



Trust Programs Committee Revised Agenda

Date: May 14, 2021
Time: 9:00 am - 2:00 pm
Location: Electronic Zoom Meeting

Pages

1. CALL TO ORDER
2. APPROVAL OF AGENDA
 - 2.1. New Items and Re-Ordering of the Agenda
 - 2.1.1. *The following correction to the agenda was presented for information:* 3 - 3
 - 9.2 Policy Statement Amendment Project - Feedback on First Draft of New Policy Statement Bylaw – Attachment to Briefing – new graphic to replace an inadvertently cropped graphic included with Trustee Fast’s submission
 - 2.1.2. *The following additions to the agenda were presented for consideration:* 4 - 8
 - 9.3 Policy Statement Amendment Project - Feedback on First Draft of New Policy Statement Bylaw
 - draft notes in regards to discussion at the Regional Planning Committee meeting of May 12, 2021;
 - feedback received from Trustee Critchley.
 - 2.2. Approval of Agenda
3. ADOPTION OF MINUTES/COORDINATION
 - 3.1. Minutes of Meeting
 - 3.1.1. Trust Programs Committee meeting of May 3, 2021 9 - 12
 - 3.2. Resolutions Without Meeting

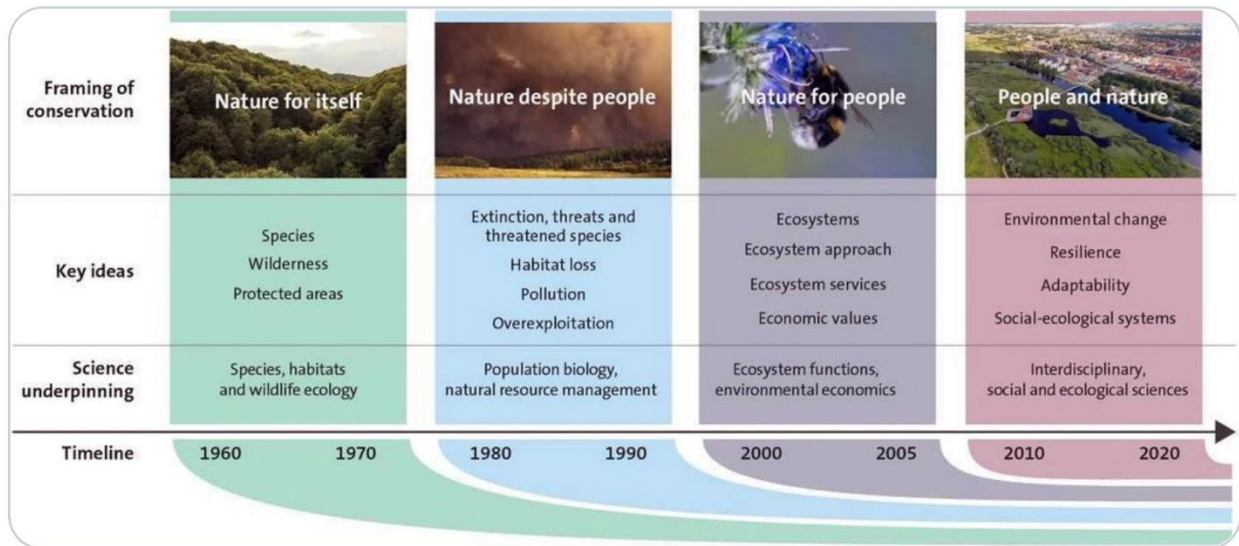
None
 - 3.3. Follow Up Action List 13 - 15
4. TOWN HALL
5. DELEGATIONS

None
6. CLOSED MEETING

That the meeting be closed to the public in accordance with the Community Charter, Part 4, Division 3, s. 90(1)(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose and that staff attend the meeting.

7.	RISE AND REPORT	
8.	BUSINESS	
8.1.	Secretariat Support Services - RFD	16 - 31
9.	TRUST COUNCIL BUSINESS	
9.1.	2020-2021 Annual Report - Trust Programs Committee section - RFD	32 - 33
	That Trust Programs Committee approve the attached text for inclusion in the 2020-2021 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs	
9.2.	Policy Statement Amendment Project - Feedback on First Draft of New Policy Statement Bylaw - Briefing	34 - 65
10.	NEW BUSINESS	
11.	CORRESPONDENCE	66 - 87
11.1.	Correspondence received in regards to the Policy Statement Amendment Project	
12.	WORK PROGRAM	
12.1.	Trust Programs Committee Work Program	88 - 89
13.	NEXT MEETING	
	Friday, June 25, 2021 from 9:00 a.m. to 2:00 p.m.	
14.	ADJOURNMENT	

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



Feedback from Regional Planning Committee on Draft V1.0

On May 12, 2021, staff presented members of Regional Planning Committee (RPC) with the first draft V1.0 of the new Policy Statement bylaw and invited clarifying questions as well as feedback on whether RPC felt that this first draft had fulfilled the direction from Trust Council to update the Policy Statement. The feedback was generally positive with some suggestions for improvement. The following provides a summary of the feedback expressed.

Trustee Wolverton

- more readable than previous version
- liked new organizational structure of document
- questioned “unknown archaeological areas” in Part 5 preamble (Lisa clarified meaning)
- hoped definitions/glossary would come back in as some terms are referred to multiple times (David clarified intent)

Trustee Stamford

- much more current and important statement that she can stand behind
- missing in introductory section: acknowledgment/definition of what islands are and why they are important – e.g. bounded systems, more sensitive ecologies, water issues more critical than they would be in larger areas that have more options, etc.
- contents of policy statement should be portrayed and visualized as pillars that are equally important

Trustee Patrick

- supportive and happy to see First Nations and heritage elements in the new document
- draft needs to better integrate community considerations
- we should include definition of what “community” is in the Trust Area context, inclusive of First Nations knowledge, centred on place and being; Harold Joe, Cultural Knowledge Holder quote: “we always talk about human beings; we don’t talk about being human”

Chair Busheikin

- echoed support and feels that the draft fulfills Trust Council’s direction to update the Policy Statement
- thinks it’s bold and new, but not too new that it’s a break with the past
- would like to see more in section 1.4 about communities / human settlements as per the March Trust Council motion regarding healthy and inclusive communities; doesn’t need to be the number one priority, but needs mentioning
- carrying capacity term: needs to be defined and would be difficult to discern at local level
- recommends not just relying on mapping/science; we also need local knowledge/qualitative measures/Indigenous knowledge to supplement the quantitative data
- doesn’t like the phrase “no more business as usual” – negative, populist, defines what we’re not doing instead of where we’re headed; could be perceived as anti-business; could be reframed to language around “bold new approaches” (inspire vs criticize)
- policy 4.2.6 (freshwater/density) – has seen bold approaches to move towards reliance on rainwater in her local area; would like to see more flexible approaches to density that allow for rainwater (William clarified intent/rationale for not considering rainwater as a primary source at this time)
- noticed lack of affordable housing definition and difficulties in defining this term; would like a broad definition that could be personalized at the local level and that respects the spectrum of owners and renters
- highlighted Declaration on the Rights of Indigenous Peoples Act (DRIPA) implementation guidelines to work toward ‘interpretations’ vs ‘definitions’.

Trustee Luckham

- noted policy 4.6.7 “artificial reefs should not be developed” - language does not capture the essence of the concern which is actually more about “ocean dumping”; a key concern of First Nations in areas located throughout the Salish Sea and which impact the overall health of the area
- suggested “artificial reefs should not be permitted unless there is significant environmental benefit”
- suggested clauses related to ocean dumping and its impacts (federal jurisdiction)

Trustee Langereis

- concurred about “ocean dumping” which would also include dumping of dredging materials

Trustee Stamford

- noted a very successful artificial reef (a.k.a. military ship/dump) in Gambier planning area; has been awkward to have this policy around artificial reefs; case of throwing baby out with the bathwater as some smaller artificial reefs in Howe Sound could support significantly degraded marine environments

Trustee Peterson

- supported revision to 4.6.7 to reflect potential for environmental benefit of artificial reefs

Chair Busheikin

- 6.2.5 (short-term rentals impacts on affordable housing) – has it been left too vague, to be interpreted by each local trust committee / island municipality? Should be based on broad qualitative analysis of impacts of short-term rentals on housing availability and affordability – not just subjective sense at the local level (Dilani clarified why this may need a more localized approach)

The session ended with expressions of broad support. Several longstanding trustees reflected that Islands Trust is in a much better position than it was ten years ago to adopt a new Policy Statement that is reflective of all that the Trust has learned and how much it has changed over the last ten years. Staff thanked the committee for its feedback and indicated that they would provide a summary of this feedback to Trust Programs Committee for its May 14 meeting.

To: Trust Programs Committee

From: David Critchley

Comments Regarding The First Draft Of Proposed Revisions To The Trust Policy Statement

- 1) As to process, I am concerned that the outline of the anticipated steps and timing set out by staff is inadequate for the proper consideration of this important matter by the Committee. To me, it is not a topic to be hurried, and it requires comprehensive, unrushed analysis and discussion by members before it moves to Trust Council. This view is also shared by a number of Denman residents who are alarmed that the process is too fast, notwithstanding that full public consultation is planned for later in the process. Some people feel that it is important that public consultation and input be an ongoing process from the earliest stages. There is a reasonable concern that as matters progress the content becomes “baked in” and is more difficult to change.
- 2) I am pleased to see the current emphasis on the protection of the natural environment, especially the descriptions of elements of both land and marine ecosystems. It is not often that one encounters references to mycelium (page 10, second paragraph) outside a textbook, and it is good to see its significance recognized.
- 3) I would like to see more substance in the Housing section directed to affordable housing. This should include a definition of affordable, secure housing. And perhaps the submission from Hornby should be revisited. I see affordable housing as a crucial issue that needs all the policy support we can give.
- 4) I see a boldness in approach in terms of freighter anchorages and tanker traffic. I would like to see a similar bold approach to house size, for example a maximum of 250 square meters. Or smaller.
- 5) I am not comfortable with the concept of “carrying capacity” that appears in several places. To me it implies the continued addition of humans to a theoretical and uncertain point just before the collapse of ecosystems. It seems to me that our duty to preserve and protect the environment does not allow exploitation and dominance by mankind to a point that is just short of collapse. I cannot think that the legislature intended that.

I think we need more thought and ideas to better describe the necessary limits to growth that must apply throughout the Trust Area. The input of biologists as well as planners would seem necessary in this process.

I am concerned about the accelerating pace of growth in the Trust Area and I think that bold action is needed to put some boundaries on it. I believe that it is not too early (and hopefully not too late) to be putting a mathematical limit on overall density of X number of dwellings per Y number of hectares on each island in the Trust.

I realize that Trust-wide standards for maximum house size and maximum density may be seen as radical. However, to me, this is what the Trust needs to do to be forward-thinking and pro-active in preserving and protecting. Otherwise we will be swept along on the currents of market forces and be little different from every other local government that expresses “concern” for the environment.

- 6) Some comments and questions on wording:
- a. Page 4 “is the homeland of...” .Should this say “is part of the homeland of..”?
 - b. Page 5 second paragraph, second line, should the word “generally” be added after British Columbians so as not to exclude indigenous people from being British Columbians?
 - c. Page 6, last paragraph, do the social characteristics of islands vary? If so, should this affect policy in preserving and protecting?
 - d. Page 7, last paragraph, the use of “empower” seems odd.
 - e. Page 9, second paragraph, “specifically names the unique amenities” – actually they aren’t named, so better wording could be used here.
 - f. Page 9, second paragraph, “carrying capacity” is mentioned. See above.
 - g. Page 10, 3.14 mentions carrying capacity.
 - h. Page 10, 3.16 should add “with” after “coordinate”.
 - i. Page 10, 3.1.10 mentions carrying capacity.
 - j. Page 11, last sentence, I am not sure that natural systems can always be replaced, regardless of cost. It seems a peculiar notion.
 - k. Page 12, 4.1.4, should not be limited only to “fragile” species?
 - l. Page 14, 4.2.4 “plans” should be “plants”.
 - m. Page 14, 4.2.6 needs clarification as to whether captured rainwater is included in freshwater.
 - n. Page 17, 4.3.10, third line, protection should be protecting.
 - o. Page 18, 4.4.6, add “not more than” after “built to”.
 - p. Page 19, 4.5.4, should there be exceptions with certain permits by due process including First Nations?
 - q. Page 20, does Southern Gulf Islands need to be defined? Should the anchorage prohibition be throughout the Trust Area?
 - r. Page 22, 4.6.18, does anchoring really affect carbon capture?
 - s. Page 25, carrying capacities.
 - t. Page 29, 6.2.6, in my view the limits of floor area should be set for the whole Trust Area.
 - u. Page 30, 6.3.5, road location not impacting coastal and marine areas. I am anxious to protect these areas but wonder what is intended by this so that LTCs can be better guided.
 - v. In several places there are references to “indigenous ways of knowing” which is a phrase that perhaps could have more said about it for better understanding.

These comments are from first impressions, so other issues will undoubtedly arise. Comments are bound to be seen as criticism in some respect and I hope that staff do not feel burdened by it. I see a lot to applaud here and I want to thank staff for their professional efforts in producing this first draft.

David Critchley,

Denman Island Local Trustee

May 9th, 2021



Trust Programs Committee Minutes of Special Meeting

Date: May 3, 2021
Location: Electronic Zoom Meeting

Members Present: Deb Morrison, North Pender Island Local Trustee (Chair)
Paul Brent, Saturna Island Local Trustee
Scott Colbourne, Gabriola Island Local Trustee
David Critchley, Denman Island Local Trustee
Doug Fenton, Thetis Island Local Trustee
Michael Kaile, Bowen Island Municipal Trustee
Kees Langereis, Gabriola Island Local Trustee
Benjamin McConchie, North Pender Island Local Trustee
Timothy Peterson, Lasqueti Island Local Trustee
Dan Rogers, Gambier Island Local Trustee (EC Representative)
Peter Luckham, Islands Trust Council Chair (Ex Officio)

Staff Present: Russ Hotsenpiller, CAO
Clare Frater, Director, Trust Area Services
David Marlor, Director, Local Planning Services
Dilani Hippola, Senior Policy Advisor
Lisa Wilcox, Senior Intergovernmental Policy Advisor
William Shulba, Senior Freshwater Specialist
Robert Barlow, Legislative Services Clerk/Recorder

Others Present: Laura Patrick, Salt Spring Island Local Trustee
Sue Ellen Fast, Bowen Island Municipal Trustee
Nine members of the public

1. CALL TO ORDER

The meeting was called to order at 4:00 p.m. Chair Morrison acknowledged that the meeting was being held in the traditional and treaty territory of the Coast Salish First Nations.

2. APPROVAL OF AGENDA

2.1 New Items and Re-Ordering of the Agenda

None

2.2 Approval of Agenda

By general consent the agenda was approved.

3. TOWN HALL AND DELEGATIONS

3.1 Town Hall

Jacinthe Eastick, Michael Sketch and Maxine Leichter spoke individually to the Committee in regards to the Policy Statement Amendment Project.

3.2 Delegations

None

4. ADOPTION OF MINUTES/COORDINATION

4.1 Minutes of Meeting

4.1.1 Trust Programs Committee minutes of April 8, 2021

The Committee requested that the minutes note that the April 8th meeting was originally scheduled to end at noon but that the meeting would continue provided that quorum was maintained and that some trustees had other commitments to honour based on that original scheduled end time and would have to leave the meeting prior to adjournment.

By general consent the minutes were approved as amended.

4.2 Resolutions Without Meeting

None

4.3 Follow Up Action List

Director Frater provided an update in regards to the items that are in progress, noting that the Policy Statement Amendment Project and development of the new website have been the focus of work for staff and staff continue work with provincial staff in relation to Crown land agreements.

5. TRUST COUNCIL BUSINESS

5.1 Policy Statement Amendment Project - First Draft of New Policy Statement Bylaw - Briefing

Senior Policy Advisor Hippola provided a presentation and the Committee requested that a digital copy of the presentation be made available to committee members. It was noted that the material will be presented to other committees and feedback will be incorporated into future versions.

Discussion included the need or feasibility to define a number of topics and concepts and where those definitions could be captured in the bylaw.

The Committee recessed at 5:25 p.m. and reconvened at 5:33 p.m.

Discussion continued in regards to whether the following topics and concepts were addressed appropriately:

- coordination or collaboration with other agencies
- inclusive communities
- equity
- amenities
- development limits
- freshwater and rainwater collection
- preserve and protect the natural environment
- cultural heritage sites
- carrying capacity
- affordable housing
- sustainability
- diversity
- agriculture

Discussion also included consideration of whether there is more time required for trustee review of the draft bylaw prior to first reading. Trustee Brent expressed his concern that the timelines for the review process are too compact, particularly as he wishes to consult with the Saturna Island community.

It was requested that members provide comments, concerns or suggested edits to the first draft of the new Policy Statement Bylaw in writing to staff by May 9.

6. NEW BUSINESS

None

7. CORRESPONDENCE

None

8. WORK PROGRAM

8.1 Trust Programs Committee Work Program

The Work Program was not reviewed.

9. NEXT MEETING

Friday, May 14, 2021, from 9:00 a.m. - 2:00 p.m.

TPC-2021-022
It was MOVED and SECONDED,

that Trust Programs Committee request staff to investigate potential dates for an additional Committee meeting prior to June Trust Council.

CARRIED

10. ADJOURNMENT

By general consent the meeting adjourned at 7:00 p.m.

Deb Morrison, Chair

Certified Correct:

Robert Barlow, Legislative Services Clerk/Recorder

Minutes are not official until adopted at a subsequent meeting.

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: 31-Mar-2022	In Progress

06-Nov-2019

Activity	Responsibility	Dates	Status
1 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.	Clare Frater	Target: 31-Mar-2022	In Progress

20-Oct-2020

Activity	Responsibility	Dates	Status
1 that Trust Programs Committee endorse a potential commitment by Islands Trust Council to participate as a pilot region for the Climate Action Report Card Tool that is being developed by My Sea to Sky Society and partners.	Clare Frater Lori Foster	Target: 31-Mar-2022	In Progress

05-Nov-2020

Activity	Responsibility	Dates	Status
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Follow Up Action Report

Trust Programs Committee

05-Nov-2020

Activity	Responsibility	Dates	Status
1 that Trust Programs Committee request staff to investigate options for a joint review with the Ministry of Transportation and Infrastructure of road standards, incorporating the Climate Change Declaration and the Reconciliation Declaration, and report back to Trust Programs Committee.	Clare Frater David Marlor	Target: 31-Aug-2021	In Progress
2 that Trust Programs Committee request staff to work with Trustee Peterson to refine the Amending the Policy Statement Amendment Policy 1.2.1. RFD, and bring it back to Trust Programs Committee before the March, 2021 Trust Council meeting.	Clare Frater Dilani Hippola	Target: 14-May-2021	In Progress

05-Feb-2021

Activity	Responsibility	Dates	Status
1 Discuss with the province and report to Trust Council on a process to identify potential governance and/or operational change that could be adopted in order to improve the delivery and integration of all the types of services that are delivered to the Islands Trust Area. By general consent, at its Dec 16, 2020 meeting, Executive Committee put this item on hold pending review by Trust Programs Committee.	Clare Frater		In Progress

08-Apr-2021

Activity	Responsibility	Dates	Status
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Follow Up Action Report

Trust Programs Committee

08-Apr-2021

Activity	Responsibility	Dates	Status
1 that Trust Programs Committee request staff to provide a rough estimate of the amount of hours all staff have spent on the Trust Policy Statement Review during the last quarter, or any time period as appropriate.	Clare Frater	Target: 14-May-2021	Completed
2 that Trust Programs Committee request staff to seek legal opinion on a trustee's ability to vote on requests for funding for secretariat services where the trustee is a member of an unincorporated association and alternatively where the trustee is a part of a steering committee of an unincorporated association seeking funding.	Clare Frater	Target: 14-May-2021	Completed

03-May-2021

Activity	Responsibility	Dates	Status
1 that Trust Programs Committee request staff to investigate potential dates for an additional Committee meeting prior to June Trust Council.	Clare Frater Robert Barlow	Target: 14-May-2021	Completed

REQUEST FOR DECISION

To: Trust Programs Committee **For the Meeting of:** May 14, 2021
From: Trust Area Services **Date Prepared:** May 10, 2021
SUBJECT: Secretariat Services to Coordination Groups in the Trust Area

RECOMMENDATION:

That Trust Programs Committee allocate for fiscal year 2021/22:

- \$X,XXX to support the coordination of the Southern Gulf Islands Forum,
- \$X,XXX to support the coordination of the Baynes Sound Lambert Channel Ecosystem Forum,
- \$X,XXX to support the coordination of the Coastal Douglas-fir Conservation Partnership, and
- \$X,XXX to support the coordination of the Howe Sound Community Forum;

That Trust Programs Committee request the Director of Trust Area Services to allocate a maximum of 70 hours of Trust Area Services staff time for direct provision of secretariat services to support:

- the Southern Gulf Islands Forum,
- the Baynes Sound Lambert Channel Ecosystem Forum, and
- the Rural Island Economic Forum.

DIRECTOR OF TRUST AREA SERVICES COMMENTS: The recommendations are consistent with the Secretariat Services policy and within the budget allocated by Trust Council. Staff preference is for Trust Programs Committee to leave specific hour allocations to the Director so staff can flexibly respond to changing circumstances.

- 1 PURPOSE:** To provide Trust Programs Committee (TPC) with background information, and to review requests for secretariat support for coordination groups in the Island Trust Area.
- 2 BACKGROUND:** There are a number of coordinating groups operating in the Trust Area, largely supported by volunteer or in-kind staff effort. These bodies bring together different levels 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 have 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 and side-of-the-desk coordinators.

In December 2019, Trust Council adopted the 2018-2022 Strategic Plan that includes Strategy #21: Provide a secretariat role to forums within the Trust Area.

In September 2020, Trust Council passed a Secretariat Services policy, as recommended by TPC. Trust Programs Committee support to forums can be via staff support through contribution of staff time, financial support, or a combination of the two. It is important to note that this is not a granting process – Islands Trust will offer the administrative support via the Program Coordination staff time or contract.

The Secretariat Services policy states that TPC will assess opportunities to provide Secretariat Services at its first meeting of the fiscal year. If staff resources or funding remain unallocated after this meeting, TPC may consider additional opportunities at future meetings.

In November 2019, TPC requested that staff work with the Fraser Basin Council to identify opportunities for coordination in the delivery of secretariat services in the Islands Trust Area. This work has not advanced in a meaningful way but staff will reach out as time permits.

On March 10th, 2021, Trust Council adopted a budget with \$12,000 for 2021/22 for secretariat services as proposed in a business case from TPC.

The following organizations have provided Letters of Interest (attached) outlining administration needs. Trust Programs Committee received delegations from the organizations below on April 8, 2021 – available to be seen in the April 8, 2021 meeting recording at:
<https://collaboratevideo.net/MaxPlayer/default.aspx?cid=isthost&pid=vod&vid=210408A&bw=720p&webcastID=IST-210408A>.

Organization	Staff Support Requested	Support for Administrative Costs Requested
Southern Gulf Islands Forum	Yes, see specifics in the letter of interest	\$5,000.00
Baynes Sound Lambert Channel Ecosystem Forum	Yes, see specifics in the letter of interest.	\$2,500.00
Coastal Douglas-fir Conservation Partnership	None.	\$5,000.00
Howe Sound Community Forum	None.	\$4,000.00
Rural Island Economic Partnership	Yes, see specifics in the letter of interest.	None.
TOTAL REQUESTS:		\$16,500.00
FUNDING AMOUNT:		\$12,000.00

During the discussion on April 8, 2021, the Trust Programs Committee voted to postpone consideration of the motion “that Trust Programs Committee allocate \$2,500 to support the continuation of the Baynes Sound Lambert Channel Ecosystem Forum” to the next regular meeting, and to postpone decisions on the funding of Secretariat Services to the next regular meeting.

If Trust Programs Committee were to allocate 72% of each requested amount the total allocated would be \$11,800 and the amounts would be as follows:

- \$3,600 to support the coordination of the Southern Gulf Islands Forum,
- \$1,800 to support the coordination of the Baynes Sound Lambert Channel Ecosystem Forum,

- \$3,600 to support the coordination of the coastal Douglas-fir Conservation Partnership, and
- \$2,880 to support the coordination of the Howe Sound Community Forum;

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: Staff estimate that up to four weeks a year of the Program Coordinator's time (140 hours or roughly \$5,000) is available to assist with the Secretariat Services program. At least half of this time is likely to be spent managing contracts leaving approximately 70 hours for direct administrative/facilitation assistance to coordination groups.

The other programs supported by this position include coordination and implementation of public and First Nations engagement and Trust-wide advertising for the Policy Statement Amendment Project, the Living in the Trust Area Mailing, stewardship education programs as requested by Trust Programs Committee, Community Stewardship Awards administration (if offered this year), budget consultation administration, social media support, administration of housing agreements, website support, and general support to the Trust Area Services team.

If Trust Programs Committee indicates an interest in providing administrative support to certain coordination groups the Director will work with the coordination groups to determine the exact nature of the support, the timeframes, and expected workload. If Trust Programs Committee wishes some groups to receive more staff time than others it would be good to have this expressed in proportions. Due to the need to respond to changing circumstances within partnerships, staff encourage Trust Programs Committee to provide general direction rather than attempting to allocate specific staff hours.

FINANCIAL: In the 2020/21 fiscal year, TPC has \$12,000 budgeted to spend on secretariat services.

POLICY: Trust Council Policy 2.1.15 Secretariat Services (see attached)

IMPLEMENTATION/COMMUNICATIONS: Information about secretariat support for coordinating bodies will be included on the new Islands Trust website. Following TPC's decision, staff will develop service contracts and work to determine how staff support can be provided. The Program Coordinator position is currently vacant and not likely to be filled before early July.

FIRST NATIONS: TPC is encouraged to prioritize support for coordinating bodies that are guided by the principles of inclusion and diversity and are informed by First Nations, Métis, and/or Inuit understanding in keeping with the Islands Trust's Reconciliation Declaration and its commitment to the United Nations Declaration on the Rights of Indigenous Peoples.

OTHER: N/A

4 RELEVANT POLICY(S): Trust Council Policy 2.1.15 Secretariat Services

5 ATTACHMENT(S):

- Trust Council policy 2.1.15 Secretariat Services
- Southern Gulf Islands Forum – Letter of Interest
- Baynes Sound Lambert Channel Ecosystem Forum – Letter of Interest
- Coastal Douglas-fir Conservation Partnership – Letter of Interest
- Howe Sound Biosphere Region Initiative Society - Howe Sound Forum – Letter of Interest
- Rural Island Economic Partnership – Letter of Interest

RESPONSE OPTION

Recommendation:

That Trust Programs Committee allocate for fiscal year 2021/22:

- \$X,XXX to support the coordination of the Southern Gulf Islands Forum,
- \$X,XXX to support the coordination of the Baynes Sound Lambert Channel Ecosystem Forum,
- \$X,XXX to support the coordination of the coastal Douglas-fir Conservation Partnership, and
- \$X,XXX to support the coordination of the Howe Sound Community Forum;

That Trust Programs Committee request the Director of Trust Area Services to allocate a maximum of 70 hours of Trust Area Services staff time for direct provision of secretariat services to support:

- the Southern Gulf Islands Forum,
- the Baynes Sound Lambert Channel Ecosystem Forum, and
- the Rural Island Economic Forum.

Alternatives:

1. That Trust Programs Committee request the Director of Trust Area Services to allocate a maximum of 70 hours of Trust Area Services staff time for direct provision of secretariat services to support:
 - a. the Southern Gulf Islands Forum (approximately XX hours),
 - b. the Baynes Sound Lambert Channel Ecosystem Forum (approximately XX hours), and
 - c. the Rural Island Economic Forum (approximately XX hours).
2. That Trust Programs Committee fully fund all secretariat services requests (\$16,500) and request staff to provide recommendations to reduce other Trust Programs Committee 2021/22 projects to balance the \$4,500 overspending in the secretariat services budget.

Prepared By: Clare Frater, Director of Trust Area Services

Reviewed By/Date:



Policy:	2.1.15
Approved By:	Trust Council
Approval Date:	September 15, 2020
Amendment Date(s):	
Policy Holder:	Director of Trust Area Services

SECRETARIAT SERVICES

Purpose

1. To define a process for allocating funding and staff time with respect to administrative support for Coordination Groups in the Trust Area, in accordance with Trust Council's authority to coordinate and assist in the determination, implementation and carrying out of municipal, regional and improvement district and government of British Columbia policies.
2. To reinforce that Trust Council, its committees and the Executive Committee are not permitted to provide grants-in-aid in support of other organizations, unless consistent with the Procurement Policy (6.5.3) and the History, Heritage and Conservation Grants-In-Aid Policy (2.1.14), but may support coordination and assistance in the determination, implementation and/or carrying out of First Nation, regional, improvement district, and government of British Columbia policies.

Background

Section 8(2) of the *Islands Trust Act* establishes the discretionary powers of Trust Council for the purpose of carrying out the Trust Object. In accordance with section 8(2)(b), 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." Part II of the Islands Trust Policy Statement further provides that:

"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."

A. Definitions

"Coordination Group" means a group comprised of First Nations, organizations and/or stakeholders that convene to share information and collaborate or to determine, implement or carry out First Nation, regional district, improvement district, or government of British Columbia policies in the Trust Area.

"Secretariat Services" means the provision of administrative support including, but not limited to, meeting organization, meeting administration, public notices, recording and distribution of meeting notes or minutes, and website hosting and updating.

"Secretariat Services Budget" has the meaning set out in section 1.1 hereof.

"Trust Object" means the object of the trust as set out in section 3 of the *Islands Trust Act*.

B. Policy

1. Funding Source

- 1.1 By September of each year, the Trust Programs Committee will recommend to the Financial Planning Committee an allocation for the Secretariat Services budget for the following fiscal year (the “Secretariat Services Budget”).

2. Policy for Providing Secretariat Services

- 2.1 Trust Programs Committee will assess opportunities to provide Secretariat Services at its first meeting of the fiscal year. If staff resources or funding remain unallocated after this meeting, the Trust Programs Committee may consider additional opportunities at future meetings.
- 2.2 Trust Programs Committee may only allocate funding to or undertake Secretariat Services for Coordination Groups that:
 - 2.2.1 have an appointed representative of the Trust Council, Bowen Island Municipality, a local trust committee, or the Islands Trust Conservancy as a member or regular participant;
 - 2.2.2 invite and encourage First Nations involvement and leadership in a manner that is consistent with the Islands Trust Council’s First Nations Engagement Principles Policy and Reconciliation Declaration; and
 - 2.2.3 undertake work that coordinates and assists in the determination, implementation and carrying out of municipal, regional and improvement district and government of British Columbia policies that carry out the Trust Object.
- 2.3 Trust Programs Committee is encouraged to prioritize support for Coordination Groups that work collaboratively and respectfully with First Nations governments and Indigenous Peoples within the Trust Area.
- 2.4 When Trust Programs Committee allocates funding from the Secretariat Services budget for Secretariat Services for a Coordination Group, the amount may not exceed the direct award commitment spending level in Trust Council’s Procurement Policy 6.5.3.
- 2.5 Where Trust Programs Committee commits to undertaking Secretariat Services directly, the Committee will seek staff advice regarding availability of staff.

C. Legislated References

Islands Trust Act, Section 3

Islands Trust Act – Subsections 8(2)(b) & (f)-(h)

Islands Trust Policy Statement, Part II - The Islands Trust Object and its Meaning

Policy Manual: History, Heritage and Conservation Grants-In-Aid (2.1.14)

Policy Manual: Procurement (6.5.3)

Policy Manual: First Nations Engagement Principles (6.1.1)

D. Other References

Islands Trust Council's Reconciliation Declaration, March 14, 2019

E. Attachments

N/A

March 30, 2021

Dear Trust Programs Committee members,

RE: Southern Gulf Islands Forum - Request for Participation and Funding

The 2021 meeting of the Southern Gulf Islands (SGI) Forum was held on Tuesday March 30th, 2021. We have reviewed and agreed upon submitting this letter as a group, for your consideration.

The \$3000 support we received from the Trust Programs Committee in late 2020, for the organizational phase of bringing together the multiple levels of government and local trust committees in the Southern Gulf Islands region, has been most helpful to ensure that we put on a well-planned and organized meeting, with a focus on goals to ensure we continue to successfully work together.

The allocation of that funding was as follows:

- Facilitator to help us establish a framework going forward which included a brief survey to help shape the 4-hr meeting, including such questions as, what are some short-term issues (6 months - 2 years) and some long-term issues (2 - 10 years) that we could work on together for concrete action, as an example.
- Professional note-taker to accurately capture information and synthesize conversations into key takeaways, so that we have accurate documentation for follow-up,
- Graphic facilitator to document the voices of the elected officials through visualization – which will be a great benefit to everyone, as they will be able to share on social media, websites, newsletter, and media.
 - Note – we received an additional \$1000 from Islands Trust's Reconciliation Action Plan funding to help bridge relationships.

In addition, we are most grateful to the incredible Secretariat administrative support from your Program Coordinator, Gillian Nicol. She and staff point-person, Laura Parker, from MLA Adam Olsen's constituency office have been in constant contact, working on this effort since December.

Bringing together multiple levels of governments to work cooperatively on the many issues in our communities, is both daunting and exciting. But most importantly, it is crucial. And it happened.

Included in today's Forum were six Local Trust Area Trustees, Capital Regional District representative, Member of Parliament Elizabeth May, Member of the Legislative Assembly Adam Olsen, Tsartlip First Nation and W̱SÁNEĆ Leadership Council representative to engage in this regional government to government conversation. In total there were 18 in attendance, including staff and contractors.

We look forward to future meetings wherein we will invite other participants to attend and participate in areas within their jurisdiction.

Today we discussed community, shared values, identifying criteria for bringing community issues of concerns forward, working together, and next steps including solidifying our Terms of Reference for going forward. We also discussed cost sharing arrangements with the other participants, such as committing staff resources to work in subsequent meetings as well as between staff in planning future meetings. This component certainly commits all participants are an active part of the whole. The group

also decided that they will be meeting more regularly, but on an informal basis, along with the forum type style two – three times a year.

At this time, we are requesting the Trust Council support the SGI Forum initiative once again. We are asking for in-kind support from the Trust Area Services staff and resources, and \$5000 to support emerging costs which may include, but not limited to, renting meeting venues, purchasing food and refreshments (if meeting in person), hiring a professional note taker, facilitator and graphic recorder.

Thank you for considering this request. All participants are committed to working together toward increased health and well-being of communities in the Southern Gulf Islands area, for the benefit of present and future generations! We believe this fully encompasses the intent of the Secretariat Services funding program.

Sincerely,

Gordon Elliot Director of Operations of the W̱SÁNEĆ Leadership Council Society and elected Councillor in Tsartlip

Gary Holman, Salt Spring Island Capital Regional District Director

Elizabeth May, Member of Parliament, Saanich-Gulf Islands

Adam Olsen, Member of Legislative Assembly, Saanich North and the Islands

Laura Patrick, Trustee, Salt Spring Island Local Trust Area

Tahirih Rockafella, Trustee, Galiano Island Local Trust Area

Jane Wolverton, Trustee, Galiano Island Local Trust Area

Deb Morrison, Trustee, North Pender Island Local Trust Area

Steve Wright, Trustee, South Pender Island Local Trust Area

Paul Brent, Trustee, Saturna Island Local Trust Area

April 8th, 2021

Dear Trust Programs Committee Members,

For the past three years your committee has played a major role in successfully nurturing the Baynes Sound /Lambert Channel Ecosystem Forum, both with direct funding for administrative costs and with performing a secretariat role through Trust Area Services.

Our Forum continues to develop and engage a broad range of organizations and governments, for example: Qualicum First Nations, K'omoks First Nation, Department of Fisheries and Oceans, Provincial Government, Regional District (Baynes Sound-Denman/Hornby Islands in Area A), Denman Island Local Trust trustees, Hornby Island Local trustees, Vancouver Island University, Island Health, BC Shellfish Growers Association, Association of Marine Stewards of Denman Island, and Hornby Island Conservancy.

At our last Forum in November we confirmed our terms of reference, and formed an eight-member Steering Committee.

At this point, the Forum does not have any funding to continue forward. We do appreciate the funding we received last fiscal to pay the administrative costs for our 2020 May and November Forums, and the hosting costs of our new website (to be released on May 14th), and meeting software. World Wildlife Fund, which contributed as well, will no longer be helping with our expenses as their partnership and support ended in June 2020.

The Forum has grown significantly since the beginning. We are searching for funding to cover the cost of our future activities, however we've been unsuccessful so far. Steering Committee members are requesting \$2,500.00 and support from the Trust Area Services staff to support our next gathering in May 2021. The coming year members of the Steering Committee are devoting more time to searching for funding, and we hope to become independent in the future.

We look forward to sharing more with you when we present as a delegate on April 8th, 2021.

Thank you for your consideration,

Steering Committee members

Chair, Daniel Arbor, Regional Director, Baynes Sound-Denman/Hornby Islands in Area A
Co-Chairs: K'omoks First Nation and Qualicum First Nation representatives
Vice Chair: Carl Butterworth, Manager, Deep Bay Marine Station, Vancouver Island University
Secretary: Dorrance Woodward, Chair, Association of Marine Stewards of Denman Island
Treasurer: Jim Russell, Executive Director, BC Shellfish Growers Association
Member: David Critchley, Denman Island Local Area Trustee, Islands Trust
Member: Chris Pearce, Research Scientist, Department of Fisheries and Oceans

COASTAL DOUGLAS-FIR & ASSOCIATED ECOSYSTEMS CONSERVATION PARTNERSHIP



March 26th, 2021

Re: 2021/22 Secretariat Services Grant

Dear Trust Programs Committee members;

Please accept this letter as a financial request to the Islands Trust of up to \$5,000 for secretariat services to support coordination of the Coastal Douglas-fir Conservation Partnership (CDFCP). The CDFCP is a collaboration of agencies, organizations and land managers who are interested in promoting and protecting healthy Coastal Douglas-fir and associated ecosystems into the future. The Islands Trust Council and the Islands Trust Conservancy are both CDFCP members, along with a number of other organizations operating in the Islands Trust area. Kathryn Martell, with the ITC, is a CDFCP Steering Committee member.

The IT Secretariat Services funding would be used to supplement additional funds the partnership has applied for from the federal Priority Places initiative (and will be applying for during the next intake for the Real Estate Foundation of BC). Funds would be used to help hire a Partnership Coordinator, and would be administered by the BC Conservation Foundation, our banker. The Secretariat grant would provide an important contribution to meeting mandatory matching requirements for these funding sources.

Islands Trust granted the CDFCP \$800 for secretariat services in the 2020/21 fiscal year. This funding was used to support the CDFCP coordinator in meeting organization, recording and distributing meeting notes, and project administration. Notable activities facilitated by the CDFCP coordinator in 2020/21 include: preparation of a revised five-year CDFCP Conservation Strategy; engagement with local governments on establishing Local Conservation Funds; development and delivery of webinars on conservation tools for local governments; facilitation of meetings for the CDFCP Steering Committee, CDFCP Securement Working Group and the CDF subgroup of Species and Ecosystems at Risk Local Government Working Group; and running of pilot projects for providing CDF/conservation input into local government OCP reviews.

For 2021/2022, the CDFCP Coordinator's proposed duties will include:

- Coordinating meetings and supporting the CDFCP Steering Committee, CDFCP Securement Working Group, and the CDF subgroup of Species and Ecosystems at Risk Local Government Working Group (the Islands Trust Conservancy is a member of all these groups);
- Working with local governments and First Nations to recognize Coastal Douglas-fir and associated ecosystems (CDFAE), and to develop plans, policies, bylaws and incentives that enhance CDFAE values, and (where compatible) mitigate climate change and climate change risk.

- Implementing a multi-year strategy to work with local governments and other CDFCP members on establishing local conservation funds.
- CDFCP member communication (e-news) and website update;
- Supporting priority projects including delivery of webinars and workshops on an as needed basis (e.g. on legislation updates, carbon offsets/credits, conservation tools and incentives, successful initiatives, etc.)

\$5,000 would support 100 hours at \$40/hour plus minor expenses and administrative fees. See attached draft budget for details. The partnership would be appreciative of a smaller contribution as we are actively pursuing additional financial support to meet our grant application \$ matching requirements.

Looking forward to hearing from you and thank you for the opportunity for this request.

Let me know if you have any questions or would like additional information.

Sincerely,

A handwritten signature in blue ink, consisting of several overlapping loops and a long horizontal stroke extending to the right.

Kelly Chapman | CDFCP Coordinator
Coastal Douglas-fir Conservation Partnership
www.cdfcp.ca
Email: info@cdfcp.ca

cc Darryn McConkey, Chair, CDFCP
Kathryn Martell, Ecosystems Protection Specialist, Islands Trust Conservancy



Program proposal for Islands Trust

March 15, 2021

Ruth Simons
Executive Director,
Howe Sound Biosphere Region Initiative Society (HSBRIS)

Request to continue funding support for:

Howe Sound Community Forum (the Forum) and Ocean Watch Action Committee

Background:

The Howe Sound Community Forum Purpose:

To provide a forum for local governments, Regional Districts and First Nations discussion to maintain and enhance the economic, environmental, cultural and social well being of the Howe Sound for the benefit of present and future generations

Members of the Forum represent the local governments and regional districts in the Howe Sound watershed. The Forum first convened in 2000, 21 years ago in June. In 2002 the members, including Squamish Nation signed onto the Principles for Cooperation (attached). Day long meetings take place in the spring and fall each year with up to 70 people that including NGOs, citizens and government staff attending as observers.

Due to COVID-19 transition to two hours meetings over Zoom due to COVID-19. These were held April 23, 2020, October 26, 2020 and April 23, 2021. This had advantages as costs were reduced and participation remained at around 40 people. We anticipate returning to in-person meetings once COVID restrictions are lifted. Participants value the in person meetings for the networking and the opportunity to visit other communities.

In 2020, Islands Trust supported partial costs for administrative support of the HSCF meetings which was most helpful in advancing record keeping, note taking and development of web tools to track actions.

Ocean Watch Action Committee (OWAC):

The Ocean Watch Task Force was a committee created out of the Howe Sound Community Forum following the Ocean Wise 2017 Howe Sound Report. The task force was co-chaired by Trustee Kate-Louise Stamford and District of Squamish Council member Doug Race. The task force produced a strategic plan for local governments that has been helpful in highlighting actions and leading the development of the Marine Reference Guide. In 2019 upon completion of the Terms of Reference, Trustee Stamford provided a report to the HSCF with recommendations for continuance.

In 2020, Ocean Wise produced an update to the report Átl'ka7tsem/Txwnéwu7ts/Howe Sound 2020 Edition with recommended areas of focus including actions related to Climate Change. HSCF members

resolved to support the Howe Sound Biosphere Region Initiative Society as the convenors of the Ocean Watch Action Committee and committed to ongoing participation by staff and/or elected representative.

The OWAC committee met over Zoom in October 2020, January, 2021 and March 26th 2021. Minutes and links to presentations can [be found here](#).

In 2020 funding from Islands Trust helped to fund support for note taking, record keeping, website changes and the development an Action Tracker housed on the HSBRIIS website. Funding is matched through in-kind donations or contributions from other sources.

2021/22 Program Funding request:

\$4000.00 Total Request

Requesting similar funding to last year:

Labour: *To a contract maximum of \$3,650 (\$25 /hour - \$50/hour dependent on nature of work as outlined below)*

- Support for organizing Spring and Fall Howe Sound Community Forum meetings including planning meetings, web conferencing set up and management, post forum reporting, and event management.
- Organize and hosting up four Ocean Watch Action committee meetings (planning, hosting meetings, providing meeting notes, tracking actions, website updating)
- Provide final report by March 15, 2021 summarizing the work provided under the contract.

Expenses: *To a contract maximum of \$250*

- Reimbursement of a single Zoom licence fee while required during the term of the contract.
- Webhosting fee for Howe Sound Biosphere Region Initiative website

Travel: *to a contract maximum of \$100*

- Actual travel costs incurred to committee meetings for contractor and subcontractor (Fall forum)

Ruth Simons
Executive Director,
Howe Sound Biosphere Region Initiative Society (HSBRIS)
Box 465, Lions Bay, B.C. V0N 2E0
howesoundbri@gmail.com
604 921-6564 778 834-4292

March 17, 2021

Islands Trust Programs Committee
c/o Robert Barlow, Legislative Services Clerk
#200-1627 Fort Street
Victoria, BC V8R 1H8

To: Islands Trust Program Committee Members

Thank you for the opportunity to be considered for administrative support by the Islands Trust Secretariat Services Program for the 2021 Rural Islands Economic Forum (RIEF) set for October 20-22. RIEF is an initiative of the Rural Islands Economic Partnership Society <https://ruralislandspartnership.ca>

The Forum was launched November 7-8, 2019, on Pender/Tsawout Island. The Forum was the first time an event was founded to address the unique and special needs and challenges being faced by rural island communities, especially in the face of climate change and now in the context of pandemic recovery. For highlights of the 2019 Forum visit <https://ruralislandspartnership.ca/rural-islands-economic-forum/>

The 2019 Forum brought together 135 + rural island stakeholders from across all economic sectors, community influencers, representatives of Indigenous communities with traditional or reserve lands on these islands; local, regional, provincial and federal government representatives, industry representatives and allies to participate, learn, network and report on current progress, challenges and solutions for addressing the sustainability of rural island community economic and social well-being.

In reference 2.2.1 and 2.2.2 in the Secretariat Policy, participants from the Islands Trust executive staff and islands Trustees from Salt Spring, Thetis, Gabriola, Pender, Saturna as well as representatives from the K'awat'si Economic Development and the Namgis Economic Development offices of the K'awat'si and Namgis Nations participated in the two-day event.

The Forum is a biennial event and is in alignment with 2.2.3 of the Secretariat Policy. The RIEP Board is planning for the 2021 program to be held in virtual real-time and on-demand and, if possible, with several in-person satellite programs – depending on pandemic recovery progress. The Forum will cover a variety of topical, trending and solutions focused workshops, roundtables, presentations, plenaries and guest speakers delivered through a rural islands lens.

We thank you for the opportunity to be considered for administrative support for RIEF 2021. We are a volunteer management Board. The majority of work for planning, organizing and delivering the Forum is the work of volunteers from across BC's rural Islands. Please refer to page #2 of this letter for an outline of Forum 2021 administrative support needs.

With thanks and respectfully,



Francine Carlin, President and Board Chair (Salt Spring)

Cc: Mike Hooble, Vice-President (Galiano) Keena Hicken-Gabberia- Secretary-Treasurer (Independent)
Rod Marsh, Director (Bowen) Julie Sperber, Director (Gabriola) Mark Lasby, Director (Quadra), Marjorie Giroux, Director, (Malcolm)

Outline Of Rural Islands Economic Forum 2021 Administrative Support Needs

1. Tracking and processing Forum registration
2. Track inquiries for information about the Forum
3. Follow-up administration of Forum presenters, workshop leaders, etc.
4. Liaising with and providing administrative support to Forum committee members
5. Ability to work remotely and skilled in document management– xcel, word, etc; proficient online; strong organizational skills.

ANNUAL REPORT SUBMISSION: Trust Programs Committee (TPC)

Trust Programs Committee

Role

The Trust Programs Committee's (TPC) role is to provide policy advice to Islands Trust Council on Trust-wide issues related to the committee's areas of responsibility (e.g. water, marine, sustainable communities, public awareness, and education) and to propose amendments to the Islands Trust Policy Statement.

Members

Members serving for the 2018–2022 term:

Deb Morrison, North Pender Island, Chair
Scott Colbourne, Gabriola Island (resigned as Vice-Chair December 4, 2020)
Alex Allen, Hornby Island
Paul Brent, Saturna Island (October 23, 2019 - present)
David Critchley, Denman Island
Doug Fenton, Thetis Island
Michael Kaile, Bowen Island (October 15, 2019 - present)
Kees Langereis, Gabriola Island (October 15, 2019 - present)
Peter Luckham, Thetis Island, (Ex Officio Member)
Ben McConchie, North Pender Island
Tim Peterson, Lasqueti Island (October 15, 2019 - present) (elected Vice-Chair February 5, 2021)
Dan Rogers, Gambier Island (Executive Committee Representative)
Grant Scott, Hornby Island (joined May 6, 2019; resigned August 13, 2019)

2020/21 Highlights

TPC met nine times in 2020/21. A major focus was providing advice to the Executive Committee regarding the scope and delivery of the Policy Statement Amendment Project. The Committee forwarded Island Trust Policy Statement analysis documents, including the 2011 Policy Statement Task Force Report, presentation slides, and a briefing on the United Nations Declaration on the Rights of Indigenous Peoples, to Trust Council for information. Trust Programs Committee also created three working groups for the Policy Statement Amendment Project and adopted working group guidelines. The working groups, which met through the fall, were:

- Reconciliation: Trustees Colbourne, Fenton, McConchie, and Peterson
- Climate Change: Trustees Fenton, Langereis, and Morrison
- Affordable Housing: Trustees Colbourne, Critchley, Luckham, and Rogers

TPC also recommended Policy Statement Amendment Project charter revisions (Version 3) to Executive Committee. To inform decision-making on the Policy Statement Amendment Project, the committee held an ecosystem-based management training session and invited other trustees to attend. The committee also provided trustees with a memorandum and questions soliciting feedback to inform the Policy Statement amendment drafting process and provided the results to Trust Council. The committee also provided Trust Council with the "Islands Trust Object: Past, Present, and Future" Policy Statement Amendment Project Discussion Paper. The purpose of the discussion paper was to provide relevant historical context and current analysis to support an informed Trust Council discussion on key questions relating to Trust Object interpretations, the regional/local balance of policy directives, preliminary recommendations from the TPC working groups, and a summation of engagement with First Nations governments.

During the year, TPC also supported policy development and program delivery.

The committee developed a Secretariat Services Policy for Trust Council consideration and, following the adoption of the policy, provided secretariat services to:

- The Baynes Sound/Lambert Channel Ecosystem Forum (\$3,500 and staff support)
- The Howe Sound (Atl'ka7tsem) Community Forum (\$3,800)
- Coastal Douglas-fir Conservation Partnership (\$800)
- Southern Gulf Islands (\$3,000)

TPC developed recommended changes to the History, Heritage and Conservation Grants-In-Aid Policy for Trust Council consideration to bring the policy more into alignment with the Declaration on the Rights of Indigenous Peoples Act and the Islands Trust Council's Reconciliation Declaration.

The committee delivered a series of three climate change educational webinars on the topics of eelgrass, ecosystem-based adaptation, and rainwater harvesting. Recordings of the webinars and associated materials were posted to the Islands Trust website.

The committee developed recommended changes to the Community Stewardship Award policy for Trust Council consideration to bring the policy more into alignment with the Declaration on the Rights of Indigenous Peoples Act and the Islands Trust Council's Reconciliation Declaration. The committee also successfully recommended to Trust Council that the Community Stewardship Awards be suspended and revisited at the end of 2021.

The committee procured an Islands Trust Climate Indicators: Scoping Exercise to Identify Climate Change Indicators for the Islands Trust Area Report and forwarded it to Trust Council. The committee also received a briefing on a proposed Climate Action Plan for the Islands Trust.

TPC requested staff to investigate options for a joint review with the Ministry of Transportation and Infrastructure of road standards, incorporating the Climate Change Declaration and the Reconciliation Declaration, and report back to Trust Programs Committee.

The committee also received a Community Benefit Land Trust Concept briefing, added the topic to its projects list, asked staff to consider the ideas presented in the Community Benefit Land Trust concept Briefing when drafting bylaw options in the Policy Statement Amendment Project, and added the topic to the Policy Statement Topic Review Inventory.

BRIEFING

To:	Trust Programs Committee	For the Meeting of:	May 14, 2021
From:	Trust Area Services	Date Prepared:	May 10, 2021
SUBJECT:	Feedback on First Draft of New Policy Statement Bylaw		

PURPOSE: To provide Trust Programs Committee with an update on early revisions to the first draft V1.0 of the new Islands Trust Policy Statement Bylaw.

BACKGROUND:

First Draft of a new Policy Statement Amendment Bylaw:

At the Trust Programs Committee (TPC) meeting on May 3, staff presented a first draft of a new Policy Statement bylaw. It was highlighted that feedback from TPC and other committees would help staff redraft the document to best reflect the values and desires of Trust Council prior to First Reading and the subsequent third phase of public engagement on the proposed Policy Statement bylaw. A timeline of committee consultations was discussed in the context of the overall project timeline and TPC and Executive Committee (EC) members were invited to provide written feedback to staff by May 9, for inclusion in the May 14 TPC agenda package. At its May 14 meeting, TPC may request staff to revise the draft document to incorporate feedback in certain areas. At this stage, staff are receiving feedback from committees as a whole and have not yet revised the bylaw.

TPC and EC Recommendations for Revising Draft V1.0:

Based on verbal feedback relayed during the May 3 TPC meeting and written feedback received from six TPC/EC trustees (included as **Attachment 1**), staff has commented on a few of the proposed revisions below. Staff commentary on the feasibility and/or challenge of incorporating these changes is included here for the Committee's consideration on May 14.

EASY TO INCLUDE

- Refine definition of 'precautionary approaches' in accordance with language used by the International Union for the Conservation of Nature and/or the World Health Organization
- Include a commitment to 'place-based, multigenerational and integrated solutions to sustainability'
- Include the Canada Mortgage and Housing Corporation's definition of affordable housing

EASY TO INCLUDE, BUT...

- **Remove or define the term 'carrying capacity':**
Staff notes: Staff feel that this term will be easy to remove from the document without compromising the intent to prioritize protected area networks, Indigenous cultural heritage, and freshwater sustainability in decision-making. This term came from engagement feedback from both First Nations and the public. Staff reviewed the engagement feedback once more and discerned that its intent was to define clearer limitations and boundaries for all development in the Trust Area, within the natural limitations of Trust Area ecosystems. First Nations suggested that the concept of carrying capacity be included and noted that, no matter how "green" or low-carbon

development may be, it will still have impacts on ecosystems that have already been compromised by the cumulative effects of development and the worsening impacts of climate change. To respond to climate change and the biodiversity crisis, Trust Area communities, residents, and visitors will need to lessen their impacts on island ecosystems. Nevertheless, ecosystems still have limitations. By maintaining a focus on the “no-compromise zones” of protected area networks, Indigenous cultural heritage, and freshwater sustainability, these limitations can be more clearly defined and accounted for in Trust Area decision-making.

- **Include and define the words “healthy and inclusive communities”:**

Staff notes: Staff feel that it will be possible to include more references to healthy and inclusive communities and to define this term at the outset of the document. However, staff note that these terms are highly interpretive and reflective of the many different worldviews and unconscious biases informing perceptions of what constitutes “healthy and inclusive communities” in the Trust Area. Feedback from First Nations, the public, and the TPC working group on climate change has highlighted a need to shift paradigms to be less human-centric and less settler-centric in order to truly be more inclusive. Staff will propose a definition of communities reflective of this feedback for TPC’s review and consideration.

- **Include a commitment to “diversity, equity, and inclusion”:**

Staff notes: (See staff notes from previous topic listed above.) Staff feel that it will be possible to include an aspirational commitment to “diversity, equity, and inclusion” but feel that a definition and elaboration of these terms is out of scope of the project charter/timeline at this stage. Staff recommend that this be added to the Policy Statement Topic Review Inventory so as to allow space and dedicated staff resources to this important and nuanced topic. It will also be important that this work be informed by individuals and groups that have traditionally been excluded from policy development processes.

DIFFICULT TO INCLUDE

- **Define specific context and policies for Salt Spring Island and Gabriola Island Local Trust Areas in Parts 3 and 6**

Staff notes: As per the publicly released legal advice on this topic, the rationale for amendments to the Policy Statement must pass a test of ‘reasonableness’, with Trust Council’s rationale clearly documented. Staff do not feel that there is adequate context provided to justify specific policies that would apply to Salt Spring Island and Gabriola Island Local Trust Areas only. Much of the context provided is relevant to the entire Trust Area and could be included in the Policy Statement to strengthen the overall consideration of housing. It is important to note that the Policy Statement does not preclude local trust committees and island municipalities from taking a more locally-specific approach to housing in their official community plans and regulatory bylaws. Rather, it provides flexibility for more localized approaches, provided that they comply with the limitations outlined in the Policy Statement (i.e. prioritizing protected area networks, Indigenous cultural heritage, freshwater sustainability; identifying floor area and lot coverage limits; and, fostering development that is compact, energy efficient, and appropriately situated). Staff also feel that the consideration of area-specific policies is out of scope to this particular amendment project.

- **Have the draft Policy Statement document peer reviewed by The Canadian Institute for Planners and The Province of British Columbia’s Climate Action Team.**

Staff notes: Following First Reading, the draft Policy Statement bylaw will be sent out to over 100 referral agencies, First Nations, and the public for their review and feedback. After feedback is received, it is expected that corresponding revisions may be made to the draft bylaw prior to Second Reading. Referral agencies, First Nations, and the public will have 90 days after First Reading to review, consider, and provide feedback on the proposed bylaw. The list of referral agencies includes, but is not limited to, the Province of British Columbia’s Climate Action Team as

well as other provincial agencies, regional districts, improvement districts, and the First Nations Leadership Council. The Canadian Institute for Planners is not a referral agency and does not play a role in reviewing legislative bylaws for individual jurisdictions. Moreover, feedback from public engagement processes, trustee working groups, and staff analysis have revealed that approaches and modern best practices for cities are often ill-suited and inappropriate to the context of rural island ecosystems in the Trust Area and the territorial areas of First Nations.

Public Engagement on the Draft Policy Statement:

Some of the correspondence received from members of the public who attended the May 3, 2021 meeting of Trust Programs Committee expressed concerns around the perceived short timelines for public engagement on the draft Policy Statement bylaw. In accordance with the Policy Statement Amendment Project Charter, the next phase of public engagement will occur after First Reading of the proposed bylaw. It is expected that the draft bylaw will be revised more than once prior to First Reading, suggesting that public engagement after First Reading is most advisable. This will also allow staff to prepare clear communications materials to facilitate an informed and effective public engagement process. Staff may then incorporate this feedback into a revised proposed bylaw that will be presented to Trust Council for Second Reading. Prior to First Reading, members of the public are welcome to attend committee meetings related to the project and to provide ongoing feedback through town hall participation and correspondence. The public is also welcome to make delegation presentations to Trust Council at its June 2021 meeting (<https://islandstrust.bc.ca/contact-us/share-your-views/>).

Timeline / Next Steps:

Committee Consultations Prior to First Reading:

- (Completed) May 3 Special TPC Meeting
- (Completed) May 5 Executive Committee (EC) Meeting
- (Completed) May 12 Regional Planning Committee (RPC) Meeting
- May 14 Regular TPC Meeting
- May 25 Islands Trust Conservancy (ITC) Board Meeting

At the May 3 TPC Meeting, staff were requested to investigate potential dates for an additional TPC meeting prior to First Reading of the draft Policy Statement bylaw. The dates highlighted in yellow below are offered for TPC's consideration and possible recommendation to Executive Committee. These timelines presume that, following the May 14 TPC meeting, any committee requests for changes will be specific in detail.

Scenario 1 (draft bylaw NOT included in June 8-10 Trust Council agenda package):

(STAFF PREFERRED OPTION)

- May 17 – June 10: staff incorporate all early feedback received to date from staff, TPC, EC, and RPC into revised draft V2
- June 11: June 15 Special TPC agenda package sent to TPC members (after Trust Council meeting)
- June 15 (after 3pm): Special TPC Meeting to review revised draft V2
- June 16-17 staff incorporate specific TPC feedback into revised draft V3
- June 18 Executive Committee (EC) agenda package sent out with revised draft V3
- June 23 (existing EC meeting): EC review revised draft V3 intended for First Reading
- June 24 staff incorporate EC feedback into revised draft V4 (First Reading version)
- June 25 Special Trust Council agenda package sent out (First Reading package)
- July 8: Special Trust Council meeting for First Reading

Scenario 2 (draft bylaw included in June 8-10 Trust Council agenda package):

- May 17-18: staff incorporate all early feedback received to date from staff, TPC, EC and RPC into revised draft V2 (difficult, if not impossible, timeline for staff)
- May 19-20: internal staff approvals on revised draft V2
- May 21: EC agenda package sent out
- May 26: TPC members attend existing May 26 EC meeting where the Trust Council agenda package materials are to be approved (subject to EC approval)
- May 27 – June 10: staff incorporate specific EC/TPC feedback into revised draft V3
- June 11: June 15 Special TPC agenda package sent to TPC members (after Trust Council meeting)
- June 15 (after 3pm): Special TPC Meeting to review revised draft V3
- June 16-17 staff incorporate specific TPC feedback into revised draft V4
- June 18 Executive Committee (EC) agenda package sent out with revised draft V4
- June 23 (existing EC meeting): EC review revised draft V4 intended for First Reading
- June 24 staff incorporate EC feedback into revised draft V5 (First Reading version)
- June 25 Special Trust Council agenda package sent out (First Reading package)
- July 8: Special Trust Council meeting for First Reading

Staff also wish to highlight that First Nations have been working within the timelines outlined below for the last two years and have an expectation that the bylaw will be adopted during this term of office.



Staff Time on the Policy Statement Amendment Project in Quarter 1 (January to March):

On April 8, 2021, TPC requested staff to provide a rough estimate of the amount of hours all staff have spent on the Trust Policy Statement Review during the last quarter, or any time period as appropriate. Staff offer the following rough estimates.

	Jan	Feb	March	TOTAL
Lisa	93	60	95	248
Dilani	100	125	125	350
Gillian	21	30	18	69
Clare	60	65	60	185
Russ	6	12	6	24
David	8	8	8	24
RPMS				19
Planners				40
TOTAL				959

All meetings with Nations included dialogue regarding the Policy Statement and all meetings with other ministries had an element of the policy statement discussed as part of intergovernmental relations

Please note that administrative staff time has not been included in the estimate above, such as time compiling agenda packages and meeting support.

ATTACHMENT(S):

1. Feedback from TPC and EC Trustees on Draft Policy Statement Bylaw V1.0

FOLLOW-UP: Staff will follow up as per requests by Trust Programs Committee.

Prepared By: Dilani Hippola, Senior Policy Advisor, Trust Area Services

Reviewed By/Date: Lisa Wilcox, Senior Intergovernmental Policy Advisor / May 10, 2021
Clare Frater, Director, Trust Area Services / May 10, 2021
David Marlor, Director, Local Planning Services / May 10, 2021

Date: May 9, 2021;

Submitted by: Doug Fenton, Trustee;

- Overall project nicely done!!:
- In the PPP / Principles and Paradigms:
 - A couple thoughts - we are assuming that equity exists...I would argue that thru our committee work, we have discovered that there are inequities and therefore, there is a need acknowledge the need for Environmental Justice.
- I like that format you used and it will put the reader immediately in touch with these definitions;
- It might be wise to put a list of acronyms at the beginning of section;
- Definitions and Sched A: - add a glossary as well, but it would be add'l.

Part 1 - Introduction

1.1 - Acknowledgement

- Fantastic, so long overdue.

1.2 - Establishment of the Islands Trust:

- Good clear and less ambiguous than previous;

1.3 - Present Context

- Nicely phrased and to the point regarding the current fragility of the biodiversity and complexity of the policy landscape, linking the PS vital role in its preservation of the object..."

centred firmly in the Islands Trust Object to preserve and protect the unique amenities and environment of the Trust Area, not only for this generation but also for many generations to come...(p.16)";

- Rapidly approaching a tipping point with many of the ecosystems within the TA.
- How do we put traction on this going fwd taking the meanings associated with the IT Object (outline in 1.4) - in Part 2: Purpose and Implementation of the Policy Statement?

1.4 The Islands Trust Object and Its Meaning:

- "...to preserve and protect the Trust Area..."
- The key elements here are the last 2 sentences: "...The mandate to "preserve" requires policy approaches that place priority on preserving the integrity of the environment and Indigenous cultural heritage in the Trust Area. The mandate to "protect" calls for policy approaches that promote sustainability and resilience (p.16)..."
- The term sustainable can no longer be placated to and policy must be immediately adapted to reflect the reality over consumption by the human species living/using the TA. TC and the LTCs all have a responsibility to live up the notion of preservation for future generations;
- We must seek harmony with the other species that we live and depend on.
- "...in cooperation with...(p.17)."
- Where can we incorporate the seeking funding opportunities for incentive programs that would support residents and commercial businesses for things such as assessments for shoreline protection, culturally significant, flooding, etc.?

1.5 Location of ITA - nicely done;

Part 2: Purpose and Implementation of the PS:

- 2.1 Purpose:
 - How will we put teeth into the
 - It is urgently important to put teeth into the "...Policy Statement guides the formulation of regional strategic plans, official community plans and regulatory bylaws, protocol agreements and other cooperative arrangements with First Nations, inter-agency coordination and advocacy strategies, as well as public engagement and education initiatives (p.19).
 - All of this is needed and long over due.
 - **This reminds me of what Chair Morrison was attempting to do** by putting enough human resources in place to figure out what this will look like...SOONER than LATER.
- 2.2 R & R:
 - Wondering if the notion making the disruption of FN Culturally sensitive areas a priority for all overarching activities thru/o the TA? Disrupting or ancestors, aquaculture activities, are a couple examples of current issues across the TA.
- 2.a - good
- 2.b - fully support the notion the LTCs "shall", we simply need to be able to put pressure on the LTCs that don't follow these overarching priorities of the PS.
- 2.c - fully supportive of coordination policies - may have HR challenges as there can be many roles/opportunities.
- ITC - good;
- Role of FN - Is it too early on this journey to consider a descriptor of what collaborative decision-making might look like? Such as Elder Albert Marshall's guiding principle for inter-cultural collaboration of "Two-Eyed Seeing", (A. Marshall. 2017). Or, does Lisa think that the TC's d-m model will evolve on its own and be called some thing else?

<http://www.integrativescience.ca/Principles/TwoEyedSeeing/>.

 - Just putting it out there.
 - Trying to visibly open doors of the reader to the notion of huge opportunities, and not to be afraid.
- Role of other governments and NGOs:
 - Is this strong enough? - How do we make it very clear that based on the ITA we are obligated to preserve and Protect the object, it's not an option.
- Role of the Property Owners, etc.
 - It is a choice to reside in the TA...by doing so, you as a resident are buying into the existence of the ITA, and have a responsibility assist in the preservation of the object.

Part 3: Reg Governance:

- overall an excellent and needed piece;
- 3.1.1 - emphasis on "restore" is our current situation;
- 3.1.2 - fully support this as a priority
 - **What remains elusive is** how to implement this as the bar.

- 3.1.3 - will vs may??
- 3.1.4 -
 - Evidence-based - "understanding the carrying capacities..."
 - The IPCC/Sustainable Development and Equity/Chpt4 p.322);
*"Current evolution of capacities. Sustainability can also be assessed in terms of capital or **capacities**, as suggested by some indicators such as genuine savings (Section 4.2). Preserving the resources transmitted to the future generation is a key step in guaranteeing a sustainable path. Again, it is useful to think of the capacities underlying the functioning of the three spheres: economic, social, environmental. The economic sphere needs various forms of productive capital and raw materials, infrastructures, and a propitious environment, but also human capital, institutions, governance, and knowledge. The social sphere needs various forms of institutions and resources for sharing goods and connecting people, which involve certain patterns of distribution of economic resources, transmission of knowledge, and forms of interaction, coordination, and cooperation. The ecological sphere needs to keep the bases of its health, including habitat, climate, and biological integrity. In general, climate policy options can affect capacities in all of these spheres, to varying degrees."*
 - And I believe the argument could be made that to date, current thinking is how people can reside in the TA? Is capacity not also a reflection on ecological sphere?
 - According to the UNSD/IPCC/SD&E sustainable growth will only be met if all 3 spheres are to be considered - economics, social, and ecological.
 - Note the parameters for each sphere;
 - Where are the matrixes for assessing the ecological sphere? It has not been part of the equation, hence its diminishing health (i.e., lose of biodiversity, etc.), while the economic and social spheres have been as full on for the past 20+ yrs.
 - This unsustainable and the ITA and P&P of the Trust object, put the current TC in a tough, but important position make this right before it's too late.
 - https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=2ahUKEwiYq9akoL7wAhVI6J4KHU9GCUiQFjAlegQIHRAD&url=https%3A%2F%2Fwww.ipcc.ch%2Fsite%2Fassets%2Fuploads%2F2018%2F02%2Fipcc_wg3_ar5_chapter4.pdf&u sg=AOvVaw10jHdPZ3sSgoY1GV3wztbj
- 3.1.5 - excellent;
- 3.1.6 - yes all good;
 - Is this a place to put seek funding for incentive programs and resident training?
- 3.1.9 - fully support;
- 3.1.10 - not just respectful of indigenous knowing. How can we seek to blend/Two Eyed seeing again;
- 3.1.11 - fully support;

Part 4: EC P&P:

- C&B Crisis - Should Kelp forest be part of the blue carbon list?
- Precautionary and Sustainable Stew - should we emphasis both terrestrial & marine environments?
- 4.1.14 - ok - but resident = renters' non-landowners, employees??;
- 4.2 - Freshwater Stewardship Policies - all good;
- 4.3 - Forest Stewardship Ps:
- 4.3.11 - Education of residents re: the importance of forestry to the indigenous culture...its their story to tell, but how might the facilitate them tell their story?

- 4.4 Ag
- 4.4.5 - should "sustainable ag" be spelled out? (i.e. - permaculture, organic, BCEFP, etc.).
 - Ag capacity needs to find a balance, we need to have farming and farmers at the table and front and centre on these discussion, not just about capacity but also how local farms will be allies and active participants in how to Preserve & Protect the Trusts object!
- 4.6 Coastal and Marine Stewardship Ps:
- 4.1.1 & 2 - Where does "zero tolerance on plastics" go?
- 4.6.7 - Soft shores approach is holistic process that encompasses much , much more than just eliminating seawalls;
 - How do we make the shoreline responsibly of the residents? A TA wide policy that states EMP are needed any shoreline work?
 - Marine Shoreline Design Guide - https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKEwjSqvyjvr7wAhVQpZ4KHx1FCjYQFjAAegQIBRAD&url=http%3A%2F%2Fstewardshipcentrebc.ca%2FPDF_docs%2FSGS_LocGov%2FGuidesTemplates%2Fwdfw01583.pdf&usg=AOvVaw393RN6ZT7TjOd1FdZIDLva
- 4.1.17 - seek incentivised approaches for shoreline assessments and planning
- 5.1 Heritage Preservation and Protection Ps:
 - Excellent work;

Part 6: Sustainable and Resilient Communities:

- It mentioned that there needs to acknowledge social equity and the inequity that was identified;
- And a need consider including environmental justice to resolve the inequity/s;
- It my belief that much of the challenging conversations within this committee objective was that there were inequities identified and our current policies does not address Environmental Justice; hence unable to resolve. And, sustainable existence requires a balance of Social, economic, and ecological spheres. It will be hard to escape by stating our desire to meet the Trust object by finding sustainable approaches within our revise PS, if we only see ourselves as responsible for land-use.

6.1.22 - This spell out the BC Building Code and its need to catch up to the needs of progressive CC action plans.

- Housing and pop capacity are the root drivers in this issue, but I would argue that there is so much more to this topic due to its colonial worldviews, poorly managed Prov BBCs (legal to build 4-6000+ sf homes) with zero connection to place or the environment), unjust removal of the Coast Salish Peoples. Now in the midst of a CC crisis and indigenous reconciliation TC defers to the LG overseeing housing and BCBC leading to lose-lose situation.
- A couple thoughts - we are assuming that equity exists...I would argue that thru our committee work, we have discovered that there are inequities and therefore, there is a need acknowledge the need for Environmental Justice.
 - I like that format you used and it will put the reader immediately in touch with these definitions;
 - It might be wise to put a list of acronyms at the beginning of section; and

- Definitions and Sched A: - add a glossary as well, but it would be add'l.

Respectfully Submitted,
Doug Fenton

Comments on First Draft of TPS Bylaw

Dan Rogers, Trustee

As a general comment, two things stand out for me beyond the remarkable task of compiling all of the feedback and ideas from so many Trustees, community members, First Nations communities and staff.

First, in my view, it is not what is in the draft that is problematic but rather what is not in it. It is my understanding that the Trust Council has indicated clearly that in addition to preserving and protecting the environment and indigenous cultural heritage, the object of the Trust is to preserve and protect healthy and inclusive communities. In my view, this is missing at present in general and overview sections of the draft.

Secondly, while I appreciate the attempt has been made to include “definitions” in the body of the text of the draft, my strong preference would be to have, in addition, a separate and clear definitions section which someone can turn to when in doubt about what is being referred to. I appreciate others Trustees expressed a contrary view and I respect that but people learn and understand in different ways and for me and, I expect for others, a separate definition section would be very helpful.

Feedback on specific proposed sections.

1.3 While I like the language introduced into the “present context”, I believe some of the language taken out of the last Policy Statement is still applicable especially this paragraph.

To keep everything in the Trust Area exactly as it is today is impossible. Changes will occur. If the 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 in addressing this task and assigns this role to the Islands Trust. The policies of the Islands Trust established today and in the years ahead will be of fundamental importance to the well-being of this highly valued area.

1.4 This is where the absence of “community” becomes evident. I would suggest that the following sentences

The mandate to “preserve” requires policy approaches that place priority on preserving the integrity of the environment and Indigenous cultural heritage in the Trust Area. The mandate to “protect” calls for policy approaches that promote sustainability and resilience.

Be changed to read

The mandate to preserve and protect requires policy approaches that place priority on preserving and protecting the integrity of the environment and indigenous cultural heritage and protecting sustainable and resilient communities. “.

The only other section I wonder about is the phrase **“marine oriented settlements”**. I’m not sure that is entirely correct but it may be Ok.

2.1

Generally good. I would add the word “environment” to the 2nd sentence of the 2nd paragraph to read:

It aims to establish a vision for the future of the Trust Area that reflects the values and interests of the environment, residents, First Nations, and British Columbians, for this generation and for generations to come.

I would appreciate a better understanding of “place protection planning”. I think I am supportive but would like some better understanding of what this entails.

2.2

Role of Trust Council. I would like to see added emphasis not just on collaboration but also on s. 8(2) (e) of the Act and the role to make recommendations to (Cabinet) Etc.

Part 3

At this point , there is the problem of understanding what **carrying capacity** means. I am reluctant to use a term such as that without a clear understanding of its meaning.

The phrase below gives me pause for thought. It sounds like we aren't prepared to take "innovative" approaches to land use planning. I agree with do no harm ... but this seems like wording that could be very complicated and subject to wide interpretation.

Uncertainties around the rate and scale of climate change impacts are also requiring more precautionary and adaptive management approaches across the region. Precautionary approaches emphasize caution, pausing, and review before leaping into innovations which may cause harm due to scientific uncertainty. Adaptive approaches are structured, iterative processes of decision-making intended to reduce uncertainty over time through periodic monitoring and evaluation, and evidence-based policy adjustments.

Commitments of Trust Council

3.1.2 should include healthy communities.

3.1.4 – I agree with the sentiment but concern about the phrase **carrying capacity**.

3.1.6 – I agree with this as a new commitment and would like to add " and recommendations to the provincial government".

3.1.9 and 3.1.10 are problematic until we have a way to include healthy communities and understand what carrying capacity is getting at.

Part 4

If we can avoid the phrase " ...**like never before**..." I would be very comfortable with the intro to this Part.

4.1.3. I wonder why it reads as a commitment for protected areas as opposed to “strive for” for other items following I am supportive of this so long as everyone understands the type of resources this may take to establish this commitment and the one in 4.1.6.

Coordination policies.

Again can I suggest we add “ recommend to the provincial government” where appropriate as that is a specific authority under s. 8 of the Act.

4.3.9

Better define *clear cutting* – i.e. is this in relation to harvesting? Or for residential purposes as well ?

4.6

I would suggest both 4.6.3 and 4. 6. 10 should include “ consistent with community character”.

Housing Policy

I know that others are working on suggestions for this section and will reserve comment until I see what others have to say.

Thanks for the work.

COMMENTS AND SUGGESTIONS (italicized words are extracts from draft policy doc)

PART 3: REGIONAL GOVERNANCE (new) CONTEXT: (First paragraph)

Establishing Priorities and Limitations: Advancing the Islands Trust Object is the preeminent duty of Trust Council, its committees, and all locally elected trustees in the Trust Area. This unique statutory mandate, unlike any other governance system in the country, specifically names the unique amenities and environment of the Trust Area as being worthy of priority attention. (See Section 1.4 for a detailed description of the Islands Trust Object.) When enacting policies locally across the region, potential for conflict exists. In order to maintain focus on the special-purpose mandate of Islands Trust now and into the future, regional priorities, values, principles, and approaches should be guided by area-based mapping of significant ecosystems and cultural heritage, along with evidence-based understandings of each island's carrying capacity.

Comments and suggestion:

There are differing views about the usefulness of the concept of carrying capacity, partly due to the argument that number of people does not necessarily reflect how individuals (or their cultures) view their relationship with the natural environment.

Carrying capacity may be focused on:

- (a) the maximum population possible through use of human technology (anthropogenic perspective) or
- (b) the maximum population possible that does not irreparably harm the non-human components of the ecosystem.

Given the phrase “carrying capacity” potentially carries different meanings I suggest not using it (undefined) and replacing it with something more descriptive of intent.

Successful implementation of ecological protection measures will determine the extent of possible development and measure carrying capacity by outcome. Human needs would be considered but to the degree such needs do not override the health of other ecosystem components.

Suggest some rewording of the above underlined sentences:

“When applying policies on a regional basis, there is potential for conflict with local island perspectives. To address this potential and maintain a focus on the special-purpose mandate of Islands Trust now and into the future, regional priorities, values, principles, and approaches in regional policies should be guided by area-based mapping of significant ecosystems and cultural heritage, along with evidence-based understandings of each island's ecosystem capacity for development not detrimental to its overall ecological health.”

PART 3: REGIONAL GOVERNANCE (new) CONTEXT: (Third paragraph)

Precautionary approaches emphasize caution, pausing, and review before leaping into innovations which may cause harm due to scientific uncertainty.

Comments and suggestion:

My understanding is that the Precautionary Principle is a guide or framework applied to decision making that errs on the side of caution when there is uncertainty about the causal links between a proposed activity and potential ecological harm (or other types of harm).

I am not sure about the phrase “before leaping into innovations” applied to decision making. The term ‘innovation’ captures the sense of “out of the box” or new ways of decision making. That makes sense. But does the term also include decision making that may also consider new emerging factors such as climate change, biodiversity loss etc? Applying caution and careful consideration of new factors would also seem appropriate before deciding.

Also, the word “leaping” connotes a sense of “haste” or possibly “not fully considered”, which seem contradictory to the principle. It reads saying “after much careful consideration, there is a pressing need to act”. Is that the intent?

Suggest changing to: *“When there is potential ecological harm and uncertainty (scientific or consideration of Traditional Ecological Knowledge) about such harm, precautionary approaches emphasize caution and careful consideration in making a decision.”*

Examples of the principle:

Source: World Health Organization: The precautionary principle: protecting public health, the environment and the future of our children (2004), Edited by Marco Martuzzi and Joel A. Tickner, 2004; ISBN 92 890 1098 3

“The precautionary principle, proposed as a new guideline in environmental decision making, has four central components: taking preventive action in the face of uncertainty; shifting the burden of proof to the proponents of an activity; exploring a wide range of alternatives to possibly harmful actions; and increasing public participation in decision making”.

Source: GUIDELINES FOR APPLYING THE PRECAUTIONARY PRINCIPLE TO BIODIVERSITY CONSERVATION AND NATURAL RESOURCE MANAGEMENT. As approved by the 67th meeting of the IUCN Council, 14-16 May 2007 (International Union for Conservation of Nature)

“Finally, it must be borne in mind that the precautionary principle is generally only relevant where the following elements are present:

- First, in situations where there is uncertainty. Where the threat is relatively certain (i.e. a causal link between an action and environmental damage can be established, the probability of occurrence can be calculated, and the damage insured against), measures may also need to be taken. However, these should be seen as preventive, not precautionary measures; and.
- Second, where there is a threat of environmental damage. Where there is no indication of a threat of environmental harm, the principle will not apply; and.
- Third, where the threatened harm is of a serious or irreversible nature. Where threatened damage is trivial or easily reversible, the principle will not be relevant.”

Coordination Policies for Trust Council

4.3.9 Trust Council shall coordinate and advocate to the provincial government to grant Islands Trust the necessary jurisdictional authority to preserve and protect forest ecosystems, including:

☐ legislation to prohibit clear-cutting and logging of old-growth in the Trust Area; and

Comment and suggestion:

The order of items prohibited may be read to mean both “clear-cutting” and “logging” modify “old growth,” which would exclude clearcutting of forests on a lot that are not old-growth. It also varies from the wording in section 4.3.5 (TC Commitments) which states “clear cutting of forests and logging of old-growth forests”. Recommend using the wording of section 4.3.5.

“4.6.7 It is Trust Council’s policy that the following restrictions are necessary in order to preserve and protect the sensitive coastal and marine waters of the Trust Area:

☐ private docks should be limited to boat access only properties; (new)

“4.6.14 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, prohibit private docks except where properties are boat access only”

Comments and suggestion sections 4.6.7 and 4.6.14 cited above:

What is the intended meaning of “boat access only properties”? All islands require boat access whether by ferry service or private boats (ie no bridges from any island to Vancouver Island). The term “boat” could mean privately owned boats and/or ferries.

Scenarios:

Island with no ferry service- are docks allowed for any waterfront lot?

Island with ferry service- are docks only permitted if there is no access to the waterfront lot by way of a road on the island?

Is there a difference between car ferry and foot passenger only ferry service (ie Lasqueti Island)?

How does South Pender fit in? It has no direct ferry service but is linked by a bridge to North Pender and thus has indirect ferry access.

I am not clear what is intended. It seems the issue may more about car/road access rather than boat access. A definition, or clarification of, “boat access only” would clarify policy intent.

6.2.5 *Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, identify and assess the impacts of short term rentals of residential dwellings on the availability of safe, secure, and affordable housing in their planning area and, where necessary, regulate and limit the number of short term rentals accordingly. (new)*

Query:

The directive requires an OCP to have provisions assessing impacts of short-term rentals (as defined in the bylaws) on availability of affordable housing and if the OCP allows for such a use, regulations must include a limit to the number if such a limit is necessary.

The direct impact of the provision is that all OCPs must now contain such an assessment, whether or not short-term rentals are allowed in the bylaws.

The provision also highlights the possibility of bylaws setting limits to the number of such rentals allowed.

Is this the intent?

6.2.6 *Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, identify appropriate floor area and lot coverage limits for new residential development in their planning area, in order to effectively minimize greenhouse gas emissions, cumulative effects, biodiversity loss, climate vulnerability, and destruction of Indigenous cultural heritage. (new)*

Comment and suggestion:

The provision requires OCPs and bylaws to identify floor area and lot coverage limits for “new residential development”. I presume the “application” of these limits to new development is also intended as it is implied by virtue of the ending phrase (ie ..in order to ...). If so, perhaps adding the words “and apply” after “identify” would make it clearer.

The new lot coverage and floor area limits may or may not match current criteria in a zone. If not, then some existing dwellings in the zone will become legal non-conforming. An alternative to creating a legal non-conforming status for existing dwellings would be to rezone vacant properties in that zone.

The inclusion of “new” establishes a temporal factor that needs to be considered in the bylaws with respect to existing dwellings.

An alternative would be to replace “new residential development” with “dwelling units”, thereby letting LTCs determine how these criteria are applied to new and/or existing dwellings?

Feedback on the DRAFT Trust Policy Statement

I am grateful to staff for preparing this draft of the Trust Policy Statement. With the short time line to provide written comments to TPC on this early draft of the Policy Statement, I apologize for the abrupt language used in my comments. I also want to be clear that I have no issues with the language added to reflect our Reconciliation commitments. I actually think there is room to provide more directive policies in regard to Reconciliation (see reference: City of Vancouver Heather Lands Policy Statement 2018).

I believe this update of the Trust Policy Statement is an opportunity to set the Islands Trust on a path to use the available and foundational land use planning tools along with new and modern concepts to achieve a diverse and sustainable island communities and to curtail development that is out-of-step with climate action and equity needs. This update of the Trust Policy Statement should also set the groundwork for the trustees and staff to be being willing to learn and be open to new concepts. New concepts come from exploring lessons learned from other from jurisdictions with which we have key things in common.

Below my comments are island-specific suggestions that I am putting forward in concert with Gabriola Island Trustee Scott Colbourne.

1. Section 1.3 Present Context

Suggest you mention sea level rise.

At a minimum, remove “throughout the Province” from this sentence in section 1.3: “A lack of safe, secure, and affordable housing on many islands and throughout the Province, is of major concern to the long-term sustainability and resilience of Trust Area communities.”. The context should be about how these major concerns/opportunities are showing up in the islands within the Trust Area. It is important to recognize that the Trust’s own policies and regulations have contributed to the inequity in housing, the displacement of people, and environmental degradation. To address equity will require bold, deliberate and intentional planning efforts. It is extremely unfair to associate the provision of affordable housing with the environmental degradation and decimation of cultural heritage sites that is occurring in the islands. The Islands Trust must take action to end this false narrative.

2. Section 1.4 is light on community. "compact marine-oriented settlements" and "self-sufficiency and interdependence" are the only items related to an active society/community in the islands. What about the historic, extensive and ongoing farming culture and artist culture? What about close-knit communities where children are raised close to nature? What about indigenous culture/communities? I understand the challenge of language and cultural sensitivity. So why not own it? Let’s define “community” the best we can and in recognition of indigenous knowledge. I believe this is an opportunity to really get to the heart of the matter – the Islands Trust is a special purpose government that is different from every other “local government” in British Columbia because we have a statutory legal obligation to the environment, in addition to

obligations to healthy and inclusive communities. So let's define community as being both ecological and social.

I also question the "almost continuous tree cover" that is referenced in this section. The recent mapping demonstrates significant anthropogenic activities in most of the islands.

For the benefit of residents and of British Columbia: What about small-scale farms, a place for artists? There are a lot of other naturally beautiful and ecologically important places in BC. The Sea-to-Sky and Vancouver Island, for example, easily fit in this description. What makes the Trust Area different? Is it the balance between the natural environment and the unique, small communities with art studios, little farms and cottage industries that other people in BC value about the Gulf Islands?

In cooperation with... Consider strengthening this paragraph. The provincial legislator and ministries need to show up in meaningful ways now more than ever. The Islands Trust needs new and better tools from the Province to help it evolve to meet the challenges and opportunities of Climate Change, Social Equity and Reconciliation. The Islands Trust needs better legislation and agreements with the Province. There needs to be an ongoing commitment, partnership and performance monitoring.

Instead of "while the Islands Trust can provide the necessary leadership..." how about "the Islands Trust must take a leadership role" in guiding individuals, organizations and other agencies "to uphold and support the Trust object".

Let's strengthen the language to direct engagement and accountability of agencies. As a special purpose provincial agency, these other agencies should have a responsibility to work with the Trust.

3. Section 2.1

"Regional place protection planning" needs to be defined.

The second paragraph seems to be describing local planning services? If so, this may be the place to mention the population of the islands and reference responsibilities under the Local Government Act for housing, transportation, economic development and so much more, for example, planning for climate resiliency...

This is an opportunity to build on a definition of community. We can be clear that a "place" and an "ecosystem" include the intersectionality of land, water, plants, animals and people. We can only protect the environment and cultural heritage by planning for the people.

4. Section 3

Establishing Priorities and Limitations.

The sentence “This unique statutory mandate, unlike any other governance system in the country, specifically names the unique amenities and environment of the Trust Area as being worthy of priority attention (see Section 1.4...)” This is why the Section 1.4 definition of “unique amenities” must include community - sustainable communities. The omissions in the Section 1.4 combined with this paragraph are setting up “business as usual” rather than creative problem-solving, integrated solutions and innovation. We should be using best practices for planning resilient communities. Carrying capacity for large homes and sprawl is different than carrying capacity for small, clustered homes or apartments over shops in a village. We need an iterative approach to understanding ecological and infrastructure metrics and adaptive and innovative solutions. **Carrying capacity should not be used in this document** because humans do not consume resources and interact with the environment equally. “Ecological footprint” is a better concept for what we are doing as a land use regulating authority.

Climate Action (Context)

What about best practices and tools that are readily available for responsible land use planning? Should we be referencing these (<https://toolkit.bc.ca/>)?

To quote from the Coast Information Team’s Principles and Goals for Ecosystem based Management “Knowledge of natural processes and human interactions is incomplete and inherently limited, and decisions made in the present can pose unacceptable risks for the future. Apply the Precautionary Principle and practice adaptive management in decision making. Monitor consequences of decisions and adopt a learning approach to planning.” However, when it comes to climate action, the precautionary approach may be over relied upon in this case. While it can often be the best approach, so can timely bold action and risk taking. We are losing biodiversity and ecosystems at a rapid pace. Many island villages, wetlands, estuaries and beaches are going to be underwater in 50 - 75 years. I would support a directive policy that required LTCs to “practice adaptive management in decision making, monitor consequences of decisions, and adopt a learning approach to planning.”

5. Section 3.1.2. I understand the decisions of Trust Council indicate that there is an important balance that we must apply to all decision making. Perhaps instead of using the word “environment”, perhaps it would be more informative to say “supporting sustainable communities while preserving, protecting and restoring ecological sustainability and Indigenous cultural heritage.”
6. Section 3.1.9. We must define community earlier (Section 1.4) and be clear that a "place" and an "ecosystem" include the intersectionality of land, water, plants, animals and people. We can only protect the environment and Indigenous cultural heritage by planning for the people.
7. Section 3.1.10. We should be using best practices for planning resilient communities. Carrying capacity for large homes and sprawl is different than carrying capacity for small, clustered

homes or apartments over shops in the village. We need an iterative approach to understanding ecological and infrastructure metrics and adaptive and innovative solutions. **Carrying capacity should not be used in this document** because humans do not consume resources and interact with the environment equally. “Ecological footprint” is a better concept for what we are doing as a land use regulating authority.

8. Part 4

Environmental Integrity (Context). Should mention nature based solutions as important, not only to environmental integrity, but to climate adaptation.

9. 4.2.1 Must include a commitment to an integrated approach. Without an integrated approach we cannot account for the ecosystem and human needs.
10. 4.2.6 We cannot meet directive policy 4.2.5 of preventing further loss or better yet “sustaining healthy watershed ecosystems...” if we do not address equity and take an integrated approach. Presently, a person with a 20 gallon/minute well can waste water while a person with a 0.5 gallon/minute well sips and conserves. We must impose conservation, embrace rainwater harvesting, and apply integrated solutions. There is a dangerous unintended consequence for the way this section currently reads – developers will flock to areas causing greater ecosystem damage and sprawl. What about taking a smarter integrated approach to where development should or should not be while factoring in water supply from a human and ecological approach.
11. 4.2.8 Again, watch out for unintended consequences. Perhaps prohibiting private desalination plants but leaving the door open for systems to serve EXISTING villages.
12. 4.4 Agriculture – we need the commitments and directive policy to recognize and protect farm land and support providing food to island communities.
13. 4.6.7 indicate a preference of community docks.

Island-specific context and directive policies, in concert with Gabriola Island Trustee Scott Colbourne:

Part 3, directive policy applicable to Gabriola and Salt Spring Island Local Trust Committees:

It is recognized that housing-related social, economic and environmental issues are beyond the capacity of any one organization. Cross-sector partnerships are required to think differently and work collaboratively to cultivate new integrated solutions. Gabriola and Salt Spring Island Local Trust Committees shall support and participate with First Nations, all levels of government, and non-government organizations to develop a framework for housing actions to be funded and implemented in

a manner that integrates and considers both human and ecosystem needs through integrated planning that prioritizes biocultural diversity, policy development, and recommendations for implementation by member agencies and organizations.

Part 6, Gabriola and Salt Spring Island Context:

The gap between those who can and those who cannot afford a home on Gabriola and Salt Spring islands is rapidly growing. Meanwhile, Gabriola's and Salt Spring's social and environmental values are fraying as evidenced, for example, by increasing real estate values, a loss of rental stock, an increasing percentage of the island workforces commuting from off island, and increasing homeless counts. Many islanders live in housing that is not supported by existing Bylaws. These islands are facing a diminished future, becoming increasingly exclusive and environmentally fragmented.

In the absence of change or intervention, population growth is spreading throughout these islands in single family dwellings on larger lots – with virtually no limit on house sizes. Without further intervention, this growth comes with negative environmental, social and economic consequences: more land cleared, more roads built, and more employees commuting to the islands – which, in turn, drives up the increasing cost of living on the islands.

Protecting the environment while diversifying housing are interconnected challenges that require that growth be managed so that it is gradual and targeted, that biodiversity is protected and freshwater is conserved to balance human and environmental needs and ensure long-term sustainability. The goal is diversifying the supply of housing that meets the needs of Gabriola and Salt Spring residents with minimal environmental impact.

Part 6, directive policies applicable to Gabriola and Salt Spring Island Local Trust Committees:

As there is a deficit of safe, secure, appropriate housing options that are affordable for all demographics and household types in perpetuity on Gabriola and Salt Spring, Local Trust Committees for those islands shall not amend their official community plan or regulatory bylaws so as to increase the stock of for-profit, market housing.

As there is a deficit of safe, secure, appropriate housing options that are affordable for all demographics and household types in perpetuity on Gabriola and Salt Spring, Local Trust Committees for those Areas shall amend Official Community Plans and regulatory bylaws to increase those housing options.

Feedback on Policy Statement draft
Scott Colbourne
May 2021

I am grateful for the work of staff in preparing this document. I find its sections in blue, on Reconciliation and cultural heritage, to be exemplary and historic. Those updates accurately represent the input of the Trust Programs Committee Reconciliation working group, Trust Council motions, and staff expertise.

On the whole, however, I find this draft unsupportable in its current form due to its reliance on status-quo land-use planning that is out of step with current best practices. I believe it would hasten and increase the negative environmental and societal impacts of unchecked and inequitable development. In my numbered responses, I am including an overview of terms, definitions and approaches that have been excluded from this draft to the detriment of the applicability of these policies to the modern context and sustainability of these islands. Below those are island-specific suggestions that I am putting forward in concert with Salt Spring Island Trustee Laura Patrick:

1. ADD a clear commitment to **EQUITY, DIVERSITY and INCLUSION** as per the Canadian Institute of Planners EDI Roadmap:

https://philanthropyNW.org/sites/default/files/resources/PNW_Changemakers_Report.pdf

and

2. ADD a clear commitment to **PLACE-BASED, MULTIGENERATIONAL and INTEGRATED SOLUTIONS to SUSTAINABILITY**. *For example: People and place are interconnected, and responses to local issues and challenges must be integrated solutions. The Trust is committed to place-based, multigenerational sustainability that addresses equity, diversity, and inclusion in meaningful ways.*

Another example, from the Pacific Northwest Changemakers report linked below:

“Community-based sustainability requires balancing ecological integrity and human flourishing; ecosystem health and human health; biological and cultural diversity; environmental quality and economic growth. Increasingly, communities, businesses, and principalities understand that in order to thrive and prosper they must achieve sustainability. They aspire to cultivate a spirit of creative innovation in support of civic responsibility, economic opportunity, inclusive decision-making, multiple stakeholders, and diverse representation.”

https://philanthropyNW.org/sites/default/files/resources/PNW_Changemakers_Report.pdf

3. REMOVE all references in the document to CARRYING CAPACITY. It is undefined and scientifically unsupported in this context. In its place, define and make a commitment to **ECOLOGICAL FOOTPRINT and FOOTPRINT ANALYSIS** of housing and other forms of development. <https://www.footprintnetwork.org/our-work/ecological-footprint/>

4. **DEFINE AFFORDABLE HOUSING** in plain, real terms, recognizing that renters and owners face different costs and pressures. For example, here is the Regional District of Nanaimo’s definition of affordable housing: *“Housing is considered to be "affordable" when it costs less than 30% of before-tax household income. Housing is not affordable when it costs so much that individuals and families have trouble paying for other necessities such as food, health and transportation. For renters, shelter costs include rent and any payments for electricity, fuel, water and other municipal services. For owners, shelter costs include mortgage payments (principal and interest), property taxes, and any condominium fees, along with payments for electricity, fuel, water and other municipal services (Canada Housing and Mortgage Corporation).”*

5. I ask that this document be **PEER REVIEWED**, to ensure the Trust is utilizing current best practices in land-use planning and climate crisis response, by a) The Canadian Institute for Planners; and b) The Province of British Columbia’s Climate Action Team.

**Island-specific context and directive policies,
in concert with Salt Spring Island Trustee Laura Patrick:**

Part 3, directive applicable to Gabriola and Salt Spring Island Local Trust Committees:

It is recognized that housing-related social, economic and environmental issues are beyond the capacity of any one organization. Cross-sector partnerships are required to think differently and work collaboratively to cultivate new integrated solutions. Gabriola and Salt Spring Island Local Trust Committees shall support and participate with First Nations, all levels of government, and non-government organizations to develop a framework for housing actions to be funded and implemented in a manner that integrates and considers both human and ecosystem needs through integrated planning that prioritizes biocultural diversity, policy development, and recommendations for implementation by member agencies and organizations.

Part 6, Gabriola and Salt Spring Island Context:

The gap between those who can and those who cannot afford a home on Gabriola and Salt Spring islands is rapidly growing. Meanwhile, Gabriola’s and Salt Spring’s social and environmental values are fraying as evidenced, for example, by increasing real estate values, a loss of rental stock, an increasing percentage of the island workforces commuting from off island, and increasing homeless counts. Many islanders live in housing that is not supported by existing Bylaws. These islands are facing a diminished future, becoming increasingly exclusive and environmentally fragmented.

In the absence of change or intervention, population growth is spreading throughout these islands in single family dwellings on larger lots – with virtually no limit on house sizes. Without further intervention, this growth comes with negative environmental, social and economic consequences: more

land cleared, more roads built, and more employees commuting to the islands – which, in turn, drives up the increasing cost of living on the islands.

Protecting the environment while diversifying housing are interconnected challenges that require that growth be managed so that it is gradual and targeted, that biodiversity is protected and freshwater is conserved to balance human and environmental needs and ensure long-term sustainability. The goal is diversifying the supply of housing that meets the needs of Gabriola and Salt Spring residents with minimal environmental impact.

Part 6, directive policies applicable to Gabriola and Salt Spring Island Local Trust Committees:

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As there is a deficit of safe, secure, appropriate housing options that are affordable for all demographics and household types in perpetuity on Gabriola and Salt Spring, Local Trust Committees for those Areas shall amend Official Community Plans and regulatory bylaws to increase those housing options.

From: Sue Ellen Fast
Sent: Sunday, May 9, 2021 9:46 PM
To: Dilani Hippola
Subject: Input Islands 2050

Hi Dilani - looking good, and here are four suggestions in addition to those I made May 3 at TPC:

1. consider including a goal of protecting 70% of the land base for nature. I believe Kate Emmings said that 70% for nature is the current science-based estimate for land needed. MetroVancouverRD is proposing 50%. See attached slide from yesterday's meeting.

Why would Islands Trust have less-ambitious goals than MetroVancouver when it comes to protecting nature? Equivalent draft text in directive policy 4.1.6 refers to "sufficient size" which is arguable and not inspiring.

Attached is a slide re updating MVRD's regional growth strategy, from a meeting I participated in May 8, 2021 where they brought us elected folks up to date with work underway across the region. Exciting! Adding one target like this could build bridges among trustees to improve odds of passing this before the term ends; build aspiration among trustees; assist the ITC and LTCs to work in a more integrated way; and pilot the use of targets in the Trust Policy Statement.

Boardroom View is talking ...

PROPOSED – GOAL 3 - ENVIRONMENT

- New aspirational 2050 targets:
 - ❑ **Protect 50%** of regional land base **for nature**
 - ❑ Increase **tree canopy cover** within the Urban Containment Boundary to **40%**
- Supportive policies:
 - ❑ Regional green infrastructure network
 - ❑ Sensitive Ecosystem Inventory Map



metrovancover 100



50% is an increase over the 40% in current RGS adopted in 2011 by MetroVancouver board. See Recommendation 3 at <http://www.metrovancouver.org/services/regional-planning/PlanningPublications/Metro2050-PolicySummary-Environment.pdf>

Response observed: None of the elected folks participating, around 100 I believe, asked about the above targets that I recall. One from Surrey suggested a region-wide tree protection bylaw, but that was earlier when Climate2050 was being discussed. (That's Harold Steves with middle with the books, one of the MLAs instrumental in setting up Islands Trust, ALC and more back in the day)

2. consider including more targets or “musts” on the demand/benefits side of conservation planning, including ecosystem services like carbon storage, freshwater, and outdoor recreation. E.g. where is high human demand for these benefits? How many accessible beach accesses per 100 homes?

Here's a paper **about how conservation planning happens and how it can gain acceptance and be implemented more.** Same topic as the paper Kate Emmings emailed to the ITC board

Jan 20 (<https://consbio.org/products/publications/transparent-and-intuitive-modeling-framework-and-software-efficient-land-allocation>). This newer paper is framed by the question: “As Canada has committed to protecting 30% of its territory by 2030, which 30% should it be?” Their approach: hotspots for three ecosystem services (carbon storage, freshwater, and outdoor recreation) were mapped, along with current protected areas and resource development tenures, to see where they overlap at a national scale. Could also be used at a regional scale apparently, and/or an island scale re freshwater etc. Thinking of the human participants and needs from the outset, which can be part of the ITC strategy as presented in the paper Kate sent too, if I understand correctly.

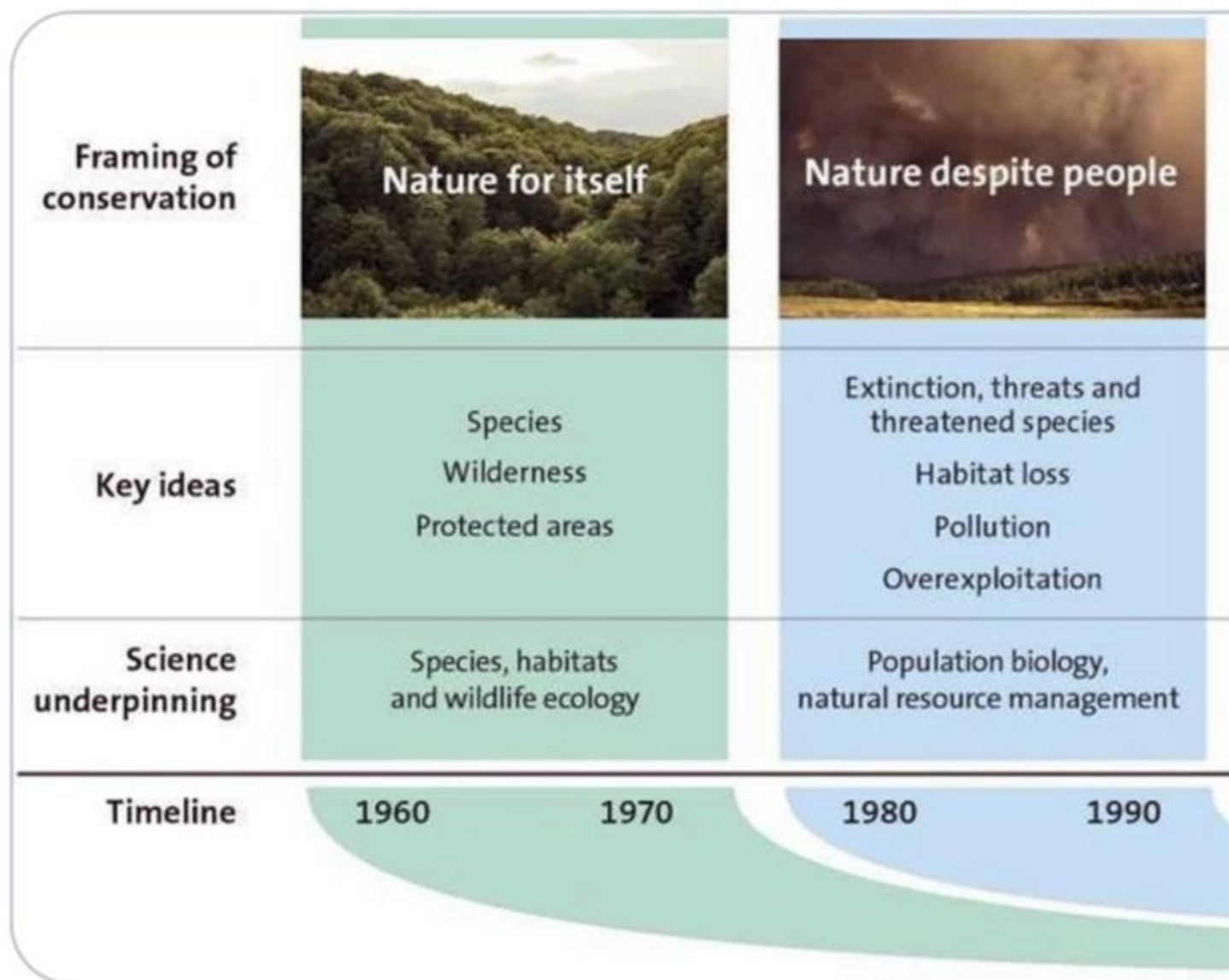
I wanted to flag it because the Trust needs to find ways to communicate the benefits of conservation planning to all, including to trustees making decisions at LTC meetings. Contrast this approach of focus on three services vs the longer more technical ITC approach, which may be out of reach or off-putting for trustees faced with a zoning application and trying to integrate big concepts. Also might allow Islands Trust to link to a national framework. The paper’s authors describe it better:

Twitter thread main messages: <https://twitter.com/MGEMitchell/status/1346513632851464193>
sample: "You can't just map where nature has the potential to provide benefits/ecosystem services. You also need to understand where people are, where the demand for nature's benefits is located, and how people can access these benefits."

CBCQuirks article and recording with Aerin Jacob: <https://t.co/6SVTsow10E> (Aerin Jacob is with the Yellowstone to Yukon Conservation Initiative, another large regional conservation scheme with migrating wildlife and people all over the landscape.)

Paper: <https://iopscience.iop.org/article/10.1088/1748-9326/abc121>

3. Use this figure attached in some way to help trustees understand each other better and to find common ground. It has certainly helped me see why “preserve and protect” means different things to different trustees, eg including community and housing or not. It is figure 11 in this excellent paper: <https://link.springer.com/article/10.1007/s13280-021-01544-8#Fig11>



Response observed: When I sent it to EC March 27 Laura Patrick replied "This is a very helpful diagram!" and that "There are no sides – all agree in the protection of the environment." Peter Luckham replied "Brilliant Sue Ellen, I have been asking this very question how can we connect people/housing with environmental protection/balance." Russ reported that he had presented it during an all-staff meeting the following day. I sent it to all trustees and only Peter Grove replied: "Thanks so much!" (Oh well) Hoped it might help us trustees understand each other better and work more in concert. These days I am finding myself way over in the People and Nature side of this figure, having started my career far left in the green.

The paper draws so many threads together into a sustainable web of life, with humans as part of it. Builds the case "for people, economies, societies and cultures to actively start governing

nature's contributions to wellbeing and building a resilient biosphere for future generations." If you dip into it, I suggest starting at Collaborating with the biosphere just above Figure 11. Couldn't be more up to date: "Our future in the Anthropocene biosphere: global sustainability and resilient societies" written for the Nobel Prize Summit held in April 2021.

4. Consider beefing up measures to limit home size. Not sure there is one answer. Raise land taxes while incentivizing NAPTEP and other tax relief? Apply an "Affordable Housing Overlay" zone across the region somehow? Other measures to limit home size when it comes to sustainability and ecological integrity context and functions, such as in Patrick Condon's latest book that I have yet to read? (<https://thetyee.ca/Culture/2021/05/07/Sick-City-Pandemic-Housing-Crisis/?fbclid=IwAR0SUL9jbyLCNPMOLK9FPBcMo02cgHmdQXuhOopLdZPqkv0PN5mLOy9RGwI>) Like neighbourhood character in cities; if our main definition of island character is 'some protected nature, marinas, and docks, AND large homes and the people who can afford them, and properties that are ripe for large homes in the future', that's not much character and not much different from lots of other places in the world.

I'm afraid that creating wonderful walkable islands with lovely significant protected areas and beaches etc as per the description on p. 17 of "...and its unique amenities and environment..." is part of the forces raising desirability and land prices. So more land exchanges hands, and new people have higher vested interest in maintaining property values, and less interest in diverse inclusive communities with attainable homes/affordable housing, and our economic segregation keeps getting worse. Somehow we need to limit mansions so we do not continue on this slippery slope. This one I am not so sure of what to ask you to add - just flagging a gap in the fence through which the herd is already stampeding. ("Affordable Housing" is a term that MetroVancouver staff have not been able to define either, by the way.)

5. I really appreciate 4.6.7 and other bold policies - good stuff!

Hope this helps and good luck on Monday with what I expect will be a diverse bunch of trustee input -

Sue Ellen

Sue Ellen Fast (she/her)

Nexw̓lélexm / Kwílák̓m (Bowen Island) Trustee | Municipal Councillor | Islands Trust Vice Chair

sfast@islandstrust.bc.ca sefast@bimbc.ca

Preserving and protecting over 450 islands and surrounding waters in the Salish Sea

Thankful to live and work in the treaty and territories of the BOKÉĆEN, Cowichan Tribes, Halalt, Homalco, K'ómoks, Klahoose, Ts'uubaa-asatx, Lək'wəŋən (SXIMELEL, Songhees, T'Sou-ke), Lyackson, MÁLEXEŁ, Penelakut, Qualicum, Scia'new, səlilwətaʔl, SEMYOME, shíshálh, Snaw-naw-as, Snuneymuxw, Skw̓xwú7mesh, STÁUTW, Stz'uminus, Tla'amin, scəwáθən məsteyəxʷ, We Wai Kai, Wei Wai Kum, WJOŁEŁP, WSIKEM, and xʷməθkʷəy̓əm.

From: Ali Svends [REDACTED]
Sent: Thursday, May 6, 2021 6:44 PM
To: Robert Barlow
Subject: Staff of Islands Trust

Follow Up Flag: Follow up
Flag Status: Flagged

Congratulations on putting the environment first and for the inclusion of the First Nations in mandate.

Thankyou
Alix Hodson

Sent from my iPad

From: Jorge and Maria Carmita Menyhart [REDACTED]
Sent: Thursday, May 6, 2021 3:20 PM
To: Robert Barlow
Subject: Draft Trust Policy Statement

Follow Up Flag: Follow up
Flag Status: Flagged

to Trust Program Committee May 14th, 2021 re: Trust Policy Statement
from Carmita de Menyhart, 219 Sticks Allison Rd. East-Galiano Island

I believe that you should not rush the process of rewriting the Trust Policy Statement. The island communities shall have the time to review the proposed changes. Please give us, the residents of the Gulf islands information and more time to consider the proposal for a new Trust Policy Statement.

From what I was able to read I will comment about the following:

With respect to water in the rewriting it was eliminated

4.4.2

- 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,

This paragraph has been the only one that property owners without the need of an expert could present their **water problems** to the Planning Department or the LTC in the case of a rezoning for a development. An owner knows when his/her well is dry or an owner whose property is under a Water Community System can present a diagram showing how extremely low is the source of water of their system.

The new paragraph:

- that neither the density nor intensity of land use is increased in groundwater regions where the quality or quantity of the supply of freshwater is likely to be inadequate or unsustainable

The terms of inadequate or unsustainable are vague and they will mean different things to different people, you will need an expert to define them for specific cases. Property owners will be lost, nobody will listen to them.

I support paragraph 3.1.2

3.1.2 Trust Council commits to place priority on preserving and protecting the integrity of the environment and Indigenous cultural heritage in all decision-making. (Guiding Principle #2)"

The protection and preservation of the Gulf Islands environment is the fundamental notion that can protect the Islands in the uncertain climate change future. What is certain is that the pressures to develop the island as much as possible will continue. Thank you,

Carmita de Menyhart
Galiano Island

Trust Programs Committee May 14, 2021 re: Trust Policy Statement

Submitted by Harlene Holm, 3900 Lacon Road, Denman Island

☆ Please stop the juggernaut. Set aside the rushed process of adopting a flawed rewrite of the Trust Policy Statement (TPS) until island communities have the time and opportunity to review the many proposed changes, omissions and worrisome shifts in wording.

The new TPS was only 'available' at the end of April thanks to a direct email from the Trust Legislative Clerk in response to my request. The latest Trust website offers nothing beyond the 2019 Islands 2050 document accompanied by an illustration of a future highly developed "landscape".

I was a local trustee for Denman Island in late 1970 and early 1980 and worked with fellow trustees and staff to draft the first Trust Policy Statement. "Protection of healthy and inclusive communities" was not envisioned as in the "object" and should not be an "object" in 2021.

"Inclusivity" is an over-used term to describe a vague and virtue-laden social goal. In reality, the Trust was created to protect fragile island ecosystems from the world's most invasive species: people.

I have been plowing through the 67-page document that forms the bulk of the Trust Programs Committee's May 4/21 agenda package. The task has taken and will continue to take countless hours of my volunteer time. The new document rearranges far too much, omits text, edits intent and trendifies [my word] the existing TPS.

Please don't assure me that the public will have ample opportunity to contribute once the Trust Council gives the new TPS First Reading. That has never worked and will never work simply because of the inertia of staff time investment by that point and the Trust Council's formal commitment.

To date, I have numerous specific concerns – many systemic. However, I don't have time, given the May 6/21 deadline for submission to the Trust Programs Committee, to double-check every word of the "new" TPS. Nor is there response time for Denman committees dedicated to the foreshore area, to the conservation of ecosystems and to action on climate change.

With this said, here are my rushed concerns to date (not in order of priority, not tidily referenced using parallel structure and not to take away from my key concern starred above):

- a) The need for definitions in one reference section and not scattered in the document or perhaps simply left to islands to define or abandoned as too difficult to tackle. New terms should be included in the definitions section of the TPS –what is meant by inclusive community, affordable housing (plus the intended tenant/owner of affordable housing), ground water areas, densification areas...?
- b) Replacing “consult with” governments, agents, and developers with the term “coordination with.” For example, 3.4.2 –there is a significant difference between “in consultation with” and the new move to coordinate with government of British Columbia, the government of Canada, Crown corporations, municipalities...
- c) 3.4.1 300 m off shore/mid-channel tossed out due to concern for First Nation Rights. This is the classic baby with the bathwater. 3.4.1 was not created to limit First Nations rights but rather to address the Province and federal governments’ willy nilly granting of leases and licences to locate and operate ‘whatever.’
- d) Dove-tailing with with Ministry of Agriculture goals. For example, 4.1 misses the relationship of agriculture to the adverse effects of climate change. The elephant in the room is made up of pesticides, fertilizers, erosion and excess water use combined with ditching and 4.1.1 –please replace agriculture as “a traditional and valuable activity” with a strong recognition of food sovereignty: “Food Sovereignty is the right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems.”
- e) Why not clearly state that Crown Land should not be leased/relinquished for development unless equivalent land with greater environmental value is added to Crown land set aside on an island and includes for uses such agriculture, wood lots, utility corridors, roads, housing... Also, advocate that provincial and federal parks’ development –from campsites to ‘amenities’– respect the finite nature of islands in the Trust area.
- f) Please don’t remove reference to “utilities” in the section on Transportation because existing policies do not address utilities. In 2021, utilities include infrastructure to provide electricity (hydro, wind turbines, solar panels...), gas, water, sewerage services, communication networks and the delivery system for any similar public service. Utilities can and do impact all critters (including humans), ecosystems and surface water. Additionally, no future development should be allowed to pipe water from elsewhere on island and, at a minimum, use of the most recent 5-year lowest recorded rainfall for the area must be a requirement when considering rain catchment as a developer’s alternative to well water. Current use of average rainfall does reflect the existing and increasing extremes.
- g) No TPS recognition and protection of water except vague ground water area protection which is useless without protection of watersheds and wetlands. Ground water needs needs Mom Nature’s watersheds and wetland areas plus lakes and streams. At least on Denman Island, an owner can clear-cut, drain and bull doze the

very topography. MOTI can build roads and ditches without regard for the water that pours through MOTI culverts and into the ocean.

h) How does the TPS rewrite intend to resolve its emphasis on densification while espousing “rural”? Doesn’t densification mean building up not out. Densification translates as condominium and apartment complexes in communities across BC and Canada.

i) The new TPS appears silent regarding root problems resulting from empty houses/air B&B’s, logging on private land, real estate prices and the current development onslaught.

Thank you for slowing the adoption process, for taking time to consider my concerns and providing all islanders with the necessary information and process for effectively responding to the new Trust Policy Statement.

Harlene

From: Holly Schofield [REDACTED]
Sent: Thursday, May 6, 2021 2:54 PM
To: Robert Barlow
Subject: Trust Policy Statement revisions

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Trust Programs Committee,

The rewrite of the Trust Policy Statement has recently come to my attention. The short deadline to absorb and respond to the changes, the difficulty in seeing what was changed or removed, analyzing the long-term consequences of some of the proposed changes -- all of these things mean that public input is being strangled and the Policy Statement will not be reflective of what is wanted or needed in the gulf islands.

The little I have seen so far is unsettling and does not seem to prioritize the environment in any effective way.

I urge you to slow down this process and make it much more transparent to all concerned parties.

Thank you,

Holly Schofield
362 Sticks Allison Rd.
Galiano, BC V0N 1P0

From: Jacinthe [REDACTED]
Sent: Thursday, May 6, 2021 3:56 PM
To: rbarlow@islandstrust.bc.ca
Subject: Submission for Trust Program Committee on May 14

Follow Up Flag: Follow up
Flag Status: Flagged

Re Draft Islands Trust Policy Statement

Dear Trustees,

I would have preferred the true consolidation of April 2003 to have been used. This is not the case.

All deletions from the original consolidation should be colour-coded so that the reader knows at a glance what has been deleted and what has been added.

The Trust has a duty to consult with the “Province generally” – was this done? How was it done? Property Electors might have had an opportunity to comment during the 2 Public consultation phases.

Their input is irrelevant once the Bylaw is drafted. I believe that Staff crafted this Draft using the input received. Good for them. They are right on the money in section 3.1 Regional Governance Policies.

They understand what amenities are and the correct priorities for the Trust. Unfortunately, the idiotic resolution at the March Council meeting: *“Trust Council affirmed its understanding that the “object” of the Trust include the concept of and protection of healthy and inclusive communities including housing and transportation”* is so removed from the true Object of the Trust that it is no wonder that many islanders do not trust the Trust.

I understand that even if the Trust Policy Statement had all the right directive Policies, the right goals and the right advocacy policies, the implementation is not working. If it was working, we would not have several Islands in an unsustainable state right now. The Trust is playing Russian roulette with the well-being of the Islands, of their residents, summer residents, visitors and tourists alike. One does not go and buy a Cadillac without knowing how much money he/she has to spend to buy it. Most Islands have no up-to-date built-out mapping. How can a decision be made to create new densities without knowing the numbers of densities any given Island is committed-to.

The Draft has a policy on page 23 for evidence-based carrying capacity. I think it is a step forward towards the precautionary approach principle. This is a good policy.

This Draft is speaking about “affordable housing” yet everyone agreed on May 3, that it cannot be defined to fit all. Do not put it in the Policy Statement then. Just use the word ‘housing’.

I am used to a definition section. Whilst I understand what Staff tried to do, I still would prefer the inclusion of a definition section as well.

The real test will be to see how the new Islands Trust Policy Statement will be implemented. It cannot be ‘business as usual’. It too, needs to be a “a game changer”,

Thanking you for your consideration and your time,

Jacinthe Eastick
1585 Perry Road
Gabriola Island, BC

From: Jennifer Margison [REDACTED]
Sent: Thursday, May 6, 2021 5:54 PM
To: Robert Barlow
Subject: Initial Comment on Draft Trust Policy Statement

Follow Up Flag: Follow up
Flag Status: Flagged

To the Trust Programs Committee

I wish to comment on the Draft Trust Policy Statement (TPS) and process after attending the Trust Programs Committee meeting on May 3. I appreciate how much staff work goes into such an endeavor and I do want to recognize their good work and efforts to present the draft clearly.

I have two comments on the process:

1. I believe the time for reviewing this draft TPS is far too short for such a complex document with such serious implications for the future of the Trust area. I hope you will agree to extend the deadline for comments prior to a First Reading.
2. It is very challenging to determine what has been changed in the draft compared to the previous document and I believe that it would be a much more transparent process if both versions were included in one document and clearly identified. I simply have not had the time to grasp the full extent of the changes. I would like to ask that one document highlighting any changes be considered.

At this point, I have the following comments on the draft TPS:

1. I was very pleased to see that this draft emphasized the environment as in 3.1.1 "Trust Council holds that its primary responsibility is to provide leadership for the preservation, protection, stewardship, and restoration of the unique amenities and environment of the Trust Area." and 3.1.2 "Trust Council commits to place priority on preserving and protecting the integrity of the environment and Indigenous cultural heritage in all decision-making."

It is critically important in the face of ever increasing development pressures on the Gulf Islands that the primacy of environment protection, the "preserve and protect" mandate be **without doubt** the mission of the Trust and the Directives to Local Trust Committees should be very clear about this. I am extremely concerned about efforts of some Trustees to weaken or dilute the overarching environmental protection mandate by pressing for inclusion of "community needs", "healthy communities", "inclusive communities" or "housing" or "transportation". "Community needs, healthy communities, inclusive communities" are human-need focused, vague, open-to-interpretation terms that can be used to justify development of all kinds at the expense of the environment. I am already seeing this happen on my island. These terms have no place alongside the most important consideration the Trust has - to protect above all the fragile and threatened environment, especially in a time of ever-escalating climate crisis.

I am in favor of the inclusion of Indigenous cultural heritage being given prominence. It is long overdue and historically and currently tied to protection of the environment.

2. I am concerned about whether or not the wording in the water section 4.4.6 is in fact strengthened. The change from "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" to ""neither the density nor intensity of land use is increased in groundwater regions where the quality or quantity of the supply of freshwater is likely to be inadequate or unsustainable" could be problematic and not in fact do anything to protect current water resources from increased density. How would inadequate or unsustainable have to be demonstrated or proven? We are already seeing applicants for high density rezonings hire hydrogeologists who say there is plenty of water for a project, in the face of known water problems in that area. They report on what they were asked to report on and ignore **known problems**. Water resources is one of the critical pieces of the TPS, of the "carrying capacity" of the islands, a term I was glad to see (is this not what it is all about?) but it needs clarification and more specificity to be useful. And I would like to see even more clarity and emphasis on "that existing, anticipated and seasonal water demand and supply projections are considered and allowed for". What does "allowed for" mean? We need clear language that requires specific attention to and emphasis to "anticipated" and "demand and supply projections" of the already zoned-for density of a neighbourhood when increased density or intensity of land use is contemplated.

Sincerely,

Jennifer Margison
1417 Sticks Allison Road, Galiano Island
V0N 1P0
778-902-0648



Raincoast Conservation Foundation
% Shauna Doll, Gulf Islands Forest Project Coordinator
P.O. Box 2429
Sidney, BC V8L 3Y3
W̱SÁNEĆ Territory

May 6, 2021

Submitted for the consideration of the Trust Program Committee and Islands Trust Planning Staff

I am writing on behalf of Raincoast Conservation Foundation in response to the recently released first draft of the revised Trust Policy Statement (TPS) and the ensuing May 3rd meeting of the Trust Programs Committee ("the meeting"). By and large, the Trust planning staff have produced a considerably improved policy statement comparative to the 1994 version. Some notable strengths include:

- The culturally and ecologically informed explanation of some key phrases in the Islands Trust Object (s. 1.4)
- An improved explanation of the roles and responsibilities of the various levels of the Trust, their partners, the residents of the islands, First Nations, and others living, working, and operating in the Trust area (s. 2.2)
- The Context outlined in Part 3 "Regional Governance" which:
 - recognizes the need to "maintain focus on the special-purpose mandate of Islands Trust" (further supported by commitments 3.1.1~3.1.3);
 - asserts the importance of evidence-based decision making (further supported by commitment 3.1.4);
 - acknowledges the cultural history of the Gulf Islands and commits to the "reconciliation principles and recommendations" of relevant reports and legislation such as the United Nations Declaration on the Rights of Indigenous Peoples (further supported by commitments 3.1.2, 3.1.4, and 3.1.5); and
 - recognizes the imminent threats of climate change and asserts the need for "more precautionary and adaptive management approaches" within the Islands Trust area (further supported by commitment 3.1.4)
- The Context and Commitments set in Part 4 which explicitly acknowledges the climate and biodiversity crises, prioritizes ecological integrity, and introduces potentially operational strategies to adapt to, and mitigate, climate change and other anthropogenic impacts, in addition to:
 - Committing to proactive land-use planning using adaptive management strategies, environmental monitoring, cumulative effects frameworks, and vulnerability assessments to ensure decisions are scientifically informed (s. 4.1.1~4.1.5)

- Committing to respectfully incorporating Indigenous ways of knowing into decision making (s. 4.1.4 and 4.1.5)
- Adopting a precautionary approach to agricultural development prioritizing small-scale, regenerative agriculture (s. 4.4.1)
- Directive policies throughout Part 4 that demonstrate the Trust’s recommitment to the Trust object, keeping in mind that much like the development permit restrictions set in official community plans, the operationality of policy is only as strong as the descriptive language used within it
- The prioritization of cultural heritage of Coast Salish peoples across what is now known as the Islands Trust area, including the directive policies that hold Local Trust Committees accountable to coordinating and collaborating with First Nation communities as outlined in Section 5
- The acknowledgement in Section 6 that “traditional land use planning approaches are often ill-suited or insufficient in addressing the limited carrying capacities of Trust area ecosystems or the higher standards of environmental integrity mandated by the Islands Trust Object”. The following are good first steps to start addressing the concerns introduced in the Context of Section 6:
 - s. 6.1.1 recognizing rural characteristics such as opportunities for nature connection and low levels of noise and light pollution as unique amenities to be preserved and protected in accordance with the Trust Object
 - S. 6.1.2~6.1.4 outlining commitments for development to be scientifically informed to prioritize ecological integrity, climate resilience, and preservation of Indigenous cultural heritage
 - Directive policies supporting small-scale, sustainable economies based on ecosystem health, climate resilience, cultural sensitivity, and community cohesion
 - Housing policies that specify any scale development or for any purpose should prioritize reducing greenhouse gas emissions, safeguarding protected area networks, respecting the carrying capacity of groundwater regions, and protecting Indigenous cultural heritage (s. 6.2.3)
 - Recognition of need to implement appropriate floor area and lot coverage limits (s. 6.2.6)
 - Directive policies supporting active transportation networks to reduce reliance on private vehicle use
- Coordination policies described throughout the TPS committing Trust Council to collaboration with relevant government agencies and partners to fulfill the Object of the Trust

While these amendments have the potential to improve the policies governing the Trust council, there are sections that need improvement and/or further clarification to ensure the final TPS reflects the Trust’s duty of care in implementing the Trust Object and ensuring it is operational and enforceable at the local planning level.

We hope that this feedback will be considered by all Trustees and Islands Trust staff involved in the ongoing TPS revision process.

1. Language & Definition Feedback

The following recommendations pertain to the language and definitions used throughout the revised TPS document, paying particular attention to language that will strengthen the operability of the TPS.

Removing definitions from footnotes of the 1994 version of the TPS document and providing them in the body of the revised version as functional text is clarifying. It would be useful to also provide a glossary of these definitions at the beginning of the document to ensure they are easily accessible.

- **Recommendation:** Add a glossary of important terms to the beginning of the TPS document.

Some of the ambiguous language from the 1994 version of the TPS has been removed from the revised document. For example, “commit” has replaced “address” in many sections which assigns explicit accountability to Trust Council. That said, phrases like “the Trust holds that...” and “the Trust will strive to...” are less clear, as are the directive policies that are suggestive or interpretive.

Some directive policies are made very explicit, such as 4.2.8 which states “Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, *prohibit* desalination plants in the Trust Area” (emphasis added). Likewise, Section 4.3.5 explicitly states that clear-cut logging is “inappropriate anywhere in the Islands Trust area”. We agree with both quoted directive policies and urge Trust staff to implement more mandatory policies relating to environmental protections throughout sections 4.1~4.6.

- **Recommendation:** Strengthen language of directive policies, making certain policies mandatory to further the Object of the Trust.

Despite the strengths of the revised TPS noted above, the revised document, like the 1994 iteration, fails to adequately define “environment” and “unique amenities” of the Islands Trust area. Though s. 1.4 (p.2) recognizes the importance of “identifying unique amenities and environment” and even goes so far as to name some of these features (p.3, p.23), no holistic definition is provided. These missing definitions have been the subject of much debate between Trustees and island residents, and it seems likely that their ongoing absence from the TPS is due to a failure to reach consensus on what constitutes a “unique amenity”.

We posit that the most accurate way to define “unique amenity” is to look back to 1974 and the conditions that led the province to take action to protect fragile island ecosystems from further anthropogenic destruction via the creation of the Trust. According to [The Islands Trust Story](#) created by Peter Lamb in 2009, following the subdivision of the west coast of North Pender Island

into 1,200 city-sized lots (Magic Lake Estates) and a number of other similar suburban developments proposed for Salt Spring, Bowen, and Mayne Islands, the province put a 10-acre freeze on all developments across the Gulf Islands in 1969. In 1973, an all-party Select Standing Committee on Municipal Affairs toured the islands in Howe Sound and the Strait of Georgia, up to and including Hornby and Denman Islands, to record the views of local residents. The results showed that “large subdivisions and over-development” were priority concerns, though potable water shortages and commercial/industrial land use were also common worries along with water transport and continuing recreational opportunities. Ultimately, the committee concluded that “the islands are too important to the people of Canada to be left open to exploitation by real-estate developers and speculators” and less than a year later the *Islands Trust Act* (“the Act”) was proclaimed.

This legislative history, the wording of the Act, and ongoing interpretations of Islands Trust policy all indicate an intention to diminish environmental degradation within the Trust area. The proclamation of the Act was prompted by development deemed inappropriate for the area and regulating development activity is the very essence of the Trust. Now, like in 1974 islanders are concerned about the fragility of island ecosystems. Now, unlike then, tangible changes in land use patterns, significant loss of undisturbed landscapes, species declines and climate change impacts have greatly exacerbated the situation. Yet, the ambiguous definition of “unique amenity” (which is likely the result of the limited language available to characterize, describe, and respond to ecological threats in 1974 comparative to 2021) continues to be exploited by those with pro-development agendas.

All this considered, the inclusion of “unique amenities” likely referred to the pastoral (i.e., unfragmented and undeveloped) condition of the islands prior to the imposition of developments like Magic Lake Estates on North Pender. In order to appropriately carry out the object of the Trust in accordance with the Act, the definition of unique amenities should be defined based on the original intent of the Act which as stated above was to protect the islands from exploitation, over-development, large subdivisions, loss of recreational opportunities, and commercial and industrial activities. Agreeing on a definition of what constitutes a “unique amenity” worthy of protection will 1) strengthen the enforceability of the Trust object, 2) decrease the amount of inappropriate developments permitted in the Trust area, and 3) free up time and financial resources that have been tied into the debate of what is or isn’t a unique amenity repeatedly over the decades since the Trust’s inception.

- **Recommendation:** Define unique amenities to avoid ongoing debate and disagreement about what should or should not be considered appropriate development within the Trust Area.

Section 5 of the revised TPS demonstrates a significant improvement over its 1994 counterpart in its acknowledgement of the presence of Coast Salish Peoples in what is now known as the Islands Trust area since time immemorial. It rightfully holds Local Trust Committees accountable to

collaborating and coordinating with First Nation communities and prioritizes protecting cultural heritage via directive policies. It also, specifically, describes the sorts of places and practices that may qualify under the umbrella of cultural heritage and rightfully recognizes the rights of Nations to identify their own “cultural heritage, interpret its meaning, and safeguard its value.”

Section 5 also describes “community heritage,” but does so in more general terms allowing “buildings, settlement areas, places, objects, artistic expressions, or events identified by the community as having heritage character or heritage value to the community, to be protected for future generations.”

The contention here is that while First Nation “cultural heritage” is largely tied to natural environmental features, and thus their preservation is in keeping with the Object of the Trust, “community heritage” seems to be tied more closely to the modified environment since the 19th century. The way it is currently defined leaves too much open to interpretation. For example, while some “buildings” such as the 1908 farm-resort homestead now converted to the Pender Islands Museum, or Bittancourt House, originally built in 1884 and now serving as the Salt Spring Island Museum, are certainly representative of community heritage, a sprawling 4,000ft² estate complete with golf course is probably not. In keeping with the above recommendation, it is essential to consider the language used and parameters set when attempting to define “community heritage” to clarify its inclusion under the “unique amenities” umbrella.

- **Recommendation:** Establish a directive policy that requires each island to create a list of community heritage buildings to be protected as “unique amenities”

2. Carrying capacity feedback

The following recommendations pertain to the debate among Trust Program Committee members during the meeting regarding the introduction of carrying capacity as a decision-making tool in the revised TPS document.

During the meeting, it was repeatedly stated by staff that the TPS is a “high level” policy document left general enough to be applicable across the Trust Area and flexible enough to fit the unique needs of each island. However, there is a fine line between flexibility and ambiguity. While site specificity is essential to ensure unique habitats are preserved, protected, and/or restored as best suits the situation, there needs to be enough direction and clarity within the TPS to ensure that a consistent culture of care for the environment is established across the Trust area. Otherwise, the shotgun approach that has been inconsistently applied since 1974 will continue, and locally inappropriate developments and land use activities will continue to slip through the cracks (e.g., Poet’s Cove, Mayne Island Resort, barges landing on forage fish spawning beaches, shoreline modifications, etc.).

Carrying capacity was introduced in the revised TPS as an evidence-based decision-making metric. However, because it is not defined within the document, many Trustees expressed

skepticism that carrying capacity would be an appropriate metric for the Trust area and some suggested that “sustainability” be used as an alternative. However, substituting one undefined term for another is not a solution to the problem. The applicability of these terms to the Trust is the awareness of ecological limits. This is especially applicable to water, forest stands, and biological diversity.

According to a [media release](#) from the Islands Trust, which was circulated during the meeting, “development applications more than doubled on Salt Spring Island to 105%” and increased by 90% on the other southern islands in the first quarter of this year. With immense development pressure exacerbating the already tangible impacts of climate change on the Gulf Islands, as well as further fragmenting and degrading habitats throughout the Gulf Islands, it is essential to consider island carrying capacity (particularly in relation to freshwater availability) and cumulative effects when making **any** development decisions. Both terms should be defined within the TPS to improve clarity and operationality.

While the concept of carrying capacity has origins in engineering, first being used to calculate maximum mass of steamship loads, its applications in biology have been well documented since the late 1800’s (Sayre, 2008). In 1870 it was used to weigh rangeland productivity against cattle grazing on grasslands, but more current applications range from determining balance between density and productivity in aquaculture operations; ideal habitat availability for wide ranging carnivore populations; and whether local land reserves are adequate to support economic activities and/or human populations (Chapman & Byron, 2018; Qian et al., 2015). The latter application is of particular interest in the case of the Gulf Islands.

Early studies define carrying capacity as “the maximum population density theoretically supportable by the habitat” (Hardesty, 1977, p.286), while more recent studies define it “at the population level to describe an ecosystem’s ability to ‘support’ a specific and often fixed number of species” (Chapman & Byron, 2018, p.6). A Polish study published in 2020 defines “Environmental Carrying Capacity” (ECC) as “the level of human activity, population growth, land use, and physical development that the environment can support without serious degradation and irreversible changes.” (Świądera et al., 2020, p. 57). The study explains that ECC is assessed using two indicators: 1) ecological footprint (i.e. the measure of the area required to support human consumption including components like carbon footprint, cropland, forest products, etc) and 2) biocapacity (i.e. the potential of a given area to provide ecosystem services such as provision of water and waste assimilation), and then goes further to outline the methodology for implementing an ECC study in one of Poland’s largest cities. Ideally, the ecological footprint and biocapacity will be in balance; however, if the former exceeds the latter this ‘ecological deficit’ can lead to irreversible damage to the environment (Świądera et al., 2020). Additional definitions and equations for calculating carrying capacity can be found [here](#).

These sorts of analyses have been conducted on national, regional, and municipal scales and can be adapted based on data availability, budget, and key components of interest such as rates of

development, water availability, and/or greenhouse gas emissions. Though carrying capacity will be different for each island, scientific methods can be developed to provide a blueprint to ensure consistency while maintaining the flexibility needed to ensure applicability to each island. This methodology should be developed using the precautionary principle in collaboration with relevant experts, such as Islands Trust Conservancy (ITC) ecologists and independent scientists.

Cumulative effects are related and complementary to carrying capacity. Described by the Government of Canada as “changes to the environment caused by a variety of activities over time” (2018), they provide a “big picture of environmental issues” outside of an individual project or development. The British Columbia definition goes slightly further, describing cumulative effects as “changes to environmental, social and economic values caused by the combined effect of past, present and potential future human activities and natural processes” (n.d.). Both the federal and provincial governments employ cumulative effects frameworks in their formal environmental assessment procedures and considering the Trust’s Object this practice should be adopted for the Trust area.

- **Recommendation 1:** Develop and incorporate a methodology to define/measure each island's carrying capacity in collaboration with the ITC and independent scientists to inform consistent, scientifically informed decision-making across the Trust Area.
- **Recommendation 2:** Incorporate a cumulative effects framework into revision of development proposals within the Trust Area, particularly in environmental sensitive areas protected by environmental development permits

3. Additional Feedback

The following are additional recommendations made in consideration of the request made by the Trust Program Committee’s Chair during the meeting for specific feedback on directive policies.

- 3.1.9: Currently states: “Local Trust Committees and island municipalities shall, in their official community plans and regulatory bylaws, place priority on the integrity of the environment and Indigenous cultural heritage in all decision-making and, where necessary, limit the rate and scale of growth and development.” This language should be flipped to say: “The official community plans of Local Trust Committees and island municipalities shall reflect the TPS directive and Trust Act object that places the priority on the integrity of the environment and Indigenous cultural heritage in all decision-making and, limit the rate and scale of growth and development as needed”
- Addition of a directive policy in s. 4.2 acknowledging the impacts climate change will have on freshwater availability in the Trust area and encouraging Local Trust Committees to develop drought management plans
- Addition of a directive policy in s. 4.3 acknowledging the impacts climate change is already having on CDF and CWH forests and committing Local Trust Committees to adaptive

forest management that maintains ecological integrity and resilience in these changing conditions, especially as it relates to maintaining overstory, understory and heterogeneity in the “FireSmart” age

- 4.6.3: What constitutes “a loss of significant marine or coastal habitat”? This needs clarification
 - 5.1.5: “Community heritage” must be more clearly defined
 - 6.1.11: Remove “prioritize the protection of views” or amend the language to reflect the focus on protecting natural landscape vistas, as protecting ‘views’ is a common justification for significant tree removal
 - 6.1.12: “Aesthetic” needs to be defined, as this could be interpreted as an urban or suburban aesthetic
 - 6.1.18: “Community character” could be included in the definition of “unique amenities” based on the same pre-1970s condition of the Gulf Islands and could pertain to small-scale, cottage industries
 - 6.1.19: An addition should be made to this policy similar to that added to the third bullet of Directive Policy 6.1.16
 - 6.3.7: Addresses the need for emergency helicopter landing pad locations, while these are necessary, private use and recreational landing pads are not and should be prohibited
 - 6.4.4: An addition should be made to this policy similar to that added to the third bullet of Directive Policy 6.1.16
-

During the meeting, several committee members expressed hesitancy at many of the changes proposed by the revised TPS document--despite ongoing calls from residents, advocacy groups, and many local Trustees for political bravery in these unprecedented times defined by a global pandemic, climate change, and biodiversity loss. This hesitancy is reminiscent of the last Trust Council meeting during which a proposed motion to refocus the Trust on its preserve and protect Object was opposed by 18 Trustees and replaced by a symbolic gesture.

In section 2.1, the TPS is described as a “visionary statement” drafted to “establish a vision for the future of the Trust Area that reflects the values and interests of residents, First Nations, and British Columbians, for this generation and for generations to come.” Further, in an article recently published in the Gabriola Sounder, Trust Council Chair, Peter Luckham describes the TPS as the Trust’s “guiding principal document” meant to “[provide] clear direction” to current and future councils and Trust Committees. It is essential that the TPS provides the pathway to the islands we want to see in 2050.

As the TPS revision process progresses we urge Trustees to:

1. Act with the urgency and boldness that a climate emergency warrants;
2. Ensure there are strong linkages between the objective and directives of the Trust Act and Policy Statement and the implementation of these priorities in local planning areas and services;

3. Actively oppose the long and disappointing history in British Columbia of government's converting operational policy into symbolic gestures by setting goals without strategies to achieve them;
4. Assertively collaborate with the First Nation communities, local organizations, and politically engaged citizens across the Trust Area to apply the political pressure needed to enhance the Trust's power to protect the habitats of the Gulf Islands; and
5. Ensure the TPS reflects the Trust's duty of care in implementing the Trust Object and ensuring it is operational and enforceable at the local planning level.

Thank you for your consideration,



Shauna Doll
Gulf Islands Forest Project Coordinator

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From: Wendy Boothroyd [REDACTED]
Sent: Thursday, May 6, 2021 5:30 PM
To: Robert Barlow; Denman Island Local Trust Committee
Subject: Trust Policy Statement for May 14 meeting - MOVING TOO FAST

Follow Up Flag: Follow up
Flag Status: Flagged

Hello

These are my comments regarding the proposed changes to the Trust Policy Statement

I looked at the policy statement that the planners had worked on, in which they inserted language about indigenous concerns and conservation into existing policies. To read this carefully and comment intelligently would take more time than I have now, during gardening season. I am sure other islanders are in the same situation.

These matters are vital to us and I think islanders need to have their say. This process needs to go more slowly. Denman Island's policies should be specific to our island.

Affordable housing is a problem everywhere and while Denman Island can do what we can locally, bigger systemic changes are needed that should come from provincial and federal governments. I hope that the Islands Trust will be able to make that case to those other levels of government.

Thank you
Wendy Boothroyd
3680 Lacon Rd

Top Priorities Report

Trust Programs Committee

1. Policy Statement Amendment Project

Implement Policy Statement engagement plan and project charter (in support of Strategic Plan strategies #10,16,22,23)

Responsible

Clare Frater
Dilani Hippola
Gillian Nicol
Lisa Wilcox

Dates

Rec'd: 21-Jun-2017
Target: 13-Dec-2022

2. Secretariat Role to Forums within the Trust Area

Administer Secretariat Services program

Responsible

Clare Frater
Gillian Nicol

Dates

Rec'd: 20-Jun-2018
Target: 14-May-2021

3. Stewardship Education Program

Develop and implement a stewardship education program directed towards the public, industry and stakeholders in the Trust Area. (Strategic Plan strategy #15). This includes the Living in the Trust Area project guided by the project charter endorsed by TPC on Feb 5, 2021

Responsible

Clare Frater

Dates

Rec'd: 13-Aug-2020
Target: 31-Mar-2021

Projects Report

Trust Programs Committee

1. *Update Crown Land Agreements*

Engage Bowen Island Municipality and the Province of B.C. in updating and consolidating existing agreements into one.

Responsible

Clare Frater
Lisa Wilcox

Date Received

19-Jun-2014

2. *Community Benefit Land Trust Concept*

Further consideration of the Community Benefit Land Trust Concept briefing presented to TPC on February 5, 2021.

Responsible

Date Received

05-Feb-2021