



DATE OF MEETING: September 5, 2024

TO: Gabriola Island Local Trust Committee

FROM: Narissa Chadwick, Island Planner
Local Planning Services

COPY: Renee Jamurat, Regional Planning Manager

SUBJECT: Gabriola OCP and LUB Review Project Phase 3 – Business Case

RECOMMENDATION

- 1. That the Gabriola Island Local Trust Committee approve the attached Major Project business case for the Gabriola Island Official Community Plan (OCP) and Land Use Bylaw (LUB) Review Phase 3, for submission to the Regional Planning Committee and Financial Planning Committee for the fiscal 2025-2026 year budget.**

REPORT SUMMARY

This report attaches a draft business case for the allocation of funding and staff resources for the next phase the Gabriola LTC’s major project, Phase 3 of the Gabriola Island Official Community Plan (OCP) and Land Use Bylaw (LUB) Review.

BACKGROUND

The LTC initiated the Gabriola OCP and LUB Review Project in 2023. The LTC is currently in Phase 2. This business case supports Phase 3 of this work.

Phase 1 of the Gabriola Island Official Community Plan (OCP) and Land Use Bylaw (LUB) Review Project, launched in 2023, focused on the identification of community values, vision and related principles through the Gabriola Visioning 2050 Process.

Phase 2 was launched in July 2024 and involves two engagement phases: introducing and reviewing the key principles emerging from the Gabriola Visioning 2050 engagement and engaging the community in topic-focussed discussion. This phase also involves collecting data and providing analysis on water balance.

Phase 3 will support the completion of the OCP review and the initiation of the LUB review. It will involve deeper First Nations engagement and focus on the revision of Development Permit Areas (DPAs).

As the project work is not scheduled to be completed within the existing fiscal year (FY2025), a business case for the next fiscal (FY2026) will need to be approved by Trust Council. LTCs are advised to endorse business cases by September in order to have them reviewed by the Regional Planning Committee in their October and November meetings. The Financial Planning Committee’s recommendations on business cases will be considered at the December Trust Council for inclusion in the budget for the following fiscal year.

ANALYSIS

The first phase of Gabriola’s OCP and LUB Review resulted in the identification of draft principles and goals to inform the development of the OCP. The engagement in the current phase will result in clear direction for the drafting of OCP policy. The development of an OCP implementation plan, identifying the necessary LUB amendments will be part of the current phase as well as Phase 3.

Staff are proposing a budget for fiscal year 2026 of \$30,000 to facilitate the completion of OCP amendments and the initiation of LUB amendments. This will cover costs related to First Nations engagement, ongoing engagement and communications with the community, DPA mapping and legal review.

Rationale for Recommendation

The project as outlined in the business case is feasible to be completed, subject to the availability of planning staff, funding from Trust Council, and within the scope of work.

ALTERNATIVES

1. Request further information

The LTC may request further information prior to making a decision. Staff advise that deferring endorsement of the business case may result in committee deadlines being missed for funding requests.

2. Revise the business case

If the LTC wishes to revise some aspects of the business case, staff recommend that direction be given to make changes and to forward to the relevant committees with the revisions.

3. Not Proceed with the Project

The LTC may choose to not proceed with the project. If the LTC chooses this option, then any future major project would need direction to prepare and initiate for the following fiscal year and budget approval.

NEXT STEPS

If the business case is endorsed, staff will forward it to the Regional Planning Committee and Financial Planning Committee for consideration.

| | | |
|---------------|--|-----------------|
| Submitted By: | Narissa Chadwick RPP, Island Planner | August 26, 2024 |
| Concurrence: | Renee Jamurat, Regional Planning Manager | August 26, 2024 |

ATTACHMENTS

1. Business Case



Islands Trust

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

Completion of this form initiates a request to the management team, FPC, and ultimately Trust Council for allocation funding in the next fiscal year budget. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

TO BE COMPLETED BY INITIATOR

Requested by (*Committee or Operational Unit*):
GABRIOLA LTC

Department:
LPS-Planning Services

Name of Request:

Phase 3 - Gabriola OCP and LUB Review - Major Project
(Year 3 of project)

\$ Value of Request (*indicate by fiscal year and total if project is multi-year*):

2025-2026 - \$30,000

Total to-date: \$95,000
2023-24 -/2024 \$18,000
2024-25-/2025 \$77,000

Budget Source (select all that apply):

- Specific Project Funding** (select all that apply)
 - Third Party Contractors
 - Staff Travel Expense
 - Staff Overtime Expense
 - New Staff Member – Temporary for project
 - Computer Hardware/Software

Furniture & Equipment

Computer Hardware/Software/Supplies

New Staff Resources (see Staff Costing Tool)
 Permanent
 Temporary

Temp Duration: _____

Other – please describe: Consultants, Honoraria for First Nations for on-going meetings and participation, technology, mapping, facility rental, engagement meetings and materials, printing, posting and distribution of communication materials.

Date of Submission to Finance: September 2024

Funding Required for (date range):
April 1, 2025-March 31, 2026

TIE TO ISLANDS TRUST GUIDING DOCUMENTS

Trust Council [Strategic Plan 2018-2022](#) contains objectives to:

- Preserve, protect and advocate for forest and terrestrial ecosystems
- To preserve and protect marine ecosystems
- Mitigate and adapt to climate change impacts
- Strengthen Housing Affordability Throughout the Islands Trust Area

ISSUE/OPPORTUNITY:

The Gabriola Island OCP and LUB has not been substantially updated since 1997 and 1999 respectively. The review will substantially update the bylaws addressing a number of Islands Trust Strategic objectives and emerging issues. As the first substantial OCP/LUB review undertaken by the regional planning team the project and resulting bylaw amendments will serve as a model for other LTC OCP/LUB reviews.

The OCP and LUB review (Phase 3) will provide the opportunity to advance Islands Trust Strategic Interests related to:

- First Nations Reconciliation - The project will involve developing a process to engage First Nations at the front end of the project to identify how they would like to be involved and then integrating Nations perspectives as appropriate. This may involve hiring a First Nations engagement specialist.
- Addressing affordable and attainable housing- the project prioritizes housing.
- Preservation of ecosystems both terrestrial and marine – the project will involve reviewing DPAs. The work will begin with reviewing the suitable land analysis that is currently being developed. It will involve review and potential updates to DPAs and updated mapping based on existing data.
- Advancing objectives of the Freshwater Sustainability Strategy related to freshwater sustainability and the health of the watershed- the project will consider work that has been done for Galiano and North Pender to create an aquifer protection DPA and update proof of water regulations.
- Development of a process (including public engagement) and bylaws that could serve as a model for other LTC OCP/LUB reviews.

By the end of Phase 3 it is anticipated that a first draft of the revised OCP will be complete. This will include new mapping and guideline development for new DPAs. Phase 3 will also involve amending the LUB to ensure consistency with the revised OCP. The anticipated cost of Phase 3 is \$30,000 to support First Nations engagement, legal review, public engagement, communications and mapping DPAs.

The OCP and LUB review process will be informed by the OCP and LUB Review Phases 1 and 2. These phases of the project involved:

- Early First Nations engagement
- A community engagement process contributing development of draft Gabriola Vision 2050
- Suitable Land Analysis and Build Out Analysis
- Community engagement on key topics
- DPA review
- Initiation of bylaw drafting

With this business case the LTC is seeking the funds to support Phase 3.

PROJECTED RESULTS/DELIVERABLES:

Phase 3 Fiscal 2025/26 \$30,000 – DPA Development, OCP completion and Initiation of LUB review:

- Continuing First Nations engagement
- Revision of DPAs to include new mapping
- Communications and Engagement
- Drafting OCP Bylaw and Legal Review
- Legislative Process: OCP bylaw readings, CIMs and Public Hearing, Ministerial Approval, Adoption
- LUB amendment drafting

The Gabriola OCP will provide model policies for other LTCs and a model process to demonstrate the successive process of updating the LUB to ensure OCP consistency.

Previous Phases:

Phase 2 Fiscal 2024/2025 \$77,000 - Data Collection and Discussion

- First Nations consultation
- Compiling baseline/technical information
- Suitable Land Analysis
- Water Balance Assessment
- Engagement on key topics
- Initiation of bylaw drafting

Phase 1 Fiscal 2023/2024 \$18,000 – Gabriola Visioning 2050

- Initial FN consultation
- APC/HAPC/Community Engagement
- Public Education

RISK ASSESSMENT:

Factors potentially affecting the timing of project deliverables:

- Regional Planning Team (RPT) capacity to manage the project in 2025/2026;
- Capacity and available expertise to support mapping and data needs within the budget;
- Available capacity from supporting staff;
- First Nation capacity and interest to engage may not align with project timelines;
- Ability to retain an Indigenous consultant to assist with FN engagement.

Financial implications:

- Cost may exceed the budget due to additional consultation needs or other factors.

Resource requirements:

- RPT has allocated time to the continuation of this project in anticipation of budget approval.
- Overall staff resourcing from the RPT to complete all major projects is limited and may not be able to accommodate any extensions to project timeline and work scope.
- Overtime hours have not been estimated at this time, however it is reasonable to expect based on a project of this kind.

ALTERNATIVES CONSIDERED:

Option 1: Proceed no further. Staff time and funding are not allocated to the project. Under this alternative the project does not complete bylaw drafting, does not proceed to bylaw readings.

Option 2: Proceed as a Minor Project. Should funding not be provided, the LTC may consider completing the work as a sequence of 'minor projects' with reduced scope, budget and deliverables. This would limit the planned engagement and DPA work.

Option 3: Reduced funding. This will limit the project scope of work and deliverables such as DPA work, engagement and communications.

CRITICAL SUCCESS FACTORS:

- Allocation of planning services staff time (Regional Planning Team and staff support)
- First Nations engagement
- Islands Trust staff resources used for DPA mapping work
- The project would be considered successfully completed if the amendments to the OCP and LUB are adopted. Success could be measured over the longer term through measurables such as improved relations with First Nations and updated policy and regulatory bylaws to address their interests and

concerns. Success can also be measured by evaluating how many LTCs are able to use the model policies and model process of updating their LUBs for OCP consistency.

RECOMMENDED OPTION:

The present funding request is for \$30,000 for fiscal 2025/26 to allow the Gabriola Island OCP-LUB project to progress through Phase 3.

COST/BENEFIT ANALYSIS:

Quantitative Analysis:

\$30,000 for fiscal 2025/26 for Phase 3

- \$10,000 - First Nations Consultation
- \$10,000 – DPA mapping
- \$6,000 – Communications and Engagement
- \$4,000 – Legal Review

Qualitative Analysis:

- If no action is taken, Gabriola Island forests, shorelines and indigenous heritage may be at risk of continued.
- Degradation from future rural development, and housing affordability will continue to be an issue.
- Undertaking the project may include benefits such as improved First Nations relations and implementation of actions towards effective reconciliation, enhanced protection of marine, forest and terrestrial ecosystems.

PURCHASING PROCEDURE:

Not applicable if the work is done in-house by staff. However there will be other financial services required such as legal review, capacity work agreements, and hiring consultants were necessary as identified through a work program.

PROPOSED IMPLEMENTATION STRATEGY:

| Deliverable/Milestone | Date |
|---|----------------------------|
| Phase 2C – Options Requiring More Detailed Analysis and Engagement | |
| First Nations Engagement | April 2025 – March 2026 |
| DPA Mapping | April 2025 – November 2025 |
| Public Engagement | April 2025 – March 2026 |
| OCP Bylaw Drafting | March 2025 –Sept 2026 |
| Legal Review | March 2025 –Nov. 2025 |
| Bylaw readings/ CIM | Jan 2026 – March 2026 |
| OCP Provincial Referrals | January 2026 - TBD |
| LUB Drafting | January 2026 – June 2026 |

STAFF RESOURCING:

- 450 hours (0.25 FTE) Regional Planning Team Project Manager
- Up to 100 hours LTC Planner Support
- 180 hours (0.10 FTE) GIS - Mapping
- Up to 90 hours Administrative Support *subject to other approved major projects
- 180 hours (0.10 FTE) Communications Specialist
- Up to 20 hours Regional Planning Manager
- Overtime is expected for Planner and Administration staff hours.

- Overall staff resourcing from the RPT to complete all major projects is limited and may not be able to accommodate any extensions to project timeline and work scope.
- It is anticipated that staff resources to support RPT projects from the existing staff allocation is feasible, however in a limited capacity.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

- Significant engagement with the Snuneymuxw First Nation will strengthen this project. To date their interests have not been clearly identified.

Requested by: Gabriola Island Local Trust Committee

Prepared by : Narissa Chadwick, Island Planner / August 21, 2024

Reviewed by: Renée Jamurat, Regional Planning Manager / August 26, 2024