

**From:** Maxine Leichter [REDACTED]  
**Sent:** Sunday, February 1, 2026 1:28 PM  
**To:** Islands2050  
**Subject:** Comments on Draft TPS  
**Attachments:** 2025-1-13 ML ltr re TPS.pdf; 2026-1-10 FOTGIS TPS Analysis and Recommendations .pdf; 1986 Renewing-the-Consensus.pdf

Please post these 3 documents to the islands2050 comments webpage.

There is a letter and two attachments.

Thank you, Maxine Leichter

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January 31, 2026  
Islands2050@islandstrust.bc.ca

Dear Trustees:

I strongly urge you to make major changes to the draft Trust Policy Statement (TPS) before giving it second reading. I support the changes recommended by Friends of the Gulf Islands Society as described in their letter to you and their table that I have attached. Below I have highlighted some of the points that I think are especially important.

It is of critical importance that the word “environment” is clearly defined in a Definitions section of the TPS as meaning the **natural environment**. Unless this is done, the document fails to set clear policies to protect what is unique about the Trust islands as required by the Trust Act. The Trust Council’s understanding of this word is brought into doubt by the statement adopted by the Trust Council that the “Trust Council’s view is that unique amenities are broad-ranging and may include issues such as, but not limited to, housing, livelihoods, infrastructure and tourism”.

The TPS should also include a definition of the unique amenities and environment of the Trust islands. Unless the TPS sets clear policies to protect the unique environment and amenities of the Trust islands, the Trust area is no different from any other BC local government that is free to protect or not protect whatever it chooses. The words “unique environment and amenities” were clearly defined in the attached document “Renewing the Consensus” from the BC Legislature. The definition of unique amenities and environment in this document should be incorporated into the TPS.

The introduction to the TPS, says in one place that the Directives are requirements and in another place that they don’t have to be followed if Local Trust Committees (LTCs) give sufficient justification for not following them. The directives in the TPS must be mandatory or the entire TPS is no more than advice that LTCs can choose to follow or not. It appears from statements that have been made by some trustees, that indeed, this is their preference. The statements of these trustees are in direct conflict with the purpose of the Islands Trust Act and the Act’s requirement for a TPS must be resisted.

The TPS should state specifically that all native ecosystems throughout the Trust area are to be protected. The draft TPS under Goal 3, only protects specific designated areas and ecosystems. Section 3.4.1 is especially negligent in this regard. If implemented, such policies as they stand in the draft, will leave the Trust area nothing more than a developed area where the majority of land is not natural and nature is only in reserves located here and there. This was not the intention of the Trust Act.

A major problem with the draft TPS is its failure to require each island to set growth limits based on scientific data. Instead, it speaks only of “managing growth”. The Trust islands cannot be protected unless growth is limited.

The draft TPS is full of nice sounding statements that are Advisory Policies. Such policies hold no force and are not even considered when the Executive Committee determines if a particular bylaw is consistent with the TPS. The Directives are supposed to be requirements. The Friends of the Gulf Islands has identified the most important of these advisory policies that should be Directives. Please refer to their table that I have attached to this correspondence.

Sincerely yours, Maxine Leichter  
cc. Rob Botterell, MLA

**Friends of the Gulf Islands Society**  
**Analysis and Recommendations on the Proposed New Draft Trust Policy Statement**  
**December 16, 2025**

**Abbreviations:**

LTCs – Local Trust Committees

IMs – Island Municipalities

OCP – Official Community Plan

TPS – Trust Policy Statement

<b>Recommendations on the Draft TPS</b>		
<b>Text in Current TPS</b>	<b>Text in Draft TPS</b>	<b>Suggested Text</b>
<b>Part 1: The Islands Trust Act. Section 1.4 Purpose and Structure of the Policy Statement</b>		
Page 1 Part 1: Purpose and Implementation of the Trust Policy Statement	<p>“Islands Trust is a federated body responsible for the Trust Area, comprised of 13 major islands and more than 450 smaller islands and the surrounding waters in the Strait of Georgia and Howe Sound. Islands Trust regulates local land use, works with other levels of government, <i>and, through the Islands Trust Conservancy, protects places of natural or cultural significance</i>. This unique governmental mandate is defined in Section 3 of the Islands Trust Act and is commonly referred to as the “Islands Trust Object.” (Page 4, first paragraph)</p>	<p>This new second paragraph directs protection of areas of natural or cultural significance entirely to the Trust Conservancy, i.e. away from the Trust Council Local Trust Committees.</p> <p>This responsibility lies with all bodies of the Islands Trust. The 2023 draft TPS language should be used: “The Act establishes Islands Trust as a special-purpose provincial government agency equipped with a suite of land use planning powers and a <b>conservation-oriented mandate</b> to preserve and protect the region in cooperation with others. This unique governmental mandate was defined in Section 3 of the <i>Islands Trust Act</i> and is commonly referred to as the “Islands Trust Object”.</p>
The current TPS page 2 Item b) states “Where a policy requires a LTC or IM to address a particular matter, the OCPs <b>must</b> contain policies that implement the policy stated by the Trust Council unless the plan sets out explicitly the reasons and justifications for local policies that do not implement that policy.”	<p><b>Page 6 Section 1.4</b> states:</p> <p>“The Act stipulates that official community plans and bylaws required to be submitted to Executive Committee or Trust Council under the Act <b>must not be approved</b> if they are contrary to or at variance with the Policy Statement. This ensures that the Islands Trust Object is at the core of all planning and land use management decision-making in the Islands Trust Area”.</p> <p><b>Page 7 under “Directive Policies”</b> states:</p> <p>“...regulatory bylaws of LTCs or Island municipalities should be consistent to avoid rejection or objection when presented by LTCs or island municipalities for consideration or approval</p>	<p>The page 7 reference to “<b>should</b>” conflicts with the Section 1.4 statement because “should” could be read as giving LTCs latitude in being consistent with the policy. This creates confusion and ambiguity.</p> <p>If a directive is a requirement, then there should be no exceptions. If there are exceptions, a Directive fails to be a requirement.</p> <p>The words “<b>should be</b>” should be replaced with “<b>must be</b>”. The words “<b>where possible</b>” should be omitted.</p>

	by Executive Committee or Trust Council. They are also policies that <b>should be</b> directly addressed, <b>where possible</b> , in all community plans and bylaws of a local trust committee or island municipality.”	
<b>Part 2 - General Guiding Principles</b>		
Page 6 - Guiding Principles “When making decisions and exercising judgement, the Trust Council will place <b>priority</b> on preserving and protecting the integrity of the environment and amenities in the Trust Area.”	<b>General Guiding Principles 2.1.</b> - “In its efforts to carry out the Islands Trust Object, Trust Council commits to the following set of shared principles to guide daily planning and decision making by all bodies across the Islands Trust Area.”	The word “ <b>priorities</b> ” should be included in this Guiding Principle as in the following paragraph: “In its efforts to carry out the Islands Trust Object, Trust Council commits to the following set of shared principles <b>and priorities</b> to guide daily planning and decision making by all bodies across the Islands Trust Area.”
	<b>Guiding Principle 2.1.3 Limit the Rate and Scale of Development</b>	This principle should be a Directive that reads: “Limit the rate and scale <b>of growth</b> and development.”
	<b>Guiding Principle 2.1.5. - Take Guidance from the Precautionary Principle</b> “To be guided by the precautionary principle in all decision making to safeguard the environment and cultural heritage where there is <b>uncertainty</b> over the potential for serious or irreversible damage from development.”	This Guiding Principle should be a Directive under Ecosystem Integrity 3.3.1 – 3.3.9
Page 7 -The current TPS Policy 3.1.1 states that “planning must account for the cumulative effects of existing and proposed development to avoid detrimental effects on watersheds, groundwater supplies and Trust Area species and habitats.”	<b>Guiding Principles 2.1.6 - Account for Cumulative Effects</b> “To strive to account for the cumulative effects of existing and proposed development to avoid detrimental effects on watersheds, <b>groundwater supplies</b> , culturally sensitive areas and cultural heritage sites, and species and their habitats.”	Replace words “ <b>to strive to account for</b> ” with “ <b>Prioritize accounting for cumulative effects....</b> ” The principle should say “freshwater supplies” instead of “groundwater supplies”. This principle should also be a Directive under Ecosystem Integrity 3.3.1 – 3.3.9. Only Directive 3.5.24 (Marine Docks) refers to cumulative effects.
5.8.1 – Trust Council holds that public participation should be part of the decision-making process and all levels of government. 5.8.2 It is the position of the Trust Council that LTCs and IMs should, in establishing their official community plans and regulatory, provide opportunities for public input.	No similar policy in the draft TPS	Add a policy after Guiding Principal 2.1.7 <b>Foster Public Participation in Decision Making.</b> “Foster public participation in all government decision-making processes and provide opportunities for public input in establishing OCPs and regulatory bylaws.”
	No such policy in the draft TPS	There should be a guiding principle that it is a priority to preserve and protect the natural ecosystems of the Trust

		<p>islands. The lack of such a policy implies there is no commitment to protecting the environment as required by the Trust Object. Our concern is reinforced by the fact that Trust Council published an interpretation of “unique amenities” as including housing, livelihoods, infrastructure and tourism. Under that interpretation of the mandate, if protection is given to human development, there is no real protection for the environment. We interpret “unique amenities” as was interpreted by 1986 Ministry of Municipal Affairs/Islands Trust <a href="#">"Position Paper: The Object of the Islands Trust: Renewing the Consensus"</a> and the 2021 <a href="#">"Discussion Paper: The Islands Trust Object: Past, Present and Future"</a>.</p>
	<p>This principle is missing from the draft TPS</p>	<p>There should be a guiding principle that the word “environment” means the <b>“natural environment.”</b> Without this definition, the word “environment” can refer to anything that exists in the world.</p>
<b>Goal 3 - Preserve and Protect Healthy and Biodiverse Ecosystems – Directive Policies – Ecosystem Integrity</b>		
Current TPS section 3.3.2 states “LTCs and IMs shall, in their OCPs and regulatory bylaws address means to prevent further loss or degradation of freshwater bodies or watercourses, wetlands and riparian zones and protect aquatic wildlife.”	<p><b>Directive Policies 3.3.2 -3.3.8</b> use the words “Identify and prioritize the preservation, protection and restoration of...” etc. for all of these items.</p>	<p>Retain the word <b>“prioritize”</b> in these policies. All these items should also say “prevent the further loss and degradation of (each ecosystem).”</p>
3.2.1 Commitment “The remaining stands or relatively undisturbed Coastal Douglas fir, Coastal Western Hemlock, Garry Oak and Arbutus should be preserved.”	<p><b>3.3.3 Forest Ecosystems</b> “Identify forest ecosystems and prioritize the preservation, protection, and restoration of unfragmented forest with a particular focus on the maintenance and restoration of their ecological integrity.”</p>	<p>Suggested preferable text:  3.3.3 “Identify and protect unfragmented forest ecosystems, the remaining stands of relatively undisturbed Coastal Douglas-fir, Western Red Cedar, Arbutus, Garry Oak and Coastal Western Hemlock and their associated ecosystems within their local planning areas from potentially adverse impacts of growth, development and land-use.”  For clarity and completeness, the suggested text names <b>specific ecosystems</b> to be protected.</p>
Prairie Ecosystem is not mentioned in the current TPS.	<p><b>3.3.4 Coastal Oak and Prairie Ecosystems –</b> “Identify and prioritize the preservation, protection of coastal oak and prairie ecosystems, with a particular focus on the maintenance, restoration and management of their ecological integrity.”</p>	<p>No explanation is given as to why this is identified as a separate category of ecosystem. Many ecosystems are omitted. The Directive should list all appropriate forest ecosystems. See 3.2.1 from current TPS quoted above under policy 3.3.3.</p>
<b>Directive 3.3.2</b> “LTCs and IMs shall, in their	<p><b>3.3.5 Watershed Ecosystems -</b> “Identify and</p>	<p>Add <b>“wetlands and riparian areas”</b>.</p>

OCPs and regulatory bylaws, address means to prevent the further loss or degradation of freshwater bodies or watercourses wetlands and riparian zones and to protect aquatic wildlife.”	prioritize the preservation, protection, and restoration of watershed ecosystems, freshwater sources, and groundwater recharge areas.”	Add. “ <b>Prevent further loss or degradation of ...”.</b>
<b>Directive 3.4.5</b> “LTCs and IMs shall, in their OCPs and regulatory bylaws, address the planning for and regulation of development in coastal regions to protect natural coastal processes.”	<b>3.3.6 Marine Shoreline and Nearshore Areas</b> – “Identify and prioritize the preservation and restoration of eelgrass meadows kelp forests, forage fish spawning area, clam beds, estuaries, tidal salt marshes, mud flats and coastal wetlands.”	This item only prioritizes specific ecosystems. There are coastal ecosystems beyond the several mentioned here. The words “ <b>and other marine ecosystems</b> ” should be added.
<b>Goal 4 - Directive Policies – Managing Growth and Development (Heading should be changed to “Limiting Growth and Development”)</b>		
	<b>3.4.1 Sustainable Development</b> - “Consider site capabilities, environmental and protected areas, and existing development patterns when determining the land use designation and appropriate locations and intensities of various uses of the land.”	Recommend restoring language as in Trust 2023 staff draft TPS as repeated below. <b>3.4.1 Sustainable Development</b> “Ensure development is compact, energy efficient and appropriately situated on island and on the site in order to reduce dependency on private automobile use, and support increase use of trail systems, public transportation, and active transportation, be compatible with preservation and protection of the Trust Area and its unique amenities and environment, and limit impacts on indigenous cultural heritage harvesting and hunting areas.”
	<b>3.4.2 Growth Management</b> - “Manage community growth and its associated impacts by directing residential, commercial and industrial development into suitable locations to prevent sprawl, relieve growth pressures in the surrounding rural areas, and help to safeguard protected area networks.”	Change heading to “ <b>Limit Growth and Development</b> ”. Should read: “Establish appropriate density and <b>population limits</b> to prevent sprawl, conserve freshwater resources, protect groundwater recharge areas prevent septic contamination, maintain rural character, prevent salt water intrusion and protect unique amenities and natural environment of the trust area.”
	<b>3.4.5 Climate Change Mitigation &amp; Adaptation</b>	This item should be under a separate Goal with specific Directives. Climate change was identified as a key issue in past public engagement and the Trust declared a climate emergency in 2019.
<b>Commitment of Trust Council 5.6.1</b> “Trust Council holds that the natural and human heritage of the Trust Area – that is the areas of property of natural, historic, cultural, aesthetic, educational or scientific heritage value or character – should be identified preserved, protected and enhanced.”	<b>3.4.8 Community Heritage Sites</b> - “Identify, preserve and protect and support the restoration of community heritage sites.”	Restore language similar to that in the current TPS sections 5.6.1 and 5.6.2 “Identify sites of natural or human heritage that are of natural, historic, cultural, aesthetic, educational or scientific heritage to be preserved and protected.”
<b>Directive Policy 5.6.2</b> “LTCs and IMs shall, in their OCPs and regulatory bylaws, address the		

identification, protection, preservation and enhancement of local heritage.”		
	<b>3.4.9 Advisory Policy</b> - “Identify land where current zoning or other land use regulations allow development that could be inconsistent with the object of the trust and consider policy and/or regulatory options to reduce development potential or minimize the impacts of future development.”	This Advisory Policy should be a Directive. “3.4.9 Identify land where current zoning or other land use regulations allow development that could be inconsistent with the object of the trust and implement policy and/or regulatory options to reduce development potential or minimize the impacts of future development.”
<b>Directive 5.2.6</b> “LTCs and IMs shall, in their OCPs and regulatory bylaws, address means for achieving efficient use of the land base <b>without exceeding any density limits defined in their OCPs.</b> ”		This Directive from the current TPS should be added to the new TPS under <b>Directive Policies – Limiting Growth and Development.</b>
.	This Directive is missing from the draft TPS	A Directive should be added to <b>Directive Policies – Limiting Growth and Development</b> to require each LTC to assess growth limits and then set those limits as per the 2023 draft TPS.
<b>Goal 4 - Continued – Directive Policies – Housing</b>		
<b>5.8.6</b> “LTCs & IMs shall, in their official plans and regulatory bylaws, address their community’s current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services.”	<b>3.4.11 Suitable Locations for Additional Housing</b> - “Identify suitable locations that could support increased density for the development of safe, secure, diverse, and attainable housing.”	The title of this section should read “Suitable locations for <b>Affordable Housing</b> .” An online search provides many definitions of “attainable housing” all generally aimed at persons who cannot afford market housing. The use of this term requires a definition in the Glossary with a precise income level that is targeted. Without this, the policy allows for LTCs to make zone changes and give other benefits to developers of any type of market housing and will not necessarily produce housing for those persons providing community services. Suggested alternate wording for this policy: “3.4.11 “Identify suitable locations that could support increased density for the development of affordable housing where there is sufficient water and sewage disposal capacity, where it will not adversely affect other groundwater users, groundwater recharge areas, and native ecosystems.”
	<b>3.4.15</b> Prioritize the processing of rezoning applications from non-profit housing providers and public agencies, and the processing of housing agreement bylaws for affordable and special needs housing.	This policy does not require housing agreements for housing built by private developers. There should be a <b>Directive</b> that increased density should <b>only be for affordable housing or worker housing always with housing agreements</b> to assure affordability to persons at

		specific income levels.
Current TPS has no policy on clustering dwellings	<b>3.4.13 Clustered Small Dwelling Units –</b> “Support alternatives to conventional single-detached dwellings by establishing policies to permit clusters of small dwelling units in suitable areas.”	Alternatives to single-detached are connected units, i.e. multi-family development. This is a conventional structure type.  We support subdivision by clustering existing densities on a lot but not adding densities for market housing with no restrictions to assure affordability to target residents.  Alternate Language: “As an alternative to a conventional subdivision, support clustering currently allowed densities where water supplies and sewage disposal capacity is available and will not adversely affect other groundwater users, groundwater recharge areas, and native ecosystems.”
Current TPS has no policies on floor area coverage	<b>3.4.14 Floor Area and Lot Coverage Limits –</b> Set floor area and lot coverage limits for residential development to minimize negative environmental impacts, including on land used for agricultural purposes.”	The use of “floor area” is inappropriate for the islands to use as a zoning tool because it allows several residences on properties currently zoned for one residence. Additional residences, means more residents which has major impacts on the environment, more water use, more sewage produced, more cars, and greater impact on community infrastructure and services. This Directive is poorly worded when read in conjunction with the Glossary definition of “density” and will be problematic. This policy should read: 3.4.14 Lot Coverage Limits – Set lot coverage limits for residential development to minimize negative environmental impacts ...etc.”
	This Directive is missing from the draft TPS	Add this Directive to this section after 3.4.16: “To <b>protect rural character and reduce impact on the natural environment</b> , LTCs should establish a limit on the size of single family residences on their island.”
<b>Goal 4 - Continued - Directive Policies Transportation</b>		
5.3.4 “LTCs and IMs shall, in their OCPs and regulatory bylaws address the development of a classification system of rural roadways, including scenic or heritage road designations, in recognition of the Object of the Islands Trust.”	This Directive is missing from the draft TPS	After 3.4.21 add a Directive “Identify and establish regulatory bylaws to support development of a classification system of rural roadways, including scenic or heritage road designations, in recognition of the Object of the Trust.”
5.3.2 (Commitment) “No island in the Trust Area should be connected to Vancouver Island, the	This policy is missing from the draft TPS	Add Advisory Policy – Transportation-“No island in the Trust Area should be connected to Vancouver Island, the

mainland or another island by a bridge or tunnel, notwithstanding the existing bridge between North and South Pender Islands.”		mainland or another island by a bridge or tunnel, notwithstanding the existing bridge between North and South Pender Islands.”
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#### Goal 4 - Continued - Directive Policies - Waste, Emissions and Pollutants

	<b>3.4.26 Disposal of Waste</b> - Establish requirements for the location and siting of new wastewater disposal systems to mitigate adverse impacts on the Trust Area and its unique amenities and environment, with a focus on Indigenous Peoples; cultural heritage sites and marine harvesting areas.	Attention should also be given to protecting the entire population from pollution, protecting groundwater and freshwater. “Mitigate” is a weak word to use here. Suggested policy below. “Establish requirements for the location and siting of new wastewater disposal systems to prevent negative impacts on Indigenous people’s cultural heritage, marine harvesting areas, groundwater, freshwater and marine environments.”
5.4.2 Commitments of Trust Council “Neither hazardous nor industrial waste should be disposed of in the Trust Area.”	The current draft TPS has no such directive.	After 3.5.7. add a Directive “Neither hazardous nor industrial waste should be disposed of in the Trust Area.”
	The current draft TPS has no such directive.	After 3.5.7 add a Directive “Use land use planning powers to ensure that groundwater users are not harmed by pollution from septic systems.”

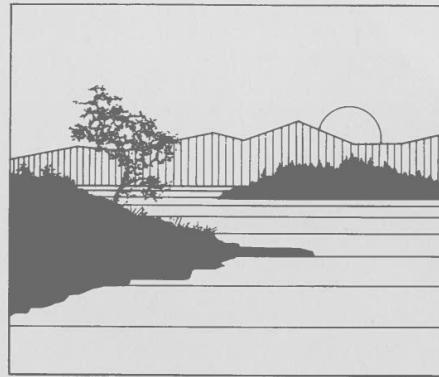
#### Goal 5 - Directive Policies - Freshwater

	<b>Goal 5: Foster Sustainable Stewardship of Lands and Waters</b> - “ITC recognizes that sustainable use of lands and waters in the IT Area is <b>important</b> to the long-term well-being and resilience of ecosystems in the IT Area and the communities that depend on them.”	Wording should be “ <b>Ensure</b> Sustainable Stewardship of Lands and Waters”  The word “ <b>important</b> ” should be changed to “ <b>essential</b> ” as in “ITC recognizes that sustainable use of lands and waters in the IT Area is essential to the long-term well-being and resilience of ecosystems in the IT Area and the communities that depend on them.”
	<b>3.5.2 - 3.5.3 Freshwater</b>	Add in the beginning of each Directive: “When considering zoning changes or increases in density, ensure that ....etc.”
4.4.2 “LTCs and IMs shall, in their official community plans and regulatory bylaws, address measures that ensure: - neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater, - water quality is maintained, and - existing, anticipated and seasonal demands for water are considered and allowed for.”	<b>3.5.1 Freshwater Sustainability</b> - “Ensure the neither the density, nor intensity of land use is increased in watersheds where the quality or quantity of the supply of freshwater is likely to be inadequate or unsustainable.”	<b>Suggested alternate language 3.5.1:</b> “Ensure that neither the density nor intensity of land use is increased in watersheds <b>or neighbourhoods</b> where there is likely to be or already is, a problem with the quality or quantity of the supply of freshwater.” The inclusion of the word “neighbourhoods” allows for consideration of local knowledge.
	The current draft TPS has no such directive.	Add a directive to ensure that local

		knowledge/experience with water shortages is considered on an equal footing with estimates based on computer models.
	<b>3.5.3 Freshwater Self-Sufficiency</b> - “Ensure islands are self-sufficient in water.”	Because many islands are already NOT self-sufficient in water, we suggest this policy be worded: “Identify which islands are not self-sufficient in water, take action to minimize additional dependence on off-island water and assure other islands maintain self-sufficiency in water.”
	The current draft TPS has no such directive.	<b>Add a Directive after 3.5.4</b> “Use land use planning tools such as large lot zoning and DPAs to protect ground and surface water by protecting groundwater recharge areas, forests, and native ecosystems.”
<b>Advisory Policies – Freshwater</b>		
	<b>3.5.7 Freshwater Storage</b> - “Encourage freshwater storage in groundwater regions where the quality or quantity is likely to be inadequate or unsustainable.”	<b>Reword this policy thus:</b> “Encourage freshwater storage and water conservation strategies in all areas of the Trust islands.”
<b>Goal 5 - Continued - Directive Policies – Forest Lands</b>		
	<b>3.5.10 Forest Lands and Wildfire Risk Management</b> - “Identify planning and land use management strategies that mitigate wildfire risk and that are appropriate to the unique bio-geoclimatic zones and settlement patterns of each planning area. “	Wildfire risk will be reduced by reducing areas of interface between development and the forest. We <u>do not</u> want to continue current “settlement patterns” that intersperse development in the forest.  Suggest alternate language: “Identify planning and land use management strategies that mitigate wildfire risk, that are appropriate to the islands’ unique bio-geoclimatic zones and reduce or prevent additional wildland urban interface and intermix.”
	The current draft TPS has no such policy.	Add additional policy “Implement Local Fire Department Wildfire Resiliency Plans”
Directive 3.2.2 “LTCs and IMs shall, in their official community uplands and regulatory bylaws, address the protection of unfragmented forest ecosystems within their local planning areas from potentially adverse impacts of growth, development and land-use.”	<b>Directive 3.3.3 Forest Ecosystems</b> – “Identify forest ecosystems and prioritize the preservation and protection of unfragmented forests, with a particular focus on the maintenance of and restoration of their ecological integrity”.	Restore Directive 3.2.2 from the current TPS that specifically identifies <b>“potentially adverse impacts of growth, development and land-use.”</b>
	The current draft TPS has no such Goal.	<b>Add a Goal 6 - Climate Change Mitigation &amp; Adaptation.</b> There is little focus on climate change in this draft; yet it was one of the 3 identified “pillars” of

		the January 2021 Policy Directions: Visual Policy Analysis & Public Engagement Phase II document. As well, the Trust declared a Climate Emergency in 2019. There were Directives on Climate Change suggested in the Islands 2050 - Fact Sheet that are not reflected here. It is only mentioned briefly in Directive 3.4.5.
<b>Glossary</b>		
No definition of “environment” in the current TPS	The draft TPS currently has no definition of the word “environment”.	We suggest this definition: The 2023 TPS draft had this definition of the environment, “The term “environment” in this document is interpreted to mean the natural environment.” Or “Environment as a term is most commonly used to describe the <b>natural environment</b> , which includes physical components such as air, temperature, landforms, soils, and bodies of water, as well as living components such as plants, animals, and microorganisms. The natural environment exists in contrast to the <b>built environment</b> , which includes all human-made elements and processes. Damon P. Coppola, in <u>Introduction to International Disaster Management</u> (Third Edition), 2015.
No such definition in the Current TPS	<b>Glossary definition: Land Use Density &amp; Intensity</b> - Density is regulated through zoning. Density may also be defined by the number of units per also be measured by dividing the built area including all floor area, by the total area of the lot, given area of land. e.g., floor area ratio (FAR)."	We object strongly to this definition of density. Density is the number of residences (and indirectly the number of likely residents) allowed to be built on a property. Allowing more residences and residents by defining density by occupied floor area will allow many more residences (and residents), i.e. an increase in density because more people use more water, produce more sewage, likely have more vehicles, etc.  This definition should read: “Density is regulated through zoning that states the number of residences, or businesses allowed on a particular property.”
	The current draft TPS has no such definition	Insert a definition similar to this: “Local knowledge refers to the understanding and insights of individuals have about their own community culture, neighbourhood, environment, and practices, often accumulated through personal experience. By valuing and integrating local knowledge, communities can contribute to land use discussions, preserve cultural

		heritage and promote more effective decision-making aligned with their unique needs and circumstances.” Based on the definition of local knowledge at: <a href="https://www.vaia.com/en-us/explanations/anthropology/museum-studies/cultural-heritage/">https://www.vaia.com/en-us/explanations/anthropology/museum-studies/cultural-heritage/</a>
	The current draft TPS has no such definition.	A definition of aquaculture is needed. Many people do not know what this is.
	The current draft TPS has no such definition.	A definition of “attainable housing” is needed that includes the requirement for a housing agreement that assures affordability to people providing island services and does not subsidize developers of expensive housing.
<b>Part 4: Implementation</b>		
	Policy 4.1 states in part, “Islands Trust Council, Islands Trust Executive Committee and LTCs are expected to take general policy direction from the Policy Statement....etc.”	The Trust Policy Statement should provide more than “ <b>general direction</b> ” because otherwise it has little meaning. Directives should be requirements, not policies that can be avoided by providing excuses. There is no reason that all islands in the Trust Area should not have OCPs and Bylaws consistent with these Directives. This statement should read: “Islands Trust Council, Islands Trust Executive Committee and LTCs <b>must</b> take policy direction from the Policy Statement....etc.”



# The Object Of The Islands Trust: Renewing The Consensus

Islands Trust Position Paper No. 1

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POSITION PAPER

ON

THE OBJECT OF THE ISLANDS TRUST

RENEWING THE CONSENSUS

Islands Trust  
Ministry of Municipal Affairs  
November, 1986

Position Paper #1

THIS POSITION PAPER  
WAS ENDORSED BY THE  
ISLANDS TRUST COUNCIL  
ON SEPTEMBER 5, 1986

NOTES TO USERS

This is one of a series of position papers produced by the Island Trust. These papers have received the endorsement of the Islands Trust Council (an informal committee consisting of the 26 elected trustees of the Islands Trust). They describe the recommended approaches of the Trust Council regarding a variety of land use and development issues, but have not been adopted as policy by the individual local trust committees.

Under the Islands Trust Act, each local trust committee has the authority to develop land use regulations appropriate for their area. The position papers are used by the local trust committees to assist them in developing appropriate and effective plans and regulations, and in working with other government agencies to resolve land use and development issues.

A list of the position papers produced to date by the Islands Trust is provided below.

No. 1 - The Object of the Islands Trust: Renewing the Consensus

No. 2 - The Regulation of Home Occupations in the Islands Trust Area

No. 3 - The Regulations of Bed and Breakfast Businesses in the Islands Trust Area

## INTRODUCTION

The Islands Trust was established by the Islands Trust Act in 1974. The object of the Trust is defined very generally in the legislation (Section 4(1)).

"It is the object of the Trust to preserve and protect, in cooperation with municipalities and the government of the Province, the trust area and its unique amenities and environment for the benefit of the residents of the trust area and of the Province generally."

The Trust carries out this object through the preparation of official community plans and implementing bylaws under the authority of subsection 4(2)(h) of the Islands Trust Act and Part 29 of the Municipal Act; and through cooperative efforts with other agencies and recommendations to the Lieutenant-Governor in Council. The Islands Trust Act (Section 3) also states that the Trust shall administer a fund to acquire and manage land in the Trust area. However, this section of the Act has not been proclaimed.

Much of the authority needed to achieve the goals given to the Trust by the Legislation rests with other government agencies. The Trust, in turn, can provide assistance to these agencies in various elements of their programs within the Trust area. In recognition of this, the review of the interpretation of the Trust object included input and assistance from staff of all agencies which work with the Trust. In general, the response to the object from staff of other agencies was positive. Useful suggestions for improvement to the wording of the object were provided, and the staff representatives generally viewed the interpretation of the object as compatible with the goals and aims of their own agencies in the Trust area.

The interpretation of the object set out in the following paper provides a framework for the Islands Trust in carrying out its responsibilities for land use planning and regulation and in working with other agencies on matters of mutual interest.

## BACKGROUND TO THE TRUST OBJECT

The islands and waters between the mainland of Canada and the southern third of Vancouver Island possess a combination of features which makes them particularly attractive for residence and recreation. This, coupled with the area's nearness to major urban centres, makes the islands and surrounding waters subject to considerable development pressure.

In recognition that insufficient direction of development was resulting in cumulative damage to the very amenities that makes the area so valuable, the Province established a special purpose agency in 1974 to manage the area. This agency is the Islands Trust.

The Trust has been given direct authority with respect to the regulation of land use and development. However, a key feature of the design of the Trust was that it should work in concert with other Provincial and local government agencies to achieve its mandate. By cooperation, it was intended that the powers of those agencies be used to assist in achieving the Trust's purpose. In turn, the Trust would be available to assist in the implementation of Provincial policy in the Trust area.

The object of the Trust is quite generally defined. The Islands Trust Act, Section 4(1), states that:

"It is the object of the Trust to preserve and protect, in cooperation with municipalities and the government of the Province, the Trust area and its unique amenities and environment for the benefit of the residents of the Trust area and of the Province generally."

#### THE NEED FOR REVIEW OF THE INTERPRETATION OF THE OBJECT

From the experiences since the Trust has been in operation, the object appears to have been interpreted in a variety of ways. This divergence in perceptions has, in some instances, lessened the effectiveness of the Trust and other Provincial agencies in achieving the Provincial policy of sound management of the islands. To start to remedy this situation, in Summer, 1985, the Trust initiated a review and reinterpretation of its object.

#### THE PROCESS OF REVIEW

The review involved discussions amongst the elected Trustees of the Islands Trust and the staff within the Ministry of Municipal Affairs who provide planning and administrative services to the Trust program, as well as meetings between these staff and staff of other Provincial agencies and regional districts having responsibilities within the Trust area.

The primary objective of discussions with other agencies was to obtain comments on the interpretation and to ensure that the aims of these agencies for the Trust area are reflected in this document. Useful suggestions for improvement to the wording of the object were provided. Staff of other agencies generally were able to note compatible or complementary relationships between the Trust's object and the goals and objectives of their own agencies within the Trust area. The discussions were also useful in identifying ways of ensuring smoother working relationships and defining areas of cooperation to be pursued in future.

#### ELEMENTS OF THE OBJECT

This section of this paper provides the interpretation of the Trust object developed by the Islands Trust and reflects the changes suggested by staff of other government agencies.

Each phrase of the statement of the object in the Island Trust Act is quoted separately and a specific interpretation of the statement is provided.

"To preserve and protect ..."

To ensure the continued existence, either at current or enhanced levels of the 'unique amenities and environment' of the Trust area and to guide human activities on land and water accordingly.

The Islands Trust program for management of the Trust area should focus on identifying the unique amenities and environment and protecting these. Appropriate developments can then be guided to areas which can best accommodate them with minimal erosion of unique amenities and environment. Plan and bylaw provisions such as setbacks and parcel size can be used as site specific protection measures where development is permitted.

"... in cooperation with municipalities and the government of the Province ..."

A number of Provincial agencies, regional districts, and municipalities have statutory responsibilities and interests in the Trust area. The Trust is to assist in obtaining mutual recognition of these various interests, and achievement of the goals of these bodies. For this reason, all plan amendments and bylaws prepared by the Trust are referred to other affected government agencies before public hearings are held. The Trust recognizes that it does not have the powers to fulfill its mandate independently and must obtain the assistance of other jurisdictions.

"... the Trust area ..."

The Trust area is defined in Schedule A of the Islands Trust Act as being "all the land, except land situated within a reserve as defined in the Indian Act (Canada), on all the islands situated in

"... and its unique amenities and environment

the Strait of Georgia, Howe Sound and Haro Strait ..." within the boundaries defined (see map attached). "Land" and "island" are defined in the Act to include private land, Crown land, and land covered by water.

The special amenities and environment of the Trust area "derive from the combination of:

- a mild climate;
- approximately 500 islands and the extensive coastline and sheltered waters they provide;
- diverse and unusual natural features, vegetation and wildlife;
- almost a continuous tree cover and large undeveloped areas;
- numerous areas of heritage or archaeological significance;
- abundant and varied recreational opportunities accessible to adjacent major urban centres;
- solitude, scenic beauty and a clean environment;
- compact, marine-oriented settlements;
- tranquil rural areas;
- a range of lifestyles;
- a unique water supply situation (ie. small watersheds, shallow soils and heavy reliance on groundwater sources);
- the self-sufficiency yet interdependence that island living entails;

Defining the unique amenities and environment of the Trust area is the focus of the Trust's program. Special areas such as the most outstanding beaches, the most significant landscapes featuring unusual grassland and wildflower areas or attractive open stands of Garry Oak, Arbutus or Douglas Fir, and intertidal and subtidal zones especially rich in a variety of marine life may be of National or Provincial importance and may require special attention (perhaps through preservation as a park or ecological reserve). Areas such as smaller, attractive sand beaches, promontories providing superior

views, and major bays providing protection for boats from open water are of regional or local significance and may warrant special zoning or regulation to avoid loss or disturbance.

Residential, commercial or tourism development appropriate to the services and lifestyle of the islands can, in this way, be steered to the most suitable areas.

"... for the benefit of the residents of the Trust area and of the Province generally."

A benefit must be sustained and long-term, and must not be at the expense of the amenities or environment of the islands.

"residents of the Trust area" includes those living on the islands, part-time residents, and absentee land owners. Benefits to the residents derive from:

- maintaining the amenities and environment which attracted them to the islands; and
- compatible and sustainable economic development and an assured sustained yield of the forest, agriculture and marine resources.

The Trust has recognized the importance of public support in achieving its mandate. To gain this support, the Trust involves the public to the greatest extent possible in the development and amendment of plans and bylaws.

Benefits to the Province include:

- development of a sustainable economic base, focused on retirement residence, crafts and creative endeavours, fisheries and mariculture, agriculture, forestry, and tourism, as well as other services;
- continued availability of diverse and valuable recreational resources in close proximity to the majority of the residents of the Province;

- preservation of a physically, ecologically, and socially diverse area for the continued enjoyment of future generations;
- assistance in the effective implementation of policies of other government agencies aimed at sound management of the islands.

#### CONCLUSION

The review of the interpretation of its object statement has been of value to the Islands Trust, both in identifying its own role and in learning more about the objectives and programs of other agencies operating in the Trust area. It is hoped that, in addition, staff of agencies involved in the review obtained a better understanding of the programs of the Islands Trust.

The interpretation of the object provided in this paper will be used by the Islands Trust in establishing priorities regarding its legislated responsibilities in the Trust area. In addition, the Trust hopes to build on the useful discussions with staff of other agencies by maintaining closer working relationships with them. One mechanism that the Trust hopes to use in this regard is the development of protocol agreements with other agencies, as such matters as the referral by other agencies of their plans and approvals to the Trust for review and comment.

THE ISLANDS TRUST AREA

