



DATE OF MEETING: October 1, 2024

TO: Gambier Island Local Trust Committee

FROM: Sonja Zupanec, Island Planner (Regional Planning Team)
Northern Office

SUBJECT: Official Community Plan and Land Use Bylaw Targeted Review Project – **Supplemental Report on options and implications to implement Squamish Nation and public engagement recommendations.**

RECOMMENDATIONS:

1. That the Gambier Island Local Trust Committee affirms its support for the implementation of the following OCP/LUB project recommendations from Squamish Nation listed in Table 1 attached to the staff report dated October 1, 2024 and request staff to prepare draft language for applicable polices/regulations for LTC consideration of subsequent steps:
 - Table 1 Recommendations A1; A2; A3; A4; A5; B2; B3; B5; B6; B9; C1; C3; C4; D3 and D5.
2. That the Gambier Island Local Trust Committee request that staff refer the following project recommendations listed in Table 2, attached to the staff report dated July 30, 2024 to the Gambier Island Advisory Planning Commission for review and comment, to inform the LTC's consideration of subsequent steps:
 - Table 2 Recommendations [*specify the specific Table 2 recommendations being referred*].
3. That the Gambier Island Local Trust Committee affirms its support for the implementation of Squamish Nation recommendation A6 *“A.6 Assist in coordinating, funding and/or installing Skwx̓ wú7mesh Úxwumíxw language signage (where deemed appropriate and not confidential by the Nation) on trails and areas deemed important by the Nation.”* and requests:
 - The Board of the Islands Trust Conservancy to prioritize the allocation of necessary resources to seek approval for a translation request from Squamish Nation for the installation and maintenance of Squamish language signage on ITC Nature Reserves on Gambier Island; and
 - Staff to prepare a draft advocacy letter under the signature of the LTC Chair to the Howe Sound Biosphere Region and Heritage Branch of the Ministry of Tourism requesting support for funding for the approval, installation and maintenance of Squamish language signage on trails and in areas deemed important by the Nation in the Gambier Local Trust Area.
 - Staff to add the following agenda item to the next Sunshine Coast Regional District Protocol meeting agenda for discussion: *“Joint funding Opportunities for the approval, installation and maintenance of Squamish language signage on trails and in areas deemed important by the Nation in the SCRD Area”*.
4. That the Gambier Island Local Trust Committee affirms its support for the implementation of Squamish Nation recommendation B4 *“B.4 Work with Sunshine Coast Regional District to pilot requirement for all new residential and institutional construction to meet highest construction and energy standards; embodied carbon; recycling and repurposing as well as demolition vs. retrofitting.”* and

B10 “B.10 Advocate for Regional District and provincial rebates for energy efficiency upgrades and retrofits to homes” and requests staff to add the following agenda items to the next Sunshine Coast Regional District Protocol meeting agenda for discussion:

- **Advocacy to SCRD to adopt the Zero Carbon Step Code requirements for new construction in the Gambier Local Trust Area prior to provincial mandate by 2030; and**
- **Opportunities for rebates and energy efficiency upgrades for home in the Gambier Local Trust Area.**

5. That the Gambier Island Local Trust Committee affirms its support for the implementation of Squamish Nation recommendation D2 “D.2 Work with FN, Howe Sound Biosphere Region and other partners to strengthen and restore island biodiversity.” and D4 “D.4 Coordinate and advocate with Province for new dock tenures to be supported by a Preliminary Field Reconnaissance (PFR), Archaeological Overview Assessment (AOA) or Archaeological Impact Assessment (AIA)” and requests the Executive Committee:

- **Meet with or send correspondence to the Provincial Minister of Environment and Climate Change Strategy and advocate for a significant investment in biodiversity protection in the Gambier Local Trust Area, including monitoring and coordination with First Nations, the Howe Sound Biosphere Region and local governments; and**
- **Meet with or send correspondence to the Provincial Minister of Forests requesting changes to provincial dock tenure applications in the Howe Sound so that all new dock applications be required to submit a Preliminary Field Reconnaissance, Archaeological Overview Assessment or Archaeological Impact Assessment depending on the significance of the marine and adjacent upland area to First Nations and the extent of infrastructure proposed.**

6. That the Gambier Island Local Trust Committee request staff to amend the Future Projects List section “2. OCP/LUB” by replacing the text with the following:

- **“-Explore the Implementation of Heritage Conservation Areas and Shoreline Development Permit Areas across the Local Trust Area to address First Nations interests and concerns;**
- **- develop advocacy policies for pump out stations across the LTA.”**

REPORT SUMMARY

This report seeks to continue the Local Trust Committee’s (LTC) discussion on the Gambier Island Official Community Plan (OCP) and Land Use Bylaw (LUB) review project, which was deferred from the July 30, 2024, meeting. It provides the Gambier Island LTC with an overview of land use planning options and the potential impacts of endorsing recommendations from both the [Squamish Nation Engagement Summary](#) (2024) and the [Public Engagement Summary](#) (2023). This report is intended to help the LTC decide if any additional changes to the project objectives or in-scope items are needed for the project to move forward within this fiscal year.

BACKGROUND

The OCP/LUB Review [project charter](#) is posted to the project website.

The following project related resolution was passed by the LTC:

July 2024 - GM-2024-16 It was MOVED and SECONDED

that the Gambier Island Local Trust Committee request staff to initiate a request to schedule an elected officials

meeting with Squamish Nation in the fall/winter of 2024 to discuss the status of the implementation of Squamish Nation engagement recommendations. **CARRIED**

After the LTC confirms how it intends to implement the OCP/LUB recommendations in attached Tables 1 and 2, staff will move forward with requesting a meeting with the Squamish Nation.

Options and Implications of Squamish Nation Recommendations:

The "LTC Direction" column in Table 1 (Attachment 1) has been updated based on the LTC discussions during the LTC's regular business meeting on July 30, 2024. Recommendation 1 on page 1 of this report highlights the high-priority suggestions that the LTC informally approved to move forward to the draft bylaw language stage. After the October 1, 2024 meeting, resolution numbers will be added to this column to keep track of the LTC's decisions for future reference and for staff to follow up with Squamish Nation.

Options and Implications of Public Engagement Summary Recommendations:

Table 2 (Attachment 2) outlines options and impacts for implementing the high-priority recommendations that came from public engagement. Staff have selected specific options from Table 2 for the Gambier Island Advisory Planning Commission (APC) to review and provide feedback on. Staff can work with the APC to offer sample guidelines, policies, and regulations for their input. Any referrals to the APC must be approved by an LTC resolution, as outlined in Recommendation #2 on page 1 of this report. Resolution numbers will be added to the "LTC Direction" column after the October 1, 2024 meeting to track LTC decisions for future reference. Subsequently, staff will assess if adjustments are necessary to the Project Charter to accurately reflect the LTC's intent to update/amend the OCP/LUB during the current fiscal year.

Shoreline Development Permit Areas and Heritage Conservation Areas:

The OCP/LUB Review [project charter](#) identifies the use of a Heritage Conservation Area (HCA) and shoreline Development Permit Area (DPA) as key objectives and deliverables of this project.

Squamish Nation recommendations (Table 1, Attachment 1) state:

"C1. Explore implementation of shoreline development permit area or Heritage Conservation Area (HCA) to be applied island wide or 200 m from the setback of the natural boundary of the sea."

"D3. Explore implementation of shoreline development permit area (DPA) to be applied island wide 30 metres from the setback of the natural boundary of the sea."

These recommendations were originally made in the context of the entire extent of the Squamish Nation territory across the islands within the Howe Sound, however the Nation is aware that the scope of this project is limited to Gambier Island only at this time. Staff recommendation #6 on page two of this report identifies an opportunity for the LTC to capture the Nation's broader interests across the Local Trust Area.

Draft Heritage Conservation Areas:

At the July 2024 meeting, the LTC asked for more details about the purpose and implementation of an HCA on Gambier Island. This tool is also being considered for Denman, Gabriola, and Hornby Islands, through

engagement between the Regional Planning Team planners and key First Nations in those areas. Staff have consulted with senior heritage planners and archaeologists from the Province, who have shown significant interest in supporting the drafting of an HCA for implementation within any local trust area of the Islands Trust. This collaborative effort could strengthen updates to the provincial [Heritage Conservation Areas Resource Guide](#) with practical examples of local government reconciliation in action. Provincial staff have highlighted that using an HCA in this way by a local government would not only be an innovative application of *Local Government Act* tools, but it could also address limitations within the *Heritage Conservation Act*. Specifically, the Act only protects sites with physical archaeological evidence, often overlooking areas of cultural, spiritual, or associative value to Indigenous Nations. This restricts the ability to protect important sites that may not contain physical artifacts but hold deep significance.

Attachment 3 offers a detailed overview of how an HCA can be used by a LTC to address First Nations' key concerns. This provision of the Local Government Act is one of the most important conservation tools for a local government to use to legally identify, acknowledge, record and protect local heritage, including First Nations cultural heritage. Although most local governments in BC have implemented HCAs primarily to protect settler heritage (post 1846), this tool can be used to safeguard the islands' unique landscapes, which hold significant cultural, spiritual, and scientific value for First Nations.

The LGA allows communities to designate any place as a heritage site, even in the absence of physical evidence. Provincial staff are optimistic that an HCA could help raise public awareness about the presence of First Nations heritage connected to the land. Moreover, it could enable the recognition and protection of post-1846 heritage places significant to Indigenous communities, offering a broader and more inclusive approach to heritage conservation.

A recently renewed Memorandum of Understanding between the Ministry of Indigenous Relations and Reconciliation and the Union of BC Municipalities clearly outlines the commitment of both the Province and Local Governments to work in partnership with First Nations in B.C. This partnership aims to implement the UN Declaration on the Rights of Indigenous Peoples and the Truth and Reconciliation Commission's Calls to Action. [Renewed MOU with Ministry of Indigenous Relations & Reconciliation | Union of BC Municipalities \(ubcm.ca\)](#).

Drafting a Heritage Conservation Area (HCA) as part of the OCP/LUB Review project would be a significant step in demonstrating the LTC has heard Squamish Nation and is committed to reconciliation through progressive exploration and implementation of available land use planning tools in the *Local Government Act*. Staff recommend drafting an HCA for Gambier Island, as it aligns with the project charter's objectives and scope. This would be done in collaboration with the Provincial Heritage Branch planners, Squamish Nation Rights and Title staff, and Ministry of Forests Archaeology Branch staff. The draft could then be presented to the LTC for consideration of next steps, as outlined in recommendation #1 of this report.

Draft Shoreline Development Permit Area:

A shoreline DPA and has been identified by Squamish Nation as a key tool for the LTC to address their concerns about the impacts of shoreline development. While a Shoreline Development Permit Area (DPA) cannot specifically protect Indigenous cultural heritage areas, it still plays a critical role in balancing development and environmental protection, which is a top priority for the Nation. A well written shoreline Development Permit Area (DPA – see section 488 of the [LGA](#)) provides several benefits related to environmental protection,

sustainable land use, and community well-being. By guiding sustainable land use and mitigating environmental risks, DPAs can contribute to long-term ecological resilience and community well-being in several ways:

Habitat Conservation: Shoreline areas are home to important ecosystems, including fish habitats and wildlife corridors. A DPA helps protect sensitive areas from damage caused by construction, landscaping, or other activities.

Water Quality Preservation: By regulating runoff from developments, DPAs can help reduce pollutants entering bodies of water, recreation, and aquatic life.

Flood Prevention: Shorelines can be subject to flooding. DPAs can enforce setbacks and other requirements to ensure buildings and infrastructure are constructed in safer, less vulnerable areas.

Climate Resilience: With rising sea levels and more frequent storms due to climate change, DPAs ensure developments are more resilient by incorporating future risk assessments in planning.

Responsible Land Use: A Shoreline DPA sets clear guidelines for property owners and developers, ensuring that developments, including new docks, do not adversely impact the natural environment and are more sustainable over time.

Preservation of Aesthetic and Recreational Value: Protecting shorelines helps maintain the natural beauty and recreational opportunities they offer, benefiting local communities and tourism.

Long-term Cost Savings: By mitigating risks related to flooding, erosion, and environmental degradation, DPAs can reduce long-term costs for local governments and property owners, including costs related to property damage, repair, and environmental restoration.

The Regional Planning Team (RPT) has recognized the significant challenges the LTC has encountered over the past two years in implementing a shoreline DPA on Keats Island, despite support from several community members and early engagement with the Squamish Nation. In response, the RPT is developing a streamlined model shoreline DPA, designed for easier adoption across Local Trust Areas that have yet to implement one. This initiative holds promise for projects like the Gambier OCP/LUB review, ensuring it benefits from a more efficient and effective shoreline protection process, while ensuring First Nations concerns are addressed with respect and in a timely manner.

Rationale for Recommendations #1-5: Staff is seeking confirmation on LTC commitment to advance the OCP/LUB review project to the draft bylaw language stage within this fiscal year.

Alternatives

1. **Amend the Project Charter:** The LTC can remove specified in-scope project deliverables it does not intend to implement or proceed with in this fiscal. A resolution of the LTC would be required to request staff to prepare changes to the project charter. Suggested wording for a resolution is: *“That the Gambier Island Local Trust Committee request staff to amend the project charter by (specify changes to purpose, scope, objectives, or work plan) for LTC review at the next business meeting.”*

NEXT STEPS

If the LTC agrees with the recommendations outlined on pages 1 and 2 of this report, staff will proceed to draft language for new and updated policy and regulatory amendments that integrate the LTC’s preferred First Nations

and public engagement recommendations into the review project. Selected draft bylaw language will be submitted to the APC for feedback and subsequently presented to the LTC for consideration of next steps and early referrals with First Nations and other local governments.

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| Submitted By: | Sonja Zupanec, RPP, MCIP, Island Planner | September 23, 2024 |
| Concurred By: | Renée Jamurat, RPP, MCIP, Regional Planning Manager | September 23, 2024 |

ATTACHMENTS

1. Table 1 – Options and Implications of First Nations Engagement Summary Recommendations – updated Oct 2024
2. Table 2 – Options and Implications of Public Engagement Summary Report Recommendations – July 2024
3. Implementing Heritage Conservation Areas (2024) – **to be distributed**

Cha7élkwnech (Gambier Island) Official Community Plan and Land Use Bylaw Review

Options and Implications Table 1 – Updated October 2024



The following table has been prepared by Islands Trust planning staff under the direction of the Gambier Island Local Trust Committee (LTC). In April 2024 the LTC considered a comprehensive list of priority recommendations from Skwx wú7mesh Úxwumixw (Squamish Nation) regarding amendments to the Gambier Island Official Community Plan and Land Use Bylaw. The following LTC resolution GM-2024-16 was passed: “That the Gambier Island Local Trust Committee request staff to prepare a supplemental report including options and implications of draft bylaw language to amend and update the OCP and LUB based on the general recommendations of the 2023 Public Engagement Summary and twenty recommendations from the 2024 Squamish nation Engagement Summary (A1-A5, B1-B9, C1, C3, C4, D1, D3, D5) identified as high priority OCP and LUB amendments.”

The following Table 1. identifies the above noted Squamish Nation recommendations and outlines possible implementation options and implications. It is intended to assist the LTC in determining its’ level of political support to advance implementation in this 2024/25 fiscal year. Additionally, the table serves as a tool for the LTC to report back to the Squamish Nation on next steps and to communicate with island residents about the intended direction for high-priority recommendations.

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction (support/request further information/ proceed no further/ or other direction) |
|--|----------------------------|---|---|--|
| A.1 Update OCP with Cha7élkwnech (Gambier) Island references throughout. | OCP | | | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| A.2 Amend OCPs and LUBs with appropriate land acknowledgment at the beginning of each bylaw in the Trust Area that falls within Skwx wú7mesh Úxwumixw territory, <u>not just Gambier Island</u> . | OCP and LUB | <ul style="list-style-type: none"> Staff can submit language and translation request form to Squamish Nation to identify appropriate place name requests; Staff can draft text amendments to both OCP and LUB for LTC consideration; LTC can send a bylaw referral to Squamish Nation prior to first reading. Upon confirmation by the Nation that text is approved, accurate and appropriate – LTC can consider first reading. | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 “Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites.”</i></p> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| A.3 Work with cultural heritage department regarding Skwx wú7mesh Úxwumixw language place names being included in the OCP, where appropriate. Submit language and translation request form to integrate indigenous place names within OCP. | OCP | <p>Staff recommends the LTC support recommendations A.1- A.4 and request staff to prepare a language and translation request form to Squamish Nation and begin drafting text amendments to the OCP/LUB.</p> | <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> <p><i>Strengthen relations with First Nations:</i> Skwx wú7mesh Úxwumixw encourages the use and (re) application of Skwx wú7mesh Úxwumixw place names within their territory given that they are approved, accurate, and appropriate and evaluated by the Skwx wú7mesh Úxwumixw prior to their use.</p> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| A.4 Amend OCP with specific commitments to reconciliation as overarching framework for all policy guidance and update Gambier Island webpage to include commitment statements. | OCP | | <p><i>Respect for Indigenous Rights and Title:</i> acknowledges First Nation connection and stewardship over the territory and demonstrates commitment to preservation and revitalization of language and culture.</p> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| A.5 Amend OCP to explicitly recognize the impacts of existing | OCP | <ul style="list-style-type: none"> Draft text amendment for OCP to update historical and modern First Nations context as well as policy directives in support of land use planning amendments that respect | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 “Land use decisions must be informed by First</i></p> | Endorsed by Local Trust Committee October 2024 |

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction (support/request further information/proceed no further/ or other direction) |
|--|----------------------------------|--|---|---|
| patterns of settlement, protected areas and residential development on First Nations rights and title. | | Indigenous Rights and Title, environmental stewardship and cultural preservation priorities. <ul style="list-style-type: none"> Referral to Squamish Nation prior to first reading | <i>Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites.”</i> | Resolution GM-2024xxx |
| A.6 Assist in coordinating, funding and/or installing <i>Sḵw̓x̓ wú7mesh Úxwumixw</i> language signage (where deemed appropriate and not confidential by the Nation) on trails and areas deemed important by the Nation. | N/A Advocacy and coordination | Staff recommends the LTC support recommendation A.5 and request staff to prepare draft language for LTC consideration. | <i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i> <i>Respect for Indigenous Rights and Title:</i> Nation engagement has indicated request to see stated commitment from local government to reconciliation that acknowledges its’ history and connections to the island through text in land use planning documents within their territory. | Add to annual meeting agenda with SCRD for discussion. Resolution GM-2024xxx Request ITC prioritize signage approvals, installation and maintenance. Resolution GM-2024xxx |
| B.1 Maintain existing objectives and policies under “Climate Change Adaptation and Mitigation” section of current OCP. | OCP | No action required. | N/A | No Action Required. |
| B.2 Amend OCP with appropriate guiding objective and policy for the “Climate Change Adaptation and Mitigation” section. Include examples i.e. reduced access to harvest areas/food insecurity related to climate change. | OCP | <ul style="list-style-type: none"> Staff can draft objective and policy for inclusion in draft OCP bylaw and LTC consideration. Refer to Nation staff for review and comment. LTC consideration of first reading. | <i>Recognize the impacts of climate change on First Nations rights and title.</i> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| B.3 Align with net-zero emissions targets by 2050 set by adjacent communities (Gibsons, Sechelt, SCRD), not just in the climate change section of the OCP but throughout the OCP. | OCP | <ul style="list-style-type: none"> Staff can prepare draft updates to the OCP for LTC consideration. Refer to Nation staff for review and comment. LTC consideration of first reading. | <i>Align targets to reflect consistency with adjacent Howe Sound communities.</i> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| B.4 Work with Sunshine Coast Regional District to pilot requirement for all new residential | OCP/LUB | <ul style="list-style-type: none"> Draft a Development Approval Information (DAI) bylaw to require adequate level of detail from rezoning applicants where a change in use or increase in density is proposed. | - <i>DAI bylaw can address <u>new proposed development</u> through rezoning applications and allow LTC to evaluate a proposal’s impact on climate adaptation.</i> | <i>Proceed no further on DAI bylaw recommendation.</i> |

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction (support/request further information/ proceed no further/ or other direction) |
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| and institutional construction to meet highest construction and energy standards; embodied carbon; recycling and repurposing as well as demolition vs. retrofitting. | | <ul style="list-style-type: none"> Advocate for the SCRCD to adopt the Zero Carbon Step Code requirements which aligns with the direction of several local governments https://energystepcode.ca/implementation_updates/ <p>Staff recommends the LTC support recommendation B.4 and request that this be added to the agenda for discussion at the next protocol agreement meeting with the SCRCD.</p> | - Zero Carbon Step Code early implementation for new construction until provincial rules are mandatory by 2030. | Add to annual meeting agenda with SCRCD for discussion. Resolution GM-2024xxx |
| B.5 Amend “Climate Change Adaptation and Mitigation” OCP policies section to separate policies into clearer categories such as ADAPTATION; ENERGY; WASTE; BIODIVERSITY; COLLABORATION etc. | OCP | <ul style="list-style-type: none"> Minor text amendment to existing OCP policies. <p>Staff recommends the LTC support recommendation B.5 and request staff to prepare draft bylaw language for LTC consideration.</p> | Greater clarity in the OCP of what categories the existing policies are addressing. | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |
| B.6 Set specific targets and reference other climate action goals if needed. Review entire OCP to ensure net-zero emission targets are addressed wherever possible in supporting land use policy and regulations. | OCP | <ul style="list-style-type: none"> Update the OCP policies and objectives to reflect net-zero emissions targets and ensure consistency across OCP and LUB. <p>Staff recommends the LTC support recommendation B.6 and request staff to prepare draft bylaw language for LTC consideration.</p> | Align targets to reflect consistency with adjacent Howe Sound communities. | LTC endorsed updated OCP targets but deferred to SCRCD on implementing B4. Resolution GM-2024xxx |
| B.7 Work with SCRCD to pilot highest level of Step Code implementation for all new construction/dwellings. | Possibly OCP. Would be SCRCD led initiative in partnership with LTC. | <p>Like the BC Energy Step Code, the Zero Carbon Step Code is a plan to improve new buildings over time, with the objective to reach zero emissions from all new buildings in BC by 2030. It complements the BC Energy Step Code by reducing emissions while improving energy efficiency. Together, they make buildings that are cleaner, more energy efficient, and affordable to operate.</p> <p>The Zero Carbon Step Code was first introduced in a May 1, 2023 update of the BC Building Code. It provides several options to reduce the amount of operational carbon emissions from a building by requiring lower emissions from space and water heating systems.</p> <p>Until recently, the BC Energy Step Code was the main tool to reduce energy use and emissions from buildings. While energy efficiency typically reduces emissions by impacting the size, efficiency and consequently amount of greenhouse gas emissions from mechanical systems in a new building, it does not fully eliminate a building’s carbon emissions, even under most stringent energy efficiency requirements.</p> <p>The Province and local governments have set ambitious greenhouse gas reduction targets that can only be achieved <u>if the building sector starts to decarbonize</u>. The Zero Carbon Step Code provides a new tool for the construction sector and local communities to switch from carbon-intensive mechanical systems to zero carbon systems. <u>The Province will start to mandate different Zero Carbon Step Code Levels as early as 2024, and require zero carbon new construction by 2030</u>. Early implementation by local governments is being encouraged and 29 local governments, including West Vancouver District and Cowichan Valley Regional District have already implemented these standards.</p> <p>https://energystepcode.ca/zero-carbon/</p> | Strongly encourage SCRCD to join 29 other local governments in BC in adopting this standard and demonstrate early implementation across the Local Trust Area. | Add to annual meeting agenda with SCRCD for discussion. Resolution GM-2024xxx |

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction (support/request further information/proceed no further/ or other direction) |
|--|---------------------------------|--|--|--|
| B.8 Explore implementation of a new development permit area for energy and water conservation for any new residential/institutional construction. | OCP/LUB | <p>Staff recommends the LTC support recommendation B.7 and request that either this and recommendation B.4 be added to the agenda for discussion at the next protocol agreement meeting with the SCR D (tentatively scheduled for 2025); OR the LTC draft a letter to the SCR D Board requesting consideration of zero carbon energy step code implementation for the Gambier Local Trust Area.</p> <p>LTC can consider a new island wide DPA to address climate action (energy and water conservation, GHG emissions) specifically. Objectives of the DP could include:</p> <ul style="list-style-type: none"> • Landscaping, for example, requiring drought-tolerant plantings; • Siting of buildings and other structures, for example, building orientation to capture solar energy; • Form and exterior design of buildings and other structures, for example, provision of deep overhangs for shade; • Specific features in the development, for example, naturalized ponds that capture and store rainwater runoff; • Machinery, equipment and systems external to buildings and other structures, for example, rainwater collection systems and geothermal systems. <p>https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/local-governments/planning-land-use/development_permit_areas_climate_action_guide.pdf</p> <p>Staff do not recommend the LTC endorse this recommendations at this time and instead consider encouraging the SCR D to advance adoption of net zero energy step code implementation across the Regional District (see recommendation B7).</p> | <p><i>This particular DPA may be challenging to implement on Gambier Island as the predominant form of development is rural residential. SCR D initiatives towards Step Code or net zero energy codes may more effective at requiring impactful changes at the building design/permitting stage.</i></p> | <p><i>Not Endorsed by LTC. Trustees indicated support for education tools instead of regulatory approach.</i></p> |
| B.9 Separate out stormwater and water conservation objectives. | OCP | <p>Minor text amendment to existing OCP policies. Staff recommend the LTC endorse this recommendation and direct staff to prepare draft bylaw language.</p> | N/A | <p>Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx</p> |
| B.10 Advocate for Regional District and provincial rebates for energy efficiency upgrades and retrofits to homes. | N/A Advocacy and Cooperation | <ul style="list-style-type: none"> • LTC can add this recommendation to SCR D Protocol meeting agenda for discussion of further opportunities for appropriate rebates that could apply across the regional district and benefit Gambier Island residents. | <p><i>Recognize the impacts of climate change on First Nations rights and title.</i></p> | <p>Add to annual meeting agenda with SCR D for discussion. Resolution GM-2024xxx</p> |
| C.1 Explore implementation of shoreline Development Permit Area (DPA – see D3 below) or Heritage Conservation Area (HCA) to be applied island wide or up to 200 m from the setback of the natural boundary of the sea. | OCP and LUB | <ul style="list-style-type: none"> • New DPA for shoreline protection as per project charter. • New HCA as per project charter. HCA is intended to provide long term protection to a distinctive area of the island (or island wide) which contains resources with special heritage value. A heritage alteration permit would be required for subdivision, additions to existing structures, construction of a new building or alteration to land. Objectives and guidelines are drafted, similar to a DP. Exclusions can also be listed. Heritage impact assessments can be requested for highly significant or sensitive areas (such as within 200 m of the shoreline or freshwater bodies). These assessments can provide valuable information PRIOR to issuing approvals to reduce or eliminate negative impacts of a proposed development on a heritage | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 “Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites.”</i></p> <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> <p><i>Preservation of cultural and historical heritage</i></p> | <p><i>July 2024 – LTC requested more information on the use of an HCA. See October 1 2024 Staff report for supplemental information.</i></p> <p><i>PENDING further consideration by the LTC.</i></p> |

LTC Direction

(support/request further information/ proceed no further/ or other direction)

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | |
|---|----------------------------|---|---|--|
| <p>C.3 Use a Development Approval Information Bylaw (DAI) to require a Preliminary Field Reconnaissance (PFR), Archaeological Overview Assessment (AOA) or Archaeological Impact Assessment (AIA) (or all three for complex sites) for rezoning applications where increase in density or intensity of uses is being proposed on the island. Coordinate with the Squamish Nation Archaeological or Heritage Permit process and appropriate qualified professionals.</p> | OCP | <p>resource. The LTC can delegate authority for HAP's to be reviewed/issued by staff and enter into a protocol agreement with First Nations to ensure staff-to staff review of each application so that First Nations interests and concerns are addressed in each permit.</p> <p>Staff recommend the LTC endorse the recommendations for a shoreline DPA and direct staff to prepare draft bylaw language for LTC consideration.</p> <p>Staff recommend the LTC request further information on the implementation of an island wide HCA, including the use of heritage impact assessments and delegation of authority to staff to work with Local First Nations on consideration of Heritage Alteration Permits.</p> | <p><i>Collaboration and decision making with First Nations</i></p> <p><i>Environmental Stewardship</i></p> <p><i>Respect for indigenous rights and title</i></p> <p><i>Additional permit required at the time of building permit/subdivision or installation of new septic field or land alterations</i></p> <p><i>Clarity to applicants about what level of detail is required prior to construction and what mitigating efforts may be necessary</i></p> | <p>Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx</p> |
| <p>C.4 Use a Development Approval Information Bylaw (DAI) to require a biophysical inventory for rezoning applications where increase in density or intensity of uses is being proposed anywhere on the island, to identify forest characteristics, sites of highest biodiversity, species at risk. Ensure information sharing with the Nation to build on datasets and enhance quality of the referrals.</p> | OCP | <ul style="list-style-type: none"> DAI bylaw can be drafted to require any rezoning application for a change in use or increase in density to provide additional details on impacts to culturally/environmentally significant areas. In consultation with First Nations, the level of detail required in the study can be determined so the LTC has important decision making information regarding the impacts of the proposed development. Several LTA's have DAI bylaws adopted by Trust Council. <p>Staff recommend the LTC endorse recommendations C.3 and C.4 and direct staff to prepare draft language for LTC consideration.</p> | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 "Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites."</i></p> <p><i>Aligns with objectives and scope of LTC project charter as endorsed by the LTC.</i></p> <p><i>Preservation of cultural and historical heritage</i></p> <p><i>Collaboration and decision making with First Nations</i></p> <p><i>Environmental Stewardship</i></p> <p><i>Respect for indigenous rights and title</i></p> <p><i>Clarity to applicants about what level of detail is required prior to making an application</i></p> | <p>Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx</p> |
| <p>D.1 Maintain existing <u>island wide</u> Development Permit Area (DPA) for streams and watercourses.</p> | OCP/LUB | No change to existing OCP policies or DPA. | | NO ACTION REQUIRED |
| <p>D.2 Work with FN, Howe Sound Biosphere Region and other</p> | OCP/LUB and Advocacy | <ul style="list-style-type: none"> In coordination with Trust Area Services (TAS), LTC can send a letter directly to the Minister of Environment and Climate Change Strategy, requesting specific | <p><i>Collaboration and decision making with First Nations</i></p> | <p><i>Request advocacy letters and Executive Committee support.</i></p> |

| Squamish Nation High Priority Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction (support/request further information/ proceed no further/ or other direction) |
|---|----------------------------|---|---|---|
| partners to strengthen and restore island biodiversity. | | provincial support of biodiversity initiatives in the Howe Sound and on Gambier Island specifically. <ul style="list-style-type: none"> LTC can request the Executive Committee meet directly with the Provincial Minister of Environment and Climate Change Strategy and advocate for a significant investment in biodiversity protection, monitoring and coordination with First Nations, HSBR and local governments. Provincial elections are taking place in November 2024, therefore schedule a meeting early 2025. | <i>Environmental Stewardship</i> <i>Respect for indigenous rights and title</i> | Resolution GM-2024xxx |
| D.3 Explore implementation of shoreline Development Permit Area (DPA) to be applied island wide 30 metres from the setback of the natural boundary of the sea. | | See Recommendation C.1 Staff recommend the LTC endorse recommendations C.1 and D.3 and direct staff to prepare draft policies and regulations for LTC consideration. | <i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i> | <i>PENDING further consideration by the LTC.</i> |
| D.4 Coordinate and advocate with Province for new dock tenures to be supported by a Preliminary Field Reconnaissance (PFR), Archaeological Overview Assessment (AOA) or Archaeological Impact Assessment (AIA). | DAI and Advocacy | <ul style="list-style-type: none"> Ensure DIA bylaw requires new applications for changes in use or density that propose dock access to include sufficient marine based assessments to identify culturally significant areas. In coordination with Trust Area Services (TAS), LTC can send a letter directly to the Minister of Forests requesting new provincial dock tenures in the Howe Sound be required to be supported with PFR, AOA or AIAs depending on the significance of the area and extent of infrastructure proposed. LTC can request the Executive Committee meet directly with the Provincial Minister of Forests and advocate for a higher standard of information be required for all new dock tenures in the Howe Sound. Provincial elections are taking place in November 2024 so schedule meeting early 2025. | <i>Collaboration and decision making with First Nations</i> <i>Environmental Stewardship</i> <i>Respect for indigenous rights and title</i> | <i>Request advocacy letters and Executive Committee support.</i> Resolution GM-2024xxx |
| D.5 Use DPA or other regulatory framework to ensure all new or renovated docks adhere to Howe Sound Biosphere Region Dock Policy for materials, size, design (no floating docks, max ramp width; minimum height above sea; preservation of eelgrass with minimum 43% open spaces for light penetration; no polystyrene, etc). | | See Recommendation C.1 Staff recommend the LTC endorse recommendations C.1 and D.5 and direct staff to prepare draft policies and regulations for LTC consideration. | <i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i> | Endorsed by Local Trust Committee October 2024 Resolution GM-2024xxx |

Cha7élkwnech (Gambier Island) Official Community Plan and Land Use Bylaw Review

Options and Implications Table 2 – July 2024



The following Table 2. summarizes the general [public engagement summary report recommendations \(2023\)](#) and is intended to assist the LTC in determining its' level of support in advancing deliverables for this project in this 2024/25 fiscal year. Additionally, the table is intended to assist the LTC in determining the level of involvement it seeks for the Advisory Planning Commission (APC) to report back on recommended policies or regulations.

| Public Engagement Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications | LTC Direction <i>(indicate support /request further information/ proceed no further/ or other direction)</i> |
|---|----------------------------------|---|---|---|
| 5.1 Indigenous Reconciliation – inclusion of March 14, 2019 Trust Council policy on Reconciliation be added to the OCP. | OCP background text | <ul style="list-style-type: none"> • Include the Trust Council Policy in the OCP amending bylaw. • Refer to First Nations for comment. • Refer to APC for comment. | <i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i> | |
| 5.2 Establish Heritage Conservation Areas | OCP policies and LUB regulations | <ul style="list-style-type: none"> • In accordance with Section 614 of the Local Government Act, Heritage Conservation Areas can be designated within an OCP. • New HCA as per project charter. • HCA is intended to provide long term protection to a distinctive area of the island (or island wide) which contains resources with special heritage value. A heritage alteration permit would be required for subdivision, additions to existing structures, construction of a new building or alteration to land. Objectives and guidelines are drafted, similar to a DP. Exclusions can also be listed. Heritage impact assessments can be requested for highly significant or sensitive areas (such as within 200 m of the shoreline or freshwater bodies). These assessments can provide valuable information PRIOR to issuing approvals to reduce or eliminate negative impacts of a proposed development on a heritage resource. The LTC can delegate authority for HAP's to be reviewed/issued by staff and enter into a protocol agreement with First Nations to ensure staff-to staff review of each application so that First Nations interests and concerns are addressed in each permit. | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 "Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites."</i></p> <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> <p><i>Preservation of cultural and historical heritage – Heritage Conservation Areas</i></p> <p><i>Collaboration and decision making with First Nations</i></p> <p><i>Environmental Stewardship</i></p> <p><i>Respect for indigenous rights and title</i></p> <p><i>Additional permit required at the time of building permit/subdivision or installation of new septic field or land alterations</i></p> <p><i>Clarity to applicants about what level of detail is required prior to construction and what mitigating efforts may be necessary</i></p> | |
| 5.3 Shoreline Protection– Development Permit Area | OCP policies and LUB regulations | <ul style="list-style-type: none"> • 15-30 metre shoreline Development Permit Area to protect the integrity of foreshore features and intertidal processes. • Island wide or site specific Development Permit Area to protect habitats and endangered species. | <i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 "Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of</i> | |

| Public Engagement Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications |
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| <p>5.4 Access to Docks (I) ecofriendly materials be used in future upgrades to public dock facility and a management plan be implemented to ensure continued use.</p> <p>5.4 Access to Docks (II) update OCP policies 9.10 and 9.21 to clarify that ferry services are essential for the western peninsula.</p> <p>5.4 Access to Docks (III) Shared access to all types of docks is encouraged. Privately held docks by individual property owners may consider shared docks where practical.</p> <p>5.4 Access to Docks (IV) For strata and subdivision development, access should be permitted to the owners of the upland property. OCP/LUB should</p> | <p>OCP policies</p> | <ul style="list-style-type: none"> Guidelines to address destruction of natural features and processes; encouraging vegetation retention; prohibiting fill, deposit or excavation of foreshore and seabed materials; sufficient setbacks to allow for natural erosion and accretion; Staff can work with the Advisory Planning Commission to review sample guidelines. Early referral to First Nations. Public consultation as part of draft bylaw consideration. <p>Staff recommend the LTC request staff to work with the Gambier Island Advisory Planning Commission to review draft shoreline development permit area guidelines and provide suggested comments and recommendations to the LTC for consideration of inclusion into draft bylaw(s).</p> <p>Minor updates – likely advocacy policies requesting action from other levels of government.</p> <ul style="list-style-type: none"> Draft policies can be drafted/reviewed by the Advisory Planning Commission for LTC consideration or prepared by planning staff. Draft amendments can be considered by the LTC for inclusion in the OCP amendments for first reading, referrals and public consultation. Some elements can be incorporated into guidelines for a shoreline development permit area. <p>Staff recommend the LTC request the Gambier Island Advisory Planning Commission to suggest updated dock advocacy policies and provide suggested comments and recommendations to the LTC for consideration of inclusion into draft bylaw(s).</p> | <p><i>preserving and protecting Indigenous cultural heritage and sacred sites.”</i></p> <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> <p><i>Preservation of cultural and historical heritage</i></p> <p><i>Collaboration and decision making with First Nations</i></p> <p><i>Environmental Stewardship – Howe Sound marine dock management planning</i></p> <p><i>Respect for indigenous rights and title</i></p> <p><i>Additional permit required at the time of building permit/subdivision or installation of new septic field or land alterations</i></p> <p><i>Clarity to applicants about what level of detail is required prior to construction and what mitigating efforts may be necessary</i></p> <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> |

| Public Engagement Recommendations | Requires Change to OCP/LUB | Implementation Options | Implications |
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| <p>reflect public access in perpetuity to ensure public use.</p> | <p>OCP policies and LUB regulations</p> | <ul style="list-style-type: none"> • New site specific or island wide Development Permit Area to protect the integrity of forest ecosystems where new development is being considered. Would not be applicable to parks, conservation areas or provincially/federally owned parcels. • Would complement existing DPAs or potential Heritage Conservation Area. • Guidelines to address destruction of natural features and processes; encouraging vegetation retention; prohibiting fill, deposit or excavation; • Staff can work with the Advisory Planning Commission to support the drafting of relevant DPA guidelines for LTC consideration. • Early referral to First Nations. <p>Staff recommend the LTC request staff to work with the Gambier Island Advisory Planning Commission to review draft forest ecosystem development permit area guidelines and provide suggested comments and recommendations to the LTC for consideration of inclusion into draft bylaw(s).</p> | <p><i>Aligns with the Islands Trust Council Reconciliation Action Plan Action Item 3.2 "Land use decisions must be informed by First Nations core concerns and knowledge and be reflective of preserving and protecting Indigenous cultural heritage and sacred sites."</i></p> <p><i>Aligns with objectives and scope of project charter as endorsed by the LTC.</i></p> <p><i>Preservation of cultural and historical heritage</i></p> <p><i>Collaboration and decision making with First Nations</i></p> <p><i>Environmental Stewardship – implement Islands Trust Toolkit for Protection of the Coastal Douglas fir Zone and Associated Ecosystems</i></p> <p><i>Respect for indigenous rights and title</i></p> <p><i>Additional permit required at the time of building permit/subdivision or installation of new septic field or land alterations</i></p> <p><i>Clarity to applicants about what level of detail is required prior to construction and what mitigating efforts may be necessary</i></p> |
| <p>5.5 Forest Ecosystem Protection Strategies (II) Enhance Policy and/or Land Use Bylaw Regulations</p> <p>5.5 Forest Ecosystem Protection Strategies (III) Stewardship Education, Advocacy, Partnerships</p> | <p>OCP policies and LUB regulations</p> | <ul style="list-style-type: none"> • Additional advocacy policies in the OCP may be supportive for provincially and federally owned lands. The public engagement report provides vague recommendations for stronger language that prioritizes protection of the islands forest ecosystems. • LTC should prioritize forest protection related policy and regulatory amendments that are within its jurisdiction to implement and enforce (DPAs, setbacks, HCAs). • In cooperation with TAS, LTC advocacy to the Minister of Forests to protect provincial forest resources on Gambier Island. <p>Staff recommend the LTC request the Gambier Island Advisory Planning Commission to provide suggested comments and recommendations to the LTC for consideration of inclusion into draft bylaw(s) to strengthen forest ecosystem protection strategies.</p> | <p><i>Environmental Stewardship – implement Islands Trust Toolkit for Protection of the Coastal Douglas fir Zone and Associated Ecosystems</i></p> |