not all) done. It's baby-steps in the marine environment, but at least we feel we are able to take some steps. That has not always been the case.	Communication. Knowledge and experience of Steering Committee. Persistence despite little funding. Persist despite very little annual funding. Good communication amongst core members (Steering Committee Reps). Majority of the Steering Committee is very competent. Accomplish a lot with very little resources. Excellent source of CDF-related expertise and information.	Local knowledge, experience in organizing events focused on generating dialogue, ability to generate good participation, removing barriers for participation and good planning.	Working committee dedicated to completing their reference book. Combination of Staff, Elected References, FN, and NGO and come together to discuss topics at a table. They have a clear goal and is embodied in the Oceans Water Howe Sound Addition reference book.
18. What concerns do you have about the future of your coordination body?	Recruiting Board members. Broadening an engaged membership. Capacity. Funding. I think it is the same concern of most volunteer organizations: recruiting board members and broadening an engaged membership.	Capacity. Funding. Poor Communication. No official Federal Rep or participation. No First Nation participation. Inability to really thrive due to lack of resources to support work. Steering Committee members are participating off the side of their desks. Lack of resources for adequate member communication. Lack of resources for partnership coordination. Cannot seem to move from planning and coordinating to implementation and making a difference on-the-ground. Poor communication with members. Don't seem to have the resources to even take advantage of external funding opportunities. No official Federal rep or participation. No first Nations participation.	Volunteers. Capacity. Succession planning. Funding. Filling roles with the right people.	Capacity. Lack of Support from Local Government. Relationship building with FN. Funding. Energy and the ability to maintain the ability to get things done. Support from local government to get things done. Continued relationship building from First Nations. Capacity, we must continue to keep going.
19. Would there be interest in having the Islands Trust play in arranging meetings, minutes, etc?	Not quite sure what that would look like. Saanich Inlet Protection Society's mandate focuses on Saanich Inlet. What is the role of Islands Trust in Saanich Inlet? We are probably looking at a broad focus of common ground around things like freighter anchorages, derelict boats, etc.	Absolutely! It would allow the Chair to focus on other aspects/priorities. The Chair has limited time to put towards the partnership and does a lot of this work. It would free up the Chair and other Steering Committee members to focus on other aspects/priorities.	This question needs to be posed to the "members" of the Forum, I cannot answer on their behalf. As the coordinator of the Forums for the past four years, I have an interest in succession and funding to ensure the Forums continue successfully. With this in mind, I proposed and received positive feedback about pursuing a UNESCO Biosphere Reserve designation for Atli'Kitsem/Howe Sound. The organization that would support the UNESCO commitment would provide, with funding and support staff, a	Yes, we would really like more flexibility on the funding and how the funding is used. A more efficient way to process minutes. Yes, if there was a more efficient way to process minutes because currently the minutes go through Clare, and she does not attend our meetings. We would really like more flexibility on the funding and how the funding is used. We currently don't have funding to pay for sandwiches and beverages for members.

			secretariat role. Should Islands Trust commit to providing resources for this role, the demands on the AHSBRI Society would be reduced.	
20. In what capacity does your coordinating body work with or engage with First Nations?	We try. Right now we are trying to introduce Tsartlip, Tseycum, Paquachin, Malahat to the concept of a UNESCO Global Geopark for Saanich Inlet and its Watershed.	Very little. We would love to work more with FN as we recognize them as important land owners and managers. They also own/manage ecologically valuable lands. We have tried to have FN rep on the Steering Committee.	Yes, Squamish Nation are "members". They do attend. The Squamish Nation are "members" of the Forum, Chief Bill Williams signed the Principles for Cooperation in 2002. Squamish and Tsleil-Waututh Council and Chiefs and staff are always invited and have consistently attended.	Yes, members of the Squamish Nation regularly attend. Members of the Squamish Nation regularly attend, and engaging with FN is strategy number one in their planning to ensure the Howe Sound Recommendation to local governments.
21. Does the work your coordinating body do impact or have a possible impact on First Nations interests or Reconciliation?	We hope so, but do not know. It's a UNESCO designation. We can only hope there is some resonance with First Nations, but it's not there yet.	Yes, but this is a huge question. This is a HUGE question and not easy to answer briefly .Improved stewardship of CDF ecosystems may contribute to FN rights and use of traditional resources. Conservation and Stewardship objectives could possibly conflict with FN title and economic objectives.	Yes, but we're working on it. The Forums further understanding and cooperation, build consensus and relationships. The Squamish Nation hosted a Forum in 2014 and are always invited to comment and on the meeting format. Co-creating the meeting programs would be ideal to help advance reconciliation. First step is for the Forum members to understand what can be done by local governments in the region to advance and support reconciliation. This would be a welcome topic for the next Forum. UNESCO Biosphere Reserve's objectives are biodiversity conservation, sustainable development and reconciliation. The functions of a BR are to provide logistical support to achieve those objectives. The board of AHSBRI Society would have seats for First Nations, currently we have one Squamish Nation member on the Working Group.	We hope so!

TO: Peter Luckham

September 12, 2019

Chair, Islands Trust

Please find following a summary of my research into the question of how the Islands Trust Object and Islands Trust Policy Statement (ITPS) interact. I believe it is important that we have a clear understanding of that interaction as we begin the review of the ITPS.

I would, therefore, ask that this be added as a late addition to the correspondence portion of the September 17, 2019 Trust Council agenda.

Thanks for your consideration.

Respectfully submitted,

Kees Langereis

Trustee, Gabriola Island Local Trust Committee.

ISLANDS TRUST OBJECT AND POLICY STATEMENT.

We are about to undergo a review of the Islands Trust Policy Statement, a policy that has not been reviewed in over 25 years. The Policy Statement is Trust Council's determination of how to achieve the Trust Object and provides direction to Local Trust Committees. Consequently, the Policy Statement must be consistent with the Trust Object.

In reviewing the Policy Statement, it is important to know what the Trust Object is attempting to achieve, whether it changed over the years and lastly how it meshed with the *Municipal Act* purpose. Once that is clear, we can better determine the Policy Statement's currency and completeness.

A review of the history of the Trust Object and its operationalization and the eventual establishment of the Policy Statement should help provide some clarity.

Prior to 1974, Regional Districts operated under the *Municipal Act*¹ for the purpose of meeting community need. That was and still is their purpose. Under that Act, Regional Districts provided services to communities and exercised land use regulation authority.

Government, recognizing the special significance of the Trust Area, became concerned about the rampant subdivision and development occurring there under the auspices of Regional Districts. It realized that the purpose of the *Municipal Act* to meet community need did not provide sufficient protection to this unique environmental area.

In response, the *Islands Trust Act* (ITA) was enacted with the purpose of protecting and preserving the Trust Area. With the ITA introduction, Regional Districts continued to exercise land use regulation powers, but that power in the Trust Area was now subject to approval by

¹ Subsequently replaced by the *Local Government Act*

either a general trust committee or a local trust committee, who could only approve Regional District bylaws if the bylaws consistent with the Trust Object.

In 1974, two distinct legislated purposes now governed the Trust Area with a hierarchy of purposes that placed environmental protection as paramount over the *Municipal Act* purpose (ie via a veto).

This approach continued until 1977. Concerns about administrative inefficiencies and a negative perspective had arisen as a result of one legislative body with a specific purpose having a veto over another legislative body with a different purpose. To address these issues, the ITA was amended giving trust committees the power under the *Municipal Act* to regulate land use in the Trust area. Regional Districts continued to provide the other range of services to the Trust Area, but no longer regulated land use in that area.

The transfer of power to trust committees was for the express purpose of the Trust Object. However, in exercising the authority under the *Municipal Act*, trust committees also assumed responsibility for the *Municipal Act* purpose.

The effect of the transfer did not alter the previous legislative scheme whereby the Trust Object was paramount over the *Municipal Act* purpose. Trust committees assumed the role previously held by Regional Districts, albeit subject to the hierarchy of purposes. It was an administrative change that added a new role to trust committees. This change has essentially continued to this day.

1989, the ITA was repealed and replaced with a new ITA. Under the new Act, the general trust committee was replaced with Trust Council and the Executive Committee. Local trust committees were not affected.

Under the reorganization, Trust Council replaced the general trust committee, did not hold any land use regulation power (other than appeals) and was responsible for achieving the Trust Object through the development of a Policy Statement. Executive Committee assumed the previous general trust committee authority to regulate land use for non-designated islands.

It was another organizational restructuring to improve administrative efficiencies that did not intend to alter the Trust Object. Simply put, the Trust Object, and by extension the Islands Trust Policy Statement, did not incorporate the *Municipal Act* purpose. That was left to local trust committees to consider when regulating land use.

The new ITA also introduced the Islands Trust Policy Statement. This legislated policy document presumably replaced more informal policies and guidelines used by trustees and their committees.

The Islands Trust Policy Statement² is about achieving the Trust Object. It is not about social issues, as those issues fall within the *Local Government Act* (LGA) mandate.

An Official Community Plan under the *Local Government Act* is a policy document guiding local government land use bylaws for the purpose of that Act. The Trust Policy Statement is what local trust committees must consider when deciding on land use bylaws. But that consideration is about the impact of the bylaw on achieving the Trust Object.

The following may be a stretch but in reviewing the legislation, I wonder whether the Policy Statement can actually direct what the provisions of a local land use bylaw or OCP should contain. I believe the Policy Statement is about outcomes of land use regulation. In some respects, the Policy Statement, like an OCP, establishes general policies directed to outcomes.

If the intention was to enable the Policy Statement to direct what a LGA bylaw provision should contain, the ITA would have cited the authority to do so, but it does not. The Trust Policy Statement is the litmus test of a bylaw's consistency with the Trust Object.

In reviewing the Islands Trust Policy Statement, I believe some policies stray into the *Local Government Act* purpose.

Are the current provisions of the Policy Statement reflective of the Trust Object?

Following are Trust Policy examples that I believe may not be consistent with the Trust Object:

- address the designation of areas for the landing of emergency helicopters.
- Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address their community's current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services.
- Part V has the heading "Sustainable Communities" and a subheading "Healthy Communities."

Summary:

Trust Council in its deliberations and advocacy is tasked with achieving the Trust Object.

LTCs are tasked with two roles:

- (a) establishing land use regulation that meets community needs, and
- (b) ensuring that the environmental impacts of land use regulation do not run contrary to the preserve and protect mandate of the Island Trust.

² The trust policy statement (a) must be a general statement of the policies of the trust council to carry out the object of the trust,

As was the case when the ITA was first enacted, residents of the Trust Area have limitations on what is possible to ensure the Trust Area is protected for the benefit all British Columbians.

Appendix 1

Sets out the Trust's organizational structures and powers established in 1974, 1977 and 1989.

1974		1977		1989	
Committee	LUB Powers	Committee	LUB Powers	Committee	LUB Powers
General Trust Committee	Veto RD bylaws applicable to more than one Trust Island area	General Trust Committee	Power to establish bylaws applicable to more than one island	Trust Council	Decide on appeals of Executive committee decisions on LTC bylaws
	Veto RD bylaws applicable to no-designate Islands such as Bellenas		Power to establish bylaws applicable to non-designated islands such as Bellenas		Establish Islands Trust Policy Statement
Local trust committee	Veto RD bylaws applicable to one island	Local trust committee	Power to establish bylaws applicable to one island	Executive committee	Acting as a LTC, power to establish bylaws applicable to non-designated islands such as Bellenas.
					veto LTC bylaws
Local trust committee	Veto RD bylaws applicable to one island	Local trust committee	Power to establish bylaws applicable to one island	Local trust committee	Power to establish bylaws applicable to one island

September 11, 2019

ISLANDS TRUST POLICY STATEMENT REVIEW

General Commentary-Peter Frinton

The Policy Statement was last consolidated in 2003, other than a more recent administrative review.

It remains a pivotal document, and referenced frequently when evaluating land use proposals within the Trust area. There is no question that the language needs to be updated, yet every time trustees and staff peer at it, a wave of fear descends and everyone quietly steps back from the cliff.

I will comment on just one Directive Policy-4.4.2, largely because it has been so contentious over the years, and is of seminal importance. In fact, water quality and availability may be the prime limiting factor affecting growth on the islands.

The current wording is noble and clear:

4.4.2 Local Trust Committees and island municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure:

- *neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater,*
- *water quality is maintained, and*
- *existing, anticipated and seasonal demands are considered and allowed for.*

It is written as an absolute- words such as ‘shall’, ‘ensure’ leave little wiggle room.

shall | SHal, SHəl |
modal verb (third singular present **shall**)

- expressing a strong assertion or intention: *they shall succeed* | *you shall not frighten me out of this.*
- expressing an instruction or command: *you shall not steal.*

ensure | in 'SHoor, en 'SHoor |

- *[no object]* (**ensure against**) make sure that (a problem) shall not occur.

ORIGIN

late Middle English (in the senses ‘convince’ and ‘make safe’): from Anglo-Norman French **enseurer**, alteration of Old French **aseurer**, earlier form of **assurer** (see [assure](#)).

Unfortunately (or not) we do not live in a world of absolutes. What has repeatedly happened is that 4.4.2 has been ‘interpreted’, or overridden/ignored as the potential for water shortage is omnipresent.

The peril is episodic- seasonal or even once a decade. If enforced, 4.4.2 could be interpreted as saying that no further development should take place at all, anywhere in the Trust area. However, the directive ignores the fact that shortages and quality deficiencies occur at current densities. Issues such as St. Mary's Lake on Salt Spring or salt infiltration on Gabriola and Denman, necessitating water truck deliveries at times.

So it is the Directive which belies the reality.

There is no simple fix, nor any perfect wording. It is hard to craft new language that would not either water down the intent nor open a can of worms.

Notwithstanding this, I think an approach which analyses the elements of the issue, and proffers solutions is not that difficult.

1. Intent- This is pretty simple, to provide water security. The wording of the Directive should acknowledge the difficulties, in the face of unknowns, seasonal differences and longer term climate change, of providing certainty.
2. Approach to solutions- I think the emphasis should be on mitigations and a policy of 'continuous improvement' (ie what we can do now and staging of new water use regulations over time.
3. Specific actions- these have been visited many times, but never or rarely implemented as part of the Building Code or local bylaws. But water storage, grey water separation and reuse, broad water conservation measures, attention to groundwater hydrology whenever sites are disturbed could all, over time, significantly contribute to improving water outlooks.

Strictures are needed. It would be foolish to ignore that. But rather than stating no increase in density nor intensity of use shall take place in water deficient areas, the emphasis could be on requiring demonstration that sufficient measures will be undertaken such that there be a low likelihood of water problems.

That partially makes the problem an engineering one, but should be worded so that even if a proponent appears to be properly addressing issues, that there can be an external review to validate.

The other thing, again just from my perspective, is to not misuse directives as a way of thwarting initiatives. Instead, clear statements about community objectives, normally residing in OCPs, should be elaborated in Land Use Bylaws to make an overriding development framework. For this to work, for example to anticipate a 'number of folio' buildout, it is essential to get definitions correct and have a clear view of envisioned outcomes.

'Density' is a poor measure if a bachelor suite in multifamily housing is counted in the same way a four bedroom house might be. Similarly, if folios are counted, but 'accessory residential use is permitted' (Bowen allows attached and detached suites in most residential areas), then the overall intent gets compromised. A better metric might be 'number of pillows', as is used at Whistler, or aggregate residential footprints.

Parsing just one clause does beg questions about others, and there is always a chance effort will be misdirected, or taken to a certain point, then the process being truncated.

The cure for that is good process, both public and at the staff/trustee level. If there is clear agreement on overarching principles, the details do not work themselves out, but at least there are paths forward.

I think there is a need for iterations of an updated Policy Statement, not ‘here it is, yes or no’? That way, sticking points get elucidated at each stage and can be hopefully rectified.

Setting the time goal, eg new PS before end of current term, and providing appropriate resources without going to outside consultants except for syntax and legal, are more than helpful.

I really encourage the Trust to successfully do this work. It has been nearly two decades since the Programs Committee I was on attempted a rewrite.

Peter Frinton

Retired Municipal Councillor, Islands Trustee and Regional Director

May 28, 2019

To Peter Luckham,
Chair, Islands Trust Council

My following comments are derived from consultations with other trustees (past and present), staff within the Ministry of Municipal Affairs and Housing, legal opinions, reviewing Court cases, and relevant legislation. I am not professing to be an expert on law, and some of my interpretations may be incorrect. Nevertheless, I urge Council to read this, consider obtaining legal advice where necessary, and discuss how to proceed.

Before the review of the Policy Statement takes place, I believe that Council must first have a clear understanding of the Islands Trust Act, its purpose and limitations, as well as the critical role the Trust Policy Statement plays in our land use planning.

THE POLICY STATEMENT

The Islands Trust Policy Statement is directed by the Islands Trust Act to provide general policies for carrying out the object of the Islands Trust. Section 24 (2) (b) authorizes local trust committees to develop bylaws that regulate land use for the specific purpose of carrying out the Trust Object and pursuant to Section 15 (4), these bylaws may only be approved by the Executive/Council if they are not “contrary to or at variance with the Trust Policy Statement”. Consequently, it is important that the Trust Policy Statement and the interpretation of the Trust Object are consistent with one another. These instructions are no mere piety, it indicates the key importance the Policy Statement has in fulfilling the mandate as outlined in Section 3 of the Islands Trust Act. The Policy Statement should not be a wish list; it is intended to be an overall vision that must be adhered to.

During the 1994 review of the Trust Policy Statement, in response to significant pressure from constituents that the Islands Trust was focusing too much on conservation and insufficient attention to people, Council converted the Policy Statement from a federation (a Trust Area wide perspective), into a confederation of relatively independent communities. That weakened the important role the Policy Statement played in tying regional obligations to local matters and created greater degrees of adherence to those policies by local communities. As a consequence, Council and Trustees have expanded their perception of the mandate beyond the confines of the statutory mandate. One of the rationalizations for changing the focus from the natural environment to the human environment has been by interpreting the word “amenities” to include community social issues and culture.

This issue was considered in 2010 by a Task Force, formed as a subcommittee by Council under the Trust Programs Committee, to provide a report on a Policy Statement review. Their findings were:

“Definitions of amenity

A general dictionary definition of an amenity is “a pleasant or useful feature”. The word can also be applied in the following three ways:

- Natural amenities, such as viewscapes and beaches that make a particular area pleasant and attractive to humans*
- Developed amenities, such as parks, trails, community centres, playgrounds, etc that provide services to a neighbourhood*

- Real estate amenities, such as swimming pool, landscaping, sauna, etc that enhance value and comfort on a particular property.

Conclusions

The phrase “unique amenity”, as included in the object of the Islands Trust, has never been spelled out explicitly. However, a sense of its meaning can be inferred, particularly from the Islands Trust Policy Statement. When references in the Policy Statement are looked at in combination, a picture emerges of the “unique amenities” of the Trust Area as being a variety of qualities and features (natural amenities) - such as outstanding scenery and recreational resources - combined with community character (or unique character). This picture is reinforced by what is learned from the court judgments. The context does not seem to suggest that “developed” amenities, except where these might contribute to “community character”, are being referred to in the object.”

This finding is, I believe, half correct because it suggests that Council, through the Policy Statement, has decided that “unique amenities” is inferred to include “community character” although no such phrase appears in the Act. I would further suggest that to build upon that interpretation to include “healthy communities” and “culture” is equally incorrect. If one takes the words “unique amenities” in the Act at face value, it is clear that the intent of those words was to describe aspects of the Trust Area’s natural environment and its rural character. I believe the legislation used these words carefully to ensure clarity.

WHAT EXACTLY ARE WE?

The Islands Trust is continued by statute as a “trust”, and not a local government. The Legislature’s intention to create a “trust”, rather than a “local government”, is evident through the terms the legislation uses; “objects”, “trust” and “trustees”. The main characteristic of a “trust” whether private, public non-charitable, or political, is “the fiduciary relationship which exists between trustee and beneficiary of the trust” (Waters). In this case, it is assumed that the public is the beneficiary and the Islands Trust has the fiduciary duties of a trustee. This difference is confusing because in many ways, the Trust acts like a local government and Section 29 (1) states that LTCs “have all the powers and authority **of** a local government”. However, the Trust’s legislation stops short of recognizing LTCs **as** a local government as defined in the LGA. Otherwise, the Islands Trust Act could have stated the LTC is deemed to be a local government for the purposes of specific sections of the LGA, in which case the purposes of the LGA would have applied to the LTC. This of course would have created an internal tension between the purposes of the Trust Act (environment) and the LGA (community need).

In practical terms, this presents some difficulty for LTCs while carrying out their duties. For example, in a municipality, operating under the LGA, a zoning application that increases density may cause several impacts to the environment and its unique amenities. However, the municipality can determine that, regardless of those impacts, the increased density is in the best interests of their community. Not so for LTCs. The Islands Trust’s bodies cannot “trade off” the protection and preservation of the unique amenities and the environment for any other purpose (such as community and/or social needs.) *The LGA allows municipalities to consider other community values in their decisions, Trustees cannot.*

The Islands Trust Act, sections 8 & 9, (in relation to Trust Council), section 21 (in relation to the Executive), and section 24 (in relation to Local Trust Committees), compels their powers are to be exercised “for the purposes of carrying out the object of the Trust”. They are also provided with the authority and the powers through a number of specific provisions of the Local Government Act (LGA)

and Community Charter that are adopted with modification for application to the Islands Trust Act. Those provisions include land use planning and regulation, elections, enforcement of bylaws, heritage conservation, and specific subdivision regulation, among others. For example, the Local Government Act (LGA), gives the Islands Trust the authority to carry out its mandate through zoning, *but the Trust Act gives the Executive, Council, and LTCs, the direction and purpose for them to exercise their powers and specifies that those powers be used in fulfilling the object of the Trust Act.* It stands to reason then, that if those powers are granted to Trust bodies to fulfill the object, then they are also constrained by them. Therefore, I do not believe it can be inferred that the LGA gives the Islands Trust the authority to address other needs of their communities beyond those specified in the object of the Trust Act. The Executive, Council and LTCs, must consider the preservation and protection of the environment (including provisions of the Environmental Management Act; s. 34.1 of Trust Act), above all other matters in applications for zoning, siting, and use permits, Development Variance Permits, and Variances, or, when adopting a bylaw. *If the predominant purpose of the proposed bylaw does not preserve and protect the environment, then I submit it may be ultra vires the Trust Act and subject to a legal challenge.*

The Islands Trust is directed to work “in co-operation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.” That instruction does not mean that the Islands Trust has the authority to become involved, outside of advocacy, in other jurisdictions or any community social and cultural needs for which other agencies or levels of government have the responsibility. Trustees are also to exercise their powers “for the benefit of the residents of the Trust Area and of British Columbia generally”. This instruction imposes a duty of care upon the Islands Trust, in its decisions and actions, to further the object on behalf of all those in British Columbia, not just the residents of the islands within the Trust Area.

WHERE TO FROM HERE?.

For those of you who were present, or recall in 1995, MacMillan Bloedel went to Court to successfully challenge the Galiano LTC from adopting bylaws that MacMillan Bloedel argued were ultra vires the Trust Committee’s powers under the Act by attempting to change logging practices and preserve land without expropriation (BCJ No. 1763). The Galiano LTC sought to remove the building of homes in Forest zoned lands because they would dramatically alter the natural environment. The Court of Appeal overturned the lower court’s decision because it confirmed that the Galiano LTC enacted the bylaws to satisfy the requirements of s.3 of the Trust Act, that is, to preserve and protect the environment (Justices Southin and Finch). What makes this case particularly significant is that it confirms the view that “s.3 acts as an ultimate limit on the purposes for which Trust Bodies can use their powers” (Howard, Mandell Pinder).

It is for this reason that I believe the Islands Trust has exceeded its authority and jurisdiction by including “culture and communities” in its goals and in the Policy Statement. It goes without saying that the effort in responding to these topics has diverted attention from fulfilling the object of the Act, has cost an enormous amount of time and resources over the years, and has opened the Trust to potential Court challenges.

The Islands Trust and Council take some pride in the work the Conservancy has done, and is continuing to do, in recognizing and protecting sensitive areas. I believe that the principal reason for that success is their singular vision and goal. I don't believe LTCs will be as successful in protecting the remaining areas of our islands that are impacted by human activity unless they also have a unified and clear understanding of the Trust Act and its object. I assume that if the Trust is continued by statute for this purpose, then the Islands Trust would not be continued if it fails.

It is my hope that a complete review of the Policy Statement will remove any ambiguity about our legislation, responsibility, and vision, and motivate us in fulfilling a duty of care to the environment through our statutory mandate.

Respectfully,

Steve Wright.

Top Priorities Report

Trust Programs Committee

1. Review the Islands Trust Policy Statement

Responsible

Dates

Implement Policy Statement engagement plan
State of the Islands project
Outline future phases of the Islands Trust Policy Statement engagement process

Clare Frater

2. Trust Secretariat

Responsible

Dates

Provide a report to Trust Council with information about the implications of the Islands Trust taking on a secretariat role for the Howe Sound Community Forum that considers the needs of existing and potential regional coordination processes in the Baynes Sound/Lambert Channel and Saanich Inlet regions.

Clare Frater
Russ Hotsenpiller

Rec'd: 20-Jun-2018

3. Amend Crown Land Cooperation Agreements

Responsible

Dates

Engage Bowen Island Municipality and the Province of B.C. in updating and consolidating existing agreements into one. (Consider implications for First Nations relationships.)

Clare Frater

Rec'd: 15-May-2019



Projects Report

Trust Programs Committee

1. <i>Improve cooperation and integration with other levels of government.</i>	Responsible	Date Received
Explore opportunities and benefits of cooperating with First Nations and others to seek nominations of the Trust Area as a UN Biosphere Reserve.		

2. <i>Enhance (protect / restore) community character, socio-economic diversity and economic</i>	Responsible	Date Received
Develop advocacy program for sustainable, appropriate agriculture		
Facilitate exploration of intra and inter-island transportation routes		

3. <i>Improve the Delivery and Integration of Services</i>	Responsible	Date Received
Identify changes that could improve the delivery and integration of services		