



STAFF REPORT

File No.: 6500-20-2007
Salt Spring Island OCP-LUB
Update Project
6500-20-4020
Greater Ganges
(Shiya’hwt/SYOWT) Village
Planning Project

DATE OF MEETING: July 31, 2024
TO: Salt Spring Island Local Trust Committee
FROM: Chris Buchan, A/Island Planner
Salt Spring Island Team
COPY: Chris Hutton, Regional Planning Manager
SUBJECT: Major Projects Update: OCP-LUB and Ganges (Shiya’hwt/SYOWT) Village Planning Project

RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee advise staff to cancel the Ganges (Shiya’hwt/SYOWT) Village Planning Project and to reallocate the remaining funds to the Official Community Plan - Land Use Bylaw Update Project, as permitted under Sections B.3 and C.2 of Trust council Policy 6.5.2 “Budget Control and adjustment authority”.
2. That the Salt Spring Island Local Trust Committee endorse the revised Official Community Plan - Land Use Bylaw Update Project Scope of Services attached as Appendix 2 in the report titled “Major Projects Update” submitted for the July 31, 2024 Special Meeting.
3. That the Salt Spring Island Local Trust committee request Staff to proceed with a request for proposals in accordance with Trust Council Procurement Policy 6.5.3 and the revised Official Community Plan - Land Use Bylaw Update Project Scope of Services attached as Appendix 2 in the report titled “Major Projects Update” submitted for the July 31, 2024 Special Meeting.

REPORT SUMMARY

This report responds to various resolutions of Salt Spring Island Local Trust Committee (LTC) to recommend next steps and to consider budgetary needs for the upcoming fiscal year. The report recommends three actions, including:

- budget reallocations to incorporate the Ganges (Shiya’hwt/SYOWT) Village project budget into the Official Community Plan - Land Use Bylaw (OCP-LUB) Update Project budget;
- LTC endorse the revised consultant scope of services attached as Appendix 2; and
- LTC provide direction to draft a Request for Proposal to bring back to the September Regular LTC meeting.

BACKGROUND

The LTC has been actively engaged in the OCP-LUB Update Project. This project aims to update and align the OCP and LUB with the Salt Spring Island Housing Action Planning Taskforce recommendations while considering current community needs, environmental sustainability goals, and regulatory requirements. Alongside this major undertaking, the Ganges (Shiya’hwt/SYOWT) Village Planning Project has been initiated to address the specific planning needs of the Ganges (Shiya’hwt/SYOWT) area.

On June 6, 2024, the LTC passed the following Resolutions:

SS-2024-060

It was MOVED and SECONDED

That the Salt Spring Island Local Trust Committee request staff to have Sue Hallet review the recommended amendments to the Official Community Plan - Land Use Bylaw Update Project Terms of Reference.

SS-2024-061

It was MOVED and SECONDED

That the Salt Spring Island Local Trust Committee direct staff to return with proposed amendments with draft consultant's services that reflects:

1. Available and anticipated staff resources;
2. Incorporation of the Ganges (Shiya’hwt/SYOWT) Village Planning Project into the greater Official Community Plan - Land Use Bylaw Update Project;
3. Project management needs; and
4. Budget implications for the 2024/2025 fiscal year

SS-2024-062

It was MOVED and SECONDED

that the Salt Spring Island Local Trust Committee direct staff to prepare an analysis of major budget needs in the 2025/26 fiscal year, with proposed business case revisions to the Salt Spring Island Local Trust Committee Major Projects.

SS-2024-071

It was MOVED and SECONDED

that the Salt Spring Island Local Trust Committee schedule a Special Electronic Meeting for Wednesday, July 31, 2024.

Resolution Updates:

SS-2024-060:

Consultant availability was limited in the intervening period, and comments were received shortly prior to printing. Staff have read the comments, which include alternative language providing greater care and flexibility while giving First Nations a meaningful chance to become involved in the project without overcommitting trust resources. Draft early engagement letters have been prepared and are being reviewed by the consultant and Islands Trust First Nations Specialist.

As noted at the end of this report, staff note that First Nations engagement is challenging to quantify and risk mitigation is in place to address this. Staff do not believe that incorporating the consultant’s recommendations would present any additional scheduling or financial risk beyond what is in place for the project. Therefore, staff advise that if SS LTC endorses the recommended resolution to proceed with procurement, the scope of services will be revised to reflect these recommendations prior to issuance of a RFP.

SS-2024-061:

The staff analysis highlights increased project management needs and additional budget allocations to support these efforts. Given the constraints on staff resources and other ongoing LTC directions, it is recommended to cancel the Ganges (Shiya’hwt/SYOWT) Village Planning Project and merge its remaining funds into the OCP-LUB Update Project. This would represent a significant increase to the project budget without requiring approval from the Financial Planning Committee (FPC) or Executive Committee (EC) as Trust Council Policy 6.5.2 allows revisions within the operational unit (Local Planning Services) provided they do not exceed the total operational unit's projected budget. However, expenditures over \$20,000 of the project must be reported to the EC by the unit Manager or Director at the next EC meeting, where the EC may decide if any further action is required.

SS-2024-062:

Staff intend to bring forward a detailed analysis of major budget needs for the 2025/26 fiscal year in September. The RFP will address both the current fiscal and the following fiscal to encompass future budget considerations. Once the Ganges (Shiya’hwt/SYOWT) budget is merged and allocated in the scope of services to the following two fiscals, Staff would advise moving forward, that LTC to request that the budget from fiscal 2024/2025 be carried over to 2025/2026 to ensure full use of the Ganges (Shiya’hwt/SYOWT) budget funds.

Complete Communities Update

An agency workshop was completed, and consultant and staff are working through final indicator selection with data acquisition nearly complete. The consultant will present a mapbook of 50 maps, with scenario mapping and reporting to occur by the end of September. The contract extends until the end of October to account for any delays. Data and other products generated in this project will be available to the OCP-LUB Update Project consultant as a key piece of information for the project.

ANALYSIS

Incorporation of the Ganges (Shiya’hwt/SYOWT) Village Planning Project

The LTC should consider whether the Ganges (Shiya’hwt/SYOWT) Village Planning Project budget should be incorporated into the OCP-LUB Update Project to accelerate project completion and ensure a cohesive planning on Salt Spring Island. This approach would ensure advancement of projects in alignment with the community's housing needs.

The Ganges (Shiya’hwt/SYOWT) Village Planning Project’s objectives are as outlined below:

- Create a sustainable village
- Implement Trust Council’s First Nations Reconciliation Declaration
- Mitigate climate change
- Support appropriate densification

By deferring advancement of this village planning exercise to a future date, such a project could focus on creation of a walkable, affordable village reflecting the original project’s goals, informed by the completed OCP-LUB Update Project.

Staff resources are not sufficient to effectively manage the Ganges (Shiya’hwt/SYOWT) Village Planning Project while the OCP-LUB Update Project is underway. Cancelling the Ganges (Shiya’hwt/SYOWT) Village Planning Project and reallocating its funds to the OCP-LUB Update Project is recommended.

Project Management Needs

Expanding the scope of consultant services to include wider project support, including coordination and policy development in the project would be possible if the Ganges (Shiya’hwt/SYOWT) Village Planning budget is merged

into the OCP-LUB Update Project. Staff have revised the estimated fiscal budgets from \$48,000 per fiscal year for consultant costs to \$83,000 per fiscal year. This adjustment is made possible by reallocating funds from the Ganges (Shiya’hwt/SYOWT) Village Project. The remaining \$26,000 of the reallocated funds remains allocated First Nations engagement.

Roughly 20% of the consultant budget should also be withheld for expenses incurred directly by Islands Trust, such as third party reviews, facility rentals, bylaw advertising, and mailouts, as well as contingencies for any possible scope changes (extra engagement sessions, other media costs).

These budget revisions are designed to reflect the project scope’s needs and are detailed further in the budget sections of this report. The increased consultant budget allows for approximately 415 hours of consultant work per fiscal year, ensuring that the consultant can provide substantial support throughout the project phases. This strategic reallocation of resources ensures that both the OCP-LUB Update Project and the Ganges (Shiya’hwt/SYOWT) Village Planning Project can progress effectively without overburdening staff.

Budget Implications for the 2024/2025 Fiscal Year

Business Case Budget Allocation:

According to the past business case for the OCP-LUB Update Project, the current budget allocation for the OCP-LUB Update Project is \$56,000 for this fiscal year and \$20,000 for the following fiscal. Additionally, the business case establishes that \$26,000 will be allocated for First Nations engagement funding and \$11,000 for media/information to the public, facility rentals, and notifications.

Proposed Scope of Services Estimate:

Revising the estimated fiscal budgets for consultant costs to \$83,000 per fiscal year increases the available consultant hours to 415 per year. Adding the \$86,500 from the Ganges (Shiya’hwt/SYOWT) Village Planning Project budget increases the consultant budget, providing additional support over the two-year project period. This results in a total of approximately 8 to 10 hours of consultant time per week, reflecting increased project support and enhancing the ability to meet project deliverables.

Implications of Cancelling the Ganges (Shiya’hwt/SYOWT) Village Planning Project

Cancelling the Ganges (Shiya’hwt/SYOWT) Village Planning Project will prioritize completion of the OCP-LUB Update Project, while core deliverables of the Ganges (Shiya’hwt/SYOWT) Village Planning Project be put off for a future project. This includes detailed planning and specific initiatives aimed at creating a walkable, community-oriented village. However, the updated OCP policy outcomes will support an updated rationale and objectives for a Ganges (Shiya’hwt/SYOWT) Village plan. If pursued in the future, a future Ganges (Shiya’hwt/SYOWT) Village Planning project is likely to experience greater public support and deliver higher quality results.

Next Steps Required

If the SS LTC accepts staff’s recommendations, the following steps will be taken:

1. Amend the project Terms of Reference and post them to the project website;
2. Develop and post an RFP for a planning consultant based on the revised Consultant Scope of Services;
3. Coordinate with the Executive Committee for the reallocation of funds and timeline adjustments; and
4. Prepare a business case proposal for the September meeting for the OCP-LUB major project.

Rationale for Recommendation

The recommendations are based on the need to streamline project efforts, assign appropriate budget to the anticipated OCP-LUB Project Scope, and ensure effective project management given the current resource limitations.

ALTERNATIVES

1. Proceed with Both Projects:

The LTC could direct staff to continue with both the OCP-LUB Update Project and the Ganges (Shiya’hwat/SYOWT) Village Planning Project concurrently. This would likely require additional resources or face a delay in process, but could address both sets of objectives simultaneously. In either case, staff anticipate that this would result in a need to submit two business cases for the 2025/2026 Fiscal Year. Additionally, the projects would face increased project risk associated with in-house project execution, due to staffing changes, other business demands, etc.

Submitted By:	Chris Buchan, A/Island Planner	July 24, 2024
Concurrence:	Chris Hutton, Regional Planning Manager	July 24, 2024

ATTACHMENTS

- 1. Trust Council Policy 6.5.2
- 2. OCP-LUB Update Project Consultant Scope of Services (Draft)
- 3. Trust Council Policy 6.5.3



Policy:	6.5.2
Approved By:	Trust Council
Approval Date:	March 10, 1993
Amendment Date(s):	June 10, 2004; March 13, 2008; September 16, 2010; September 11, 2013
Policy Holder:	Director of Administrative Services

BUDGET CONTROL AND ADJUSTMENT AUTHORITY

Purpose

This policy provides the authority by which periodic adjustments can be made to the approved annual operating budget and the timing when Trust Council and the minister have to be notified of either changes to the budget or anticipated operating deficits.

A. Definitions

General Ledger Account - General Ledger (GL) accounts summarize the budgeted expenses for a certain activity for the entire organization. For example, GL Account 69000 (Office – rent & services) summarizes the office rent/services budget for all office locations within Islands Trust.

Location Code – Location codes are used in the general ledger, in combination with the General Ledger Account to specify the finest level of detail in the budget. Location codes are used for physical locations and/or organizational units (see Appendix A).

Operational Unit - Operational units are the four broad categories in the organization (Trust Council, Islands Trust Conservancy Board, Local Planning Services and Administrative Services) that perform specific activities for the Islands Trust. This organizational arrangement also supports the development and presentation of the budget as required in the *Islands Trust Act, s.14.3 (c)*. In the general ledger, the Operational Units are defined by groupings of location codes, as illustrated in Appendix A.

Political Entity - The *Islands Trust Act* grants corporate status to Islands Trust Council, Local Trust Committees and the Islands Trust Conservancy Board.

Provided for in the Annual Budget - The *Islands Trust Act* uses the phrase “provided for in the annual budget” when defining a lawful expense. For the purposes of this policy an expenditure is provided for in the annual budget if the detailed budget documents approved by Trust Council have:

- Identified a type of expenditure by general ledger account (eg. rent, salaries); and,
- Approved a budget amount for the general ledger account.

Also, a general ledger account may be provided with a budget to fund non-specified activities (eg. Special Projects – Local Planning) where the non-specified activities fall within the normal range of activities for one of the Operational Units.

B. Background

1. The goal of this policy is to provide the authority matrix and procedures for budget adjustments. The policy also specifies when the minister responsible for the *Islands Trust Act* needs to be notified of changes to the budget.
2. The Islands Trust expenditure budget is presented to Trust Council in Schedule A of the annual Financial Plan Bylaw, and subsequently to the minister responsible for the *Islands Trust Act*, in three categories: Trust Council, Local Planning Services (which includes LTC expenses) and Islands Trust Conservancy Board. The expenditures for the Administration Operational Unit are allocated to the three other Operational Units based on the proportion of their budgeted expenditures before considering Administration. This presentation format is defined in the *Islands Trust Act*.

Islands Trust prepares an expenditure budget with much more detail than is provided in Schedule A of the Financial Plan Bylaw, with budgeted amounts assigned to GL Account/Location Code combinations.

3. As operations unfold during a fiscal year, situations often arise that are not precisely aligned with the way the detailed budget was developed and approved. For example, a vacancy in a salaried staff position may require a temporary contract with a consultant to continue the workflow until the staff position can be filled.

An organization can address a changed approach to financial expenditures in one of two ways, while still maintaining the same total expenditure budget:

- 3.1 Overspend in one expense area (eg. contracted services), while underspending in another area (eg. salaries and benefits). In financial reporting at the detail level, this approach retains the original financial plan but requires some variance analysis to explain why the actual expenditures did not follow the original plan.
- 3.2 Adjust the budget so the area requiring greater expenditures (e.g. contracted services) receives a transfer of budget funds from the area requiring lesser expenditures (e.g. salaries and benefits). In financial reporting at the detail level, this approach loses the intent of the original financial plan, but does not require any variance analysis.

In most cases, Islands Trust will use approach 3.1 so that the original approved budget can be compared against actual results.

C. Policy

1. The authority to administer the Islands Trust Operating Budget is provided to the Treasurer and Chief Administrative Officer (Deputy Treasurer).
2. In general, budget adjustments will not be required within an Operational Unit for expenditures that are at variance with the budget.
3. When an actual or anticipated over-expenditure (whichever comes first) exceeds \$20,000 for a project or general ledger budget line within an Operational Unit, management must inform

the Executive Committee at the next scheduled Executive Committee meeting, and continue to provide reports on the status of the project or budget line to the Executive Committee on a monthly basis; or, as frequently as requested by the Executive Committee. Upon being informed of over-expenditure, the Executive Committee will decide what initial corrective action will be taken, if any.

Copies of all Executive Committee notifications and reports on over-expenditures will be copied to members of the Financial Planning Committee.

4. In cases where there is a desire to revise the budget within an Operational Unit, the change will be initiated at the request of the manager for that Operational Unit, or by the Chief Administrative Officer (CAO). A request for adjustments to the budget must be forwarded to the Treasurer for implementation, and must include both program and financial implications. The Financial Planning Committee must be informed of budget changes within an Operational Unit at the next scheduled meeting of the Committee. Any funds generated by a special tax requisition within a Local Trust Area must be used in accordance with Section B.6 of Trust Council Policy 6.3.2 – *Special Property Tax Requisition*.
5. In cases where there is a recommendation by management to transfer current year budget funds that are associated with a particular Local Trust Committee (LTC), from that Local Trust Area to another Local Trust Area, the LTC must pass a resolution approving the transfer, specifying the dollar amount and the budget affected before the budget transfer will be processed. Examples of budget funds associated with a particular LTC are budgets for Official Community Plans (OCPs), Land Use Bylaws (LUBs) or current year program items. Any funds generated through a special tax requisition within a Local Trust Area may not be transferred for use within another Local Trust Area.
6. In cases where there is a desire to transfer budget money from one Operational Unit to another, a Request for Decision must be forwarded to the Financial Planning Committee and subsequently to Trust Council for approval.

In cases where a proposed budget adjustment between Operational Units is approved by Trust Council, a new financial plan bylaw is required along with ministerial approval.

7. Unbudgeted revenue may be received during a fiscal year and expended on goods or services that are provided for in the annual budget without a budget adjustment or notification to the minister.

Expenditures on unbudgeted goods or services that are not provided for in the annual budget must be approved with a new financial plan bylaw and ministerial approval before the expenditures are made.

8. During a fiscal year, special circumstances may require expenditures in excess of the total budgeted expenditures for an Operational Unit. In these circumstances, and when the actual or anticipated over-expenditure (whichever comes first) exceeds \$50,000, management must inform the Executive Committee at the next scheduled Executive Committee meeting and provide a proposal to mitigate the impact of the over-expenditure.

Copies of all Executive Committee notifications and reports on over-expenditures will be copied to members of the Financial Planning Committee. The Financial Planning Committee will decide on what notification is required for Trust Council.

The minister must be informed if over-expenditures are expected to produce a deficit from operations for Islands Trust as a whole that exceeds \$100,000.

D. Legislated References

n/a

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

n/a

Appendix A

Islands Trust Location Codes (as of August 2010)

Operational Unit	Sub-Unit Descriptions	Location Code
Trust Council	Council	100
	Executive	110
	Trust Area Services	150
Trust Fund Board	Islands Trust Fund	210
	ITF - recovery (eg Naptep)	220
Local Planning Services LTCs (included in LPS for budgeting purposes)	Victoria planning office	510
	Ganges planning office	520
	Gabriola planning office	530
	Mapping Services	540
	Bylaw Enforcement	580
	Director of LPS	590
	Executive Islands	610
	Denman	615
	Gabriola	620
	Galiano	625
	Gambier	630
	Hornby	635
	Lasqueti	640
	Mayne	645
	N. Pender	650
	Salt Spring	655
	Saturna	660
	S. Pender	665
	Thetis	670
	Exec on LTCs	675
Administration	Victoria Admin office	810
	Chief Admin Officer	820
	Finance/HR/Info Systems	830
	Trust-wide general	999

July 31, 2024

Draft Scope of Services for OCP-LUB Update Planning Consultant

INTRODUCTION

The Salt Spring Island Local Trust Committee is seeking proposals from qualified consultants with recent experience in the project management and execution of official community plan and bylaw development as well as equity-focused community engagement to support targeted updates to the Salt Spring Island Official Community Plan and Land Use Bylaw. The work will include the design – and delivery alongside staff – of community and interest-holder engagement.

Technical tasks for the consultant will include:

- development of a detailed project work plan
- review and implementation assessment of housing-related policy directions proposed in recent community-generated reports
- plan audit and housing policy gap analysis
- analysis of community engagement results
- development of targeted updates to the OCP's community vision and relevant objectives as they relate to residential land uses
- development of new policy options and drafting of next policy directions for residential land uses

This a housing-focused update, although all changes should also advance the integrated mandates of:

- reconciliation with Indigenous peoples
- climate Change resilience and
- ecological integrity

This proposed Scope of Services reflects work that will span two fiscal years. Because of Islands Trust's annual budget process it will require two RFPs; one for fiscal year 2024/25 and one for fiscal 2025/26 once the project budget for that year is approved.

BACKGROUND

Like almost all communities in British Columbia, the Salt Spring Island Local Trust Area continues to struggle with a housing crisis. The high cost and limited availability of real estate and the traditional form that modern residential development has taken on the island means that there are few housing options for working families entering the market, small units for independent seniors, or homes to rent. Addressing this issue in the Islands Trust Area brings particular challenges, as solutions must be considered in the context of the Islands Trust object to preserve the natural environment and the area's unique amenities, and the resource constraints that characterize a rural island.

The overarching goals of this Salt Spring Island Local Trust Committee project is to **increase housing options and housing equity** on the island in ways that integrate:

- The interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- Ecosystem integrity and connectivity; and
- Climate change resiliency.

Several recent reports from Islands Trust and other local agencies and organizations help to inform the context of the OCP-LUB Update. These include:

- Salt Spring Island Complete Communities Assessment (*in progress*)
- Islands Trust Reconciliation Action Plan
- Islands Trust Suitable Land Analysis (*in progress*)
- Salt Spring Island Watershed Protection Plan
- Summary of Recommendations (SS LTC Housing Action Program Task Force)
- Homes for Islanders (Salt Spring Solutions)
- Salt Spring Island Community Wildfire Resiliency Plan (Capital Regional District),
- Salt Spring Island Active Transportation Plan (Capital Regional District)
- Salt Spring Island Area Farm Plan Renewal (Salt Spring Island Agricultural Alliance)
- Salt Spring Island Climate Action Plan (Transition Salt Spring)
- Salt Spring Island Housing Needs Report (new one anticipated 2025, Capital Regional District, 2020)

THE COMMUNITY

With a population of nearly 12,000 people, plus many tourists and seasonal residents, Salt Spring Island is the largest, most populated, and most visited of BC's Gulf Islands. It has a rural character, with natural areas, agriculture, an artisan community, and an emphasis on health, wellness, and sustainability that appeals to residents and visitors alike. The island has three public elementary schools and a large high school that draws students from around the Gulf Islands. It has a hospital with a 24-hour emergency department, and an RCMP station staffed with on-island officers. The median age of Salt Spring Island residents is 56.4 years, more than a decade older than the provincial average of 42.8.

Land use planning is administered by the Islands Trust. The Islands Trust is a unique federation of local governments, with a provincial mandate to preserve and protect the unique amenities and environment. The Salt Spring Island Local Trust Committee develops and adopts community plans and land use bylaws for the Salt Spring Island Local Trust Area. The Capital Regional District provides a range of services on the island, as do a handful of improvement districts. The largest of these improvement districts, the North Salt Spring Waterworks District, provides potable water to more than 2,100 residential and commercial lots from two surface water sources.

Salt Spring Island is home to a rich biodiversity and a variety of ecosystems. In and around the area, there are 48 species at risk. The area is critical habitat for Dun Skipper butterflies, Gray's Desert-parsley and two species at risk: the Little Brown Bat and Sharp-tailed snake.

Islands Trust acknowledges that the lands and waters that encompass the Islands Trust Area have been home to Indigenous Peoples since time immemorial and honours the rich history,

stewardship, and cultural heritage that embody this place we all call home. There are 13 First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area and Islands Trust Council is committed to establishing and maintaining mutually respectful relationships between Indigenous and non-Indigenous Peoples.

PROJECT PURPOSE

Planning goals of the OCP-LUB Update Project are as follows:

Increase housing options and housing equity on the island in ways that integrate:

- The interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- Ecosystem integrity and connectivity; and
- Climate change resiliency.

Residential land use policies that emerge from this project should be either neutral in their impact on, or ideally advance, the integrated themes above.

Process goals of the OCP-LUB update project are as follows:

- Strengthen relationships with area First Nations through their early and ongoing engagement in a project process that reflects shared values;¹
- Ensure broad opportunities for community input through a robust public engagement process that reflects the diversity of the community;
- Ensure the Salt Spring Island OCP and LUB are consistent with the Islands Trust Policy Statement;
- Build on the strengths of the existing OCP by retaining those elements that continue to reflect the Island's aspirations; and
- Where appropriate, analyze and incorporate the evidence and recommendations of other governments, agencies, and non-governmental organizations and consider enacting policy and regulatory changes accordingly.

Expectations of the project consultant are as follows:

- Provide and execute an equity-based community engagement and communications plan informed by [Beyond Inclusion: Equity in Public Engagement](#)
- Prepare recommendations to develop targeted OCP amendments that balance planning and technical expertise with local values and community knowledge, to revise the OCP in a way that is embraced by the community
- Prepare recommendations to develop OCP amendments that are clear and provide consistent guidance and direction for Council, staff, and the community at large
- Assess current OCP land use designations and provide recommendations to better align

¹ This is not a responsibility of the project consultant

with this projects goals and objectives.

- Articulate an updated community vision, and residential land use goals and objectives that capture the unique context of Salt Spring Island
- Assess residential land use needs based on current data and projections; including linkages to the Complete Communities Assessment, housing needs assessment, Housing Action Taskforce Recommendations, community climate action and GHG profile, growth projections, and available land base
- Consider options to develop policies to define and manage the Ganges Village Area boundary and Fulford Village Area boundary and any future expansion
- Develop a new wildfire resilience development permit area in consultation with Salt Spring Island Fire Rescue and other relevant agencies, guided by the findings of the Salt Spring Island Wildfire Resilience Plan
- Develop additional development permit areas, or amend existing, to address project goals

FINAL DELIVERABLES

At the completion of the OCP Update, SS LTC expects to receive the following deliverables:

- Recommended amendments to relevant OCP vision, goals, objectives and policies, identifying the specific sections or clauses of the OCP to be amended
- A detailed Community Engagement Summary report
- An Action Plan for the OCP, including recommended OCP amendments that lists priorities for action along with the timeframe for implementation (immediate/short/medium/long term), and monitoring and evaluation metrics
- All maps in shapefile file format or another ESRI ArcGIS compatible format, plus a user-friendly format to be integrated on the Islands Trust website
- Delivery of all documents and materials collected throughout the project, to be retained as part of the public record
- Attendance at relevant Community and SS LTC meetings

DESCRIPTION OF WORK

The following is an outline of the expected works to be completed. Additional topics and tasks may be added to the work plan as the project unfolds and new issues are identified.

FISCAL 2024/25 (to March 31, 2025)

Anticipated budget: \$83,000

Phase 1² – Project Initiation

² See project phases and timelines in project Terms of Reference

- Convene key staff and consultant team for introduction and understanding of expectations
- Develop and establish a roster of local resources with skills and expertise
- Develop a detailed Work Plan that aligns with the phases described in the project Terms of Reference, noting responsibilities for the consultant(s) and planning staff
- Develop, with staff, a detailed community and interest holder Community Engagement and Communications Plan to maximize local resources, existing events and identify opportunities for meaningful public participation in a practical context and using multiple platforms. The engagement plan should be developed to align with the phases set out in the Terms of Reference/Work Plan
- Consultation with OCP Advisory Committee to confirm approach established through initial meetings with staff
- Identify any missing expertise and develop a strategy to enhance the team, potentially with the use of sub-contractors

Phase 1 Deliverables

- A detailed Work Plan, with key deliverables, and a timeline with clearly defined and trackable milestones
- A comprehensive Community Engagement and Communications Plan.
 - The Engagement Plan will be developed in accordance with the International Association for Public Participation (IAP2) engagement framework, and designed to incorporate its Diversity, Equity, and Inclusion principle.
- Work Plan and Community Engagement and Communications Plan to be presented to SS LTC at a public meeting

Phase Two – Targeted Community Visioning

A. Plan Audit and Reports Review: Technical Review and Issues Identification

- Conduct a thorough review of the current OCP identifying areas that need improvement relative to the stated project goals
- Conduct a thorough review of recent relevant plans and supporting documents completed by the Salt Spring Island Local Trust Committee and other agencies and organizations that may inform the project, providing observations about implementation relative to existing OCP and LUB policies
- Meet with planning staff, OCP Advisory Committee, and trustees to identify additional issues that need to be addressed in the OCP Review
- Report results of Technical Review and issues identified
- Prepare community engagement and interest-holder consultation materials to confirm

findings with the public

- Interim Deliverables:
 - Report summarizing conclusions from OCP review and Gap Analysis
 - Report summarizing results of review of relevant plans and policies
 - Summary of Key Issues
 - Presentation of findings from Technical Review and Key Issues to OCP Advisory Committee
 - Prepare “Backgrounder” information packages on each of the Key Issues and topics identified³, with options, in preparation for engagement activities

B. Community and Interest-Holder Engagement

- Collaborate with staff to prepare launch of community and interest-holder consultations
- Produce reports to provide public with results of work and engagement completed to date and Backgrounders about residential land use and Indigenous reconciliation, climate change resiliency, ecological integrity, and associated topics
- Engage with the community in accordance with the IAP2 engagement framework, to present findings of plan audit to the public and support public participation in further issue identification and validation
- Review current Vision, Goals and Objectives, both general and residential
- Lead community review of existing OCP vision and objectives to assess validity
- Interim Deliverables:
 - Analysis of community engagement results
 - Presentation of engagement summary to staff

C. Vision, Goals and Objectives

- Draft proposed amendments to Community Vision using knowledge gained from technical review of current OCP, engagement activities, and evaluation of community values
- Draft proposed amendments to General Goals and Objectives and Residential Land Use Objectives using knowledge gained from technical review and engagement activities

Phase 2 Deliverables

- First draft of the following revised OCP elements:
 - Revised Vision

³ Presumed to be the intersection of residential land use and Indigenous reconciliation, climate change resiliency and ecological integrity.

- Revised General Goals and Objectives; Revised Residential Land Use Objectives
- Present revised Vision, Goals and Objectives to Advisory Committee and LTC
- Summary report of works completed in Phase 2

FISCAL 2025/26

Anticipated budget: \$83,000

Phase 3 – OCP Development

A. Community and Interest Holder Consultation

- Undertake an active role alongside staff to host public session to present, discuss, and confirm results of engagement activities undertaken in Phase 2
- Review draft revised Vision, Goals and Objectives:
 - Work in collaboration with staff to present proposed amendments to the public
 - Seek improvements for next draft
- Support staff to present and seek community input on options for growth management, guided by the outcomes of the Complete Community Assessment

Interim Deliverables

- Summary of results from public engagement on growth management
 - Community Map and refreshed OCP Maps markups and drafts

B. OCP Policy and Action Development

- Review Land Use Designations and propose revisions where appropriate to confirm future directions set in policies

Draft Policies, Strategies and Actions using knowledge gained from technical review, consultation to date, and development of draft Vision, Goals and Objectives

- Draft new Wildfire Resilience development permit area
- Review existing Development Permit Areas and their guidelines against revised vision, goals and objectives, and in consideration of project goals
 - Draft amendments to existing DPAs or draft new ones
- Recommend amendments to OCP Maps based on new information gained through technical review, community consultation, and development trends
- Develop indicators with staff that reflect project goals will allow for realistic monitoring over the next 10 years

Phase 3 Deliverables

- Submit refined draft OCP amendments that include:
 - Draft Vision, and General Goals and Objectives
 - Draft Residential Land Use Goals and Objectives
 - Draft Policies, Strategies, and Actions
 - Draft Land Use Designations
 - Draft Wildfire Resilience development permit area
 - Draft additional development permit area amendments of new development permit areas
 - Draft Indicators as developed through consultation with staff
 - Present draft bylaw amendments to OCP Advisory Committee

Phase 4 – Draft OCP Review

A. Community and Interest Holder Consultation

- Present and gather input on draft OCP bylaw amendments to the community
- Review and confirm what was heard in Phase Two Community Consultations
- Confirm Growth Management Strategies, Land Use Designations, Development Permit Areas, and OCP Maps
- Seek input on anything missing from the proposed OCP amendments

B. Final Revisions

- Make final changes following community engagement activities
- Prepare OCP amendments for final presentation

Phase 3 Deliverables

- Presentation of Final Draft OCP amendments and maps
 - Final Presentation to OCP Advisory Committee
 - Final Presentation to Staff
 - Final Presentation to SS LTC



Policy:	6.5.3
Approved By:	Trust Council
Approval Date:	March 25, 1996
Amendment Date(s):	March 29, 2007; December 9, 2009; September 16, 2010; September 11, 2013; March 5, 2014; December 5, 2017
Policy Holder:	Director of Administrative Services

PROCUREMENT

Purpose

In accordance with the *Islands Trust Act*:

1. To set out purchasing procedures that support the costs of operations which the Islands Trust is authorized to recover through property tax requisition under *Section 47(2)* of the *Islands Trust Act*;
2. To set out the responsibilities and accountability associated with the efficient, economical and transparent acquisition of goods and services;
3. To ensure that the most appropriate method of procurement is used to acquire goods and services at the best value including consideration of environment and local economy;
4. To ensure properly delegated purchasing authority is maintained; and
5. To ensure consistency with relevant financial policies, procedures and controls, and to provide linkage to the current operating and capital budgets.

A. Definitions

n/a

B. Policy

1. Delegation of Authority

The Treasurer is accountable for the management of the acquisition of goods and services for the Islands Trust and the implementation of the day-to-day administration of the purchasing policies. To meet this objective, the Treasurer will establish such processes and procedures as are determined appropriate to the efficient and effective operation of purchasing services.

It is the intention of the policy to provide internal control measures through the separation of duties and responsibilities relating to the acquisition of goods and/or services. The tables in Appendix A establishes the signing authority delegation for procurement processes.

Trustees do not have authority to make commitments or indications of preference to a supplier of goods or services, to avoid any real or perceived perception that trustees are improperly influencing a decision of staff to select contractors in accordance with this policy.

Staff with purchasing authority have the following responsibilities:

- Ensure that appropriate approvals have been obtained and are adequately documented.
- Communicate with Administrative Services on anticipated purchasing commitments and creation of service contracts.
- Ensure that no expenditure exceeds approved budgets.
- Ensure that no expenditure is made that is not included in the annual budget.
- Ensure that expenditures are consistent with the required or permitted operations of Islands Trust bodies, as identified in the *Islands Trust Act*.
- Be familiar with the provisions of the Government of British Columbia's Standards of Conduct for Public Service Employees in Government Procurement Processes.

2. Creation of Purchase Orders and Service Contracts

Purchase orders can be created by any employee authorized by the Director, Administrative Services.

Service contracts will be created by the Finance Clerk based on information provided by staff.

3. Regular Disbursements

Expenditures occurring on a monthly or recurring basis and disbursed in the same, or similar, amounts do not require an approved purchase order or service contract. These expenditures will be approved by the Director, Administrative Services, as required. Example expenditures of this type would be rent, telephone charges and BC Mail.

4. Legal Services

The Chief Administrative Officer (or designate) will manage all legal matters through an organizational process. The process involves on-going monitoring of legal costs, monitoring of legal services quality, and regular reporting to Trust Council.

The Chief Administrative Officer will determine if expenditures require review or approval by the Executive Committee or Trust Council.

5. Financial Assistance to Community Organizations and Other Groups or Individuals

Financial assistance to community organizations or other groups or individuals is only permitted if made by the Islands Trust Council, its delegate, or the Executive Committee acting on its behalf, pursuant to Section 8(2)(h) of the *Islands Trust Act* which states that Trust Council may:

“(f) *engage in activities to gain knowledge about the history and heritage of the trust area and to increase public awareness, understanding and appreciation of its unique amenities and environment,*

“(g) *conserve heritage property.*”

Local Trust Committees may not provide financial assistance to community organizations or other groups or individuals unless Trust Council has, by bylaw, delegated its authority under Section 8(2)(h) of the *Islands Trust Act*.

6. Disclosure of Contracts

If a trustee (or a person who has been a trustee in the previous six months) has a direct or indirect pecuniary interest in a contract with the Islands Trust, their conduct is governed by Section 107 of the *Community Charter*.

If a staff member has a direct or indirect pecuniary interest in a contract with the Islands Trust, their conduct is governed by the Code of Conduct of the Public Service Agency of BC.

7. Local Trust Committee Expenses

7.1 Disbursements must only be made as authorized by Part 4 of the *Islands Trust Act* and typically include the following:

7.1.1 Advisory Planning Commission expenses (meeting and secretarial costs)

7.1.2 LTC meeting costs including advertising, hall rental, external facilitation costs, and secretarial costs

7.1.3 Local mail-outs and/or trustee newsletters

7.1.4 Open house costs

7.1.5 Purchases of goods or services that support the land use planning and regulatory operations of the LTC.

7.2 Disbursements must be made in accordance with the budget allocation, be processed via the Trust's financial system, and comply with all financial policies and procedures; including use of purchase orders or service contracts where required, and appropriate approvals by the Treasurer and/or designate;

7.3 Any disbursement over \$500 which is to be charged against the local trust committee expense budget, with the exception of those items noted in Section 7.1.1 through 7.1.4 above, should be approved by resolution of the LTC;

7.4 Expenditures cannot exceed the annual budget allocation provided to each local trust committee by Trust Council. However, if a local trust committee anticipates extraordinary costs they should approach the Executive Committee to request a budget adjustment;

7.5 Trustee travel and other expenditures must comply with Islands Trust Policy 7.2.3, Trustee Travel Policy and Procedures; and

7.6 Trustee expenses related to attendance at training and/or conferences must comply with Islands Trust Policy 6.12.1, Trustee Training/Conference Attendance.

8. Competitive Process

The table in Appendix A establishes the dollar limits for different types of competitive processes.

An individual project with a total value greater than \$25,000 that will be completed over more than one fiscal year will require a formal competitive process with a Request for Proposal.

A competitive process can be held at the discretion of the Manager with budget authority, even if the estimated value of the goods or services falls below the dollar thresholds in Appendix A.

All competitive processes must be coordinated by the Finance Officer to ensure that best competitive practices are followed.

When a direct award is made, staff are still expected to obtain goods and services at the best available price, while taking into consideration the quality and followup service available (if applicable) for the goods and services. To expedite routine or regular purchases, a qualified vendors' list may be established. Vendors on the qualified vendors' list will be selected in accordance with established procedures.

9. Direct Awards

If one or more of the following circumstances exist, the Chief Administrative Officer, in conjunction with the Director of Administrative Services, determines whether to approve a purchase by direct award:

- The requirement is valued at less than \$25,000.
- An emergency exists and requirements cannot be satisfied in time by means of a competitive process.
- A process delay would interfere with Islands Trust's ability to maintain security or order, or to protect human, animal, or plant life or health.
- The required service is confidential.
- There is a single supplier that clearly provides the best value in the circumstances of a particular purchase.
- Where the competitive process is impractical because of the need to obtain unique third party skills, there is a requirement for contractor continuity, or there is a strong case for the cost effectiveness of maintaining a current contractor for a specific task.
- For work to be performed on or about a leased building that may be performed only by the lessor or the lessor's approved suppliers.
- The Islands Trust receives grant funding on behalf of a third party who initiated the project or funding request, and is named in the funding proposal. In this circumstance, the

Director of Administrative Services may, at his or her discretion, directly award a contract to the third party, a contractor, or community group, after confirming the chosen contractor or community group demonstrates the capability and qualifications to complete the work funded by the grant. If the work is being conducted on behalf of a local trust committee, the proposed work must be within the legislated role of the local trust committee (*Islands Trust Act, Section 24*).

- For projects covered under a partnership agreement, where the Islands Trust is not the only source of funds and the other funding source(s) has already selected the contractor. In this circumstance, the Director of Administrative Services may, at his or her discretion, directly award a contract to the selected contractor after confirming the contractor demonstrates the capability and qualifications to complete the work.

10. Selection Criteria

In a competitive process, selection criteria shall be established before a competitive process is posted. The selection criteria should consider all the relevant factors in a purchasing decision including, price, quality, qualifications, delivery time, quality of the response, environmental and social policy considerations, local purchasing and any other factors as determined by the Manager with budget authority for the purchase.

A local trust committee may request that the Regional Planning Manager provide the selection criteria for their review prior to posting the competition.

All details of the selection process shall be retained by the Finance Clerk.

11. Consultant Evaluations

A firm's performance is assessed for services based on the quality of the project in terms of how successfully it fulfils the stated objectives for the project. In the case of studies and briefs, where there is no built work involved, the product refers to the actual work produced by a consultant. Quality of 'services' assesses the firm's ability to manage and deliver professional services in a comprehensive, effective, reliable and timely manner throughout each stage of the project.

12. Contract Renewals

Once a competitive process is held (where required) and a vendor selected, contracts may be signed with the selected vendor to allow for renewal periods of up to five years, provided that satisfactory service continues to be received. At the completion of the renewal period, a new competitive process should be held, if required by the Purchasing Policy in place at the time.

A competitive process for a particular business service can be delayed for up to one year at the discretion of the Chief Administrative Officer if high quality service is being provided at a reasonable price by the current service provider.

13. Fiscal Year

Contracts should not extend beyond the end of the current fiscal year-end to provide for budget approvals. Should the situation arise where this is required, approval by the Chief Administrative Officer is required.

14. Environmental Considerations

When making purchases every effort will be made to select suppliers whose environmental practices are consistent with those of the Islands Trust.

Environmental considerations include such things as the suppliers' efforts towards recycling; use of environmentally friendly products; and manufacturing goods from recycled or recyclable materials.

In addition, purchases of equipment and supplies should have Canadian content wherever possible, practical and economical.

15. Social Policy Considerations

When making purchases every effort will be made to select suppliers whose products or services align with the attributes of social procurement policy.

Social procurement considerations include contributions towards a stronger local economy; enhancing the number of local jobs; and enhancing community arts and culture infrastructure.

16. Local Purchasing Considerations

When making purchases every effort will be made to purchase local goods and services including:

- Local food procurement – Islands Trust staff engaged in the purchase of food for operational needs will ensure that when practical, both operationally and economically, at least 40% of purchases will be local. Suppliers will be made aware of this policy and will be encouraged, again where practical, to increase the availability and variety of local foods. “Local” is defined as food that is produced within British Columbia, with preference given to items produced in the Islands Trust Area or on Vancouver Island.
- Community Stewardship Awards – Islands Trust staff engaged in procuring Community Stewardship Awards, or other awards that from time to time may be required, will ensure that awards represent the unique nature of the Islands Trust Area and, where practical, are constituted from products distinct to the Islands Trust Area.
- Contractors and service providers with a presence in the Islands Trust Area, and/or whose employees reside in the Islands Trust Area.

17. Staff Travel and Training

Travel expenses are submitted via Islands Trust Expense Claim. All those claiming expenses are expected to ensure that the most cost effective method of travel is provided. Approved Expense Claims are considered equivalent to an approved purchase order or service contract.

Training requests are approved via an authorized "Training/Conference Request Form" (see Policy 8.2.1, Staff Training and Conference Attendance). All staff travel and training requests must be approved by the appropriate Manager.

Managers have the responsibility to ensure all Employee Expense Claims are in accordance with established processes (i.e., BCGEU travel allowance chart).

C. Legislated References

Islands Trust Act

BC Government Purchasing Handbook

Ministry of Finance Core Policy 6.0 Purchasing

Islands Trust Policy 8.2.1, Staff Training and Conference Attendance

Islands Trust Policy 6.12.1, Trustee Training/Conference Attendance

Islands Trust Policy 7.2.3, Trustee Travel Policy and Procedures

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

Appendix A – Method of Procurement and Approval Authority

APPENDIX A – METHOD OF PROCUREMENT AND APPROVAL AUTHORITY

COMMITMENT MATRIX October 10, 2017						
Commitment/ Spending \$ Level	Commitment Type	Number of Quotes	Method of Purchase	Document Submitted to Finance	Special Conditions	
1 <\$ 100	Petty Cash	One	Verbal, in person	Petty Cash Reconciliation	Receipt Required with payment claim - record purpose of purchase on receipt	
2 <\$500	Petty Cash, Corporate Credit Card	One	Verbal, in person	Petty Cash or Corporate Credit Card Reconciliation	Receipt Required with payment claim - record purpose of purchase on reconciliation	
3 <\$5,000 per item or aggregate	Service Contract or Purchase Order	One	Verbal or written quote from one or more known vendors	Invoice	Approval of Invoice with indication of Project Code if any including indication that services/goods were received as ordered	
4 \$5001to \$25,000 per item or aggregate		Request at least Three	Verbal or written quote from at least Three known vendors. If no "known" vendors then formal competitive process ITQ or RFP	Invoice		
5 >\$25,001per item or aggregate		Public Process	Appropriate Competitive process - RFP/ITQ	Invoice		
All Direct Award Service Contracts or Purchase Orders over \$ 10,000 must be approved by the Chief Administrative Officer						

SIGNING AUTHORITY MATRIX October 10, 2017										
Position Type of Decision	Commitment Type	Executive Committee	Chief Administrative Officer	Treasurer (Director of Administrative Service)	Director (Local Planning Services and Trust Area Services)	Corporate Secretary (Manager of Legislative Services)	Regional Planning Manager	Manager - (Manager of Islands Trust Fund, Manager of Information Systems, Executive Coordinator)	Supervisor (Finance Officer and Employee Services Coordinator)	
1 Authorization of Purchase of Services or Goods	Petty Cash, Corporate Credit Card Charge, Purchase Order or Service Contract to be done when required by policy	N/A	Greater than \$100,000 or direct award greater than \$10,000	Up to \$100,000	Up to \$25,000	Up to \$10,000	Up to \$10,000	Up to \$5,000	Up to \$500	
2 Authorization of new Positions	Email approval prior to initiation of hiring process	N/A	Yes	Yes	N/A	N/A	N/A	N/A	N/A	
3 Authorization to fill vacant positions or changes to existing Positions	Offer Letter	N/A	Yes	Yes	N/A	N/A	N/A	N/A	N/A	
4 Authorization of Training Request prior to registration or travel bookings	Training Request Form	N/A	Greater than \$50,000 or for any amount for training outside of the Province of BC	Up to \$50,000 - Training within Province of BC	Up to \$10,000 - Training in the Province of BC	Up to \$10,000 - Training in the Province of BC	Up to \$10,000 - Training in the Province of BC	Up to \$10,000 - Training within the Province of BC		
5 Authorization of Travel and Expense reimbursements	Expense Form	N/A	Greater than \$50,000 or for any amount for travel outside of the Province of BC	Up to \$50,000 - Travel within Province of BC	Up to \$10,000 - Travel within Province of BC	Up to \$10,000 - Travel within Province of BC	Up to \$10,000 - Travel within Province of BC	Up to \$10,000 - Travel within Province of BC	N/A	
6 Authority to sign Grant Agreements or Memorandum of Understanding with external parties	Contract	N/A	Greater than \$100,000	Up to \$100,000	Up to \$25,000	N/A	N/A	N/A	N/A	
7 Authority to sign Contracts with external parties with no monetary implications	Contract	N/A	Within area of accountability	Within area of accountability	Within area of accountability	Within area of accountability	Within area of accountability	Within area of accountability	N/A	
8 Authority to sign Project Charter	Contract	N/A	Greater than \$100,000	Up to \$10,000	Up to \$10,000	Up to \$5,000	Up to \$5,000	N/A	N/A	
9 Authority to sign Legal Services requests	Legal Services Request	N/A	Greater than \$100,000	Up to \$100,000	Up to \$25,000	Up to \$10,000	Up to \$10,000	Up to \$5,000	N/A	
10 Authority to sign Lease/Rental Agreements	Agreement	N/A	Greater than \$100,000	Up to \$100,000	N/A	N/A	N/A	N/A	N/A	
11 Authority to release LTC project funds from the LTC Project Reserve Fund	Agreement	Greater than \$20,000	Up to \$20,000	Up to \$20,000	N/A	N/A	N/A	N/A	N/A	