



File No.: Gabriola 2023_OCP Review

DATE OF MEETING: October 9, 2025

TO: Gabriola Island Local Trust Committee

FROM: Narissa Chadwick, Senior Planner
Local Planning Services

COPY: Renee Jamurat, Regional Planning Manager

SUBJECT: Gabriola OCP Review – Business Case

RECOMMENDATION

1. **That the Gabriola Island Local Trust Committee endorse the attached 2026 – 2027 Business Case and that staff forward the business case to the relevant committees and to Trust Council.**

REPORT SUMMARY

The report attaches a draft business case for the allocation of funding and staff resources for the continuation and anticipated completion of the OCP/LUB Review Project for the next fiscal year.

DISCUSSION

As a Major Project, Trust Council must approve a business case. Attached is a draft business case for LTC review and consideration. The LTC may approve as presented, amend the business case and approve, or defer consideration. If approved, the next step would be to forward the business case to Regional Planning Committee (RPC) and Financial Planning Committee (FPC) for review and forwarding to Trust Council. If approved, the project would continue April 2026 through March 2027 (Phases 3&4).

Business Case

A budget of \$35,000 is proposed to support the following:

- Continuing First Nations engagement: \$25,000 for Archaeological Overview Assessment (AOA)
- Public Engagement and communications - \$6,000
- Legal review & contingency - \$4,000
- Draft OCP Bylaw Referrals
- DPA prioritization
- OCP bylaw readings
- Phase 3: LUB amendment drafting and bylaw readings
- DAI bylaw

Note that the AOA has been identified as a necessary step by the Snuneymuxw First Nation staff to better understand the location of significant cultural sites. This will help to inform potential development permit area, heritage protection area and/or other considerations related to the siting of new developments. The amount proposed is an estimate to be further examined.

Rationale for Recommendation

The endorsement of the business case will support the continued momentum of the project towards completion.

ALTERNATIVES

The LTC may consider the following alternatives to the staff recommendation:

1. Request further information

The LTC may request further information prior to making a decision.

That the Gabriola Island Local Trust Committee request that staff report back to a future meeting with...

2. Request changes to the business case

The LTC may choose to request changes to the business case. In this case the LTC will need to provide clear direction to staff.

That the Gabriola Island Local Trust Committee request staff make the following changes to the business case.....

NEXT STEPS

If the LTC provides direction, staff will forward the Business Case for review and approval.

Submitted By:	Narissa Chadwick, RPP MCIP, Island Planner	October 1, 2025
Concurrence:	Renée Jamurat, RPP MCIP, Regional Planning Manager	October 1, 2025

ATTACHMENTS

1. Gabriola OCP/LUB Review Project Draft 2026-27 Business Case



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

Islands Trust

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

TO BE COMPLETED BY INITIATOR

Requested by (Committee or Operational Unit): GABRIOLA LTC	Budget Source (select all that apply): <input type="checkbox"/> Specific Project Funding (select all that apply) <input type="checkbox"/> Third Party Contractors <input checked="" type="checkbox"/> Staff Travel Expense <input checked="" type="checkbox"/> Staff Overtime Expense <input type="checkbox"/> New Staff Member – Temporary for project <input type="checkbox"/> Computer Hardware/Software <input type="checkbox"/> Furniture & Equipment <input type="checkbox"/> Computer Hardware/Software/Supplies <input type="checkbox"/> New Staff Resources (see Staff Costing Tool) <input type="checkbox"/> Permanent <input type="checkbox"/> Temporary Temp Duration: _____ <input checked="" type="checkbox"/> Other: Capacity funding request to First Nation for on-going meetings and participation, mapping, facility rental, engagement meetings and materials, printing, posting and distribution of communication materials.
Department: LPS-Planning Services	
Name of Request: Phase 3 - Gabriola OCP & LUB Review, Major Project (Year 4 of 5 project)	
\$ Value of Request (indicate by fiscal year <u>and</u> total if project is multi-year): 2026-2027: \$35,000 2027-2028: \$25,000 estimate Budget to-date: \$125,000 2023-24, Phase 1 = \$18,000 2024-25, Phase 2 = \$77,000 2025-26, Phase 3 = \$30,000	
Date of Submission to Finance: September 2025	Funding Required for (date range): April 1, 2026-March 31, 2027

TIE TO ISLANDS TRUST GUIDING DOCUMENTS

Trust Council [Strategic Plan 2025-2028](#) contains objectives to:

- Preserve, protect and advocate for forest and terrestrial ecosystems
- To preserve and protect marine ecosystems
- Mitigate and adapt to climate change impacts
- Strengthen Housing Affordability Throughout the Islands Trust Area
- Engage with Indigenous Governing Bodies and Indigenous Peoples on governance, growth management, heritage and ecosystem protection, and climate change

ISSUE/OPPORTUNITY:

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

Fiscal 2026/2027 Phase 3 Completion and Phase 4 \$35,000

With this business case the LTC is seeking the funds to support the completion of Phase 3 as well as Phase 4. Additional engagement related to growth management was added leading to an extension of the Phase 3 timeline into the 2026/27 fiscal year.

Phase 3 Completion OCP Drafting and Readings \$6,000

- Public Engagement on growth management
- OCP Drafting
- DPA prioritization (analysis and discussion)
- OCP first reading
- Legal review as needed

Phase 4 - Fiscal 2026/2027 LUB Drafting, Development Approval Information (DAI) Bylaw and Archeological Overview Assessment (AOA) \$25,000

- OCP approval
- Drafting and approval of LUB
- Community engagement related to LUB
- Drafting and approval of DAI Bylaw
- First Nations consultation including an Archeological Overview Assessment (AOA) to provide information on location of archeological sites to help inform the development of a Heritage Conservation Area (HCA) for the protection of Indigenous cultural heritage.
- OCP/LUB Process audit (done by staff) – to provide options and recommendation for other OCP/LUB reviews across the Islands Trust Area

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

- **First Nations Reconciliation** – Snuneymuxw First Nation staff have indicated interest in a heritage conservation area to protect indigenous cultural heritage on Gabriola Island. In order to move forward an AOA is needed. A model FN engagement process is being created as IT staff work closely with SFN staff to develop the process together.
- **Affordable and attainable housing** – Housing is prioritized.
- **Preservation of ecosystems both terrestrial and marine** – A number of criteria related to the protection and preservation of the environment are used to provide options for moving growth potential away from less suitable to more suitable areas. The project also includes a review of current, and prioritization of new, DPAs.
- **Advancing the Freshwater Sustainability Strategy** – The project will integrate the freshwater footprint work that was done in Phase 2 to help determine suitable areas for additional dwellings.
- **Creation of model engagement process** – An engagement process that can be repeated on other islands is being developed. Aspects of this process have already been used for Denman and Salt Spring projects.

PROJECTED RESULTS/DELIVERABLES:

Phases 3 & 4 Fiscal 2026/27 \$35,000 – DPA prioritization, OCP completion and Initiation of LUB review:

- Continuing First Nations engagement: \$25,000 for Archaeological Overview Assessment (AOA)
- Public Engagement and communications - \$6,000
- Legal review & contingency - \$4,000
- Draft OCP Bylaw Referrals
- DPA prioritization
- OCP bylaw readings
- Phase 3: LUB amendment drafting and bylaw readings
- DAI bylaw

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

Future Phase:

Phase 5 – Fiscal 2027/28 Implementation Plan and DPA Mapping \$25,000 estimate

- Creation of a Gabriola Vision Implementation Plan (to include items within and outside of Islands Trust Jurisdiction)
- Vision Implementation Plan to involve First Nations and other agencies (community organizations, province, regional district etc.) in development of a Gabriola Vision Implementation Plan
- DPA mapping for priority DPAs

Previous Phases:

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

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

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

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

Phase 3 - Fiscal 2025/2026 OCP Drafting \$30,000

- First Nation consultation
- Reimagining Growth – Engagement on issues relate to density
- Refining draft bylaw language based on community feedback
- First Reading of Bylaw

RISK ASSESSMENT:

Factors potentially affecting the timing of project deliverables:

- Regional Planning Team (RPT) capacity to manage the project in 2026/2027.
- Capacity and available expertise to support mapping, data needs, communications within the budget.

Financial implications:

- Staff travel and overtime expenses.
- Legal review may cost more than estimate.

Resource requirements:

- RPT has allocated time to the continuation of this project in anticipation of budget approval.
- Overall staff resourcing from the RPT to complete all major projects is limited and may not be able to accommodate any extensions to project timeline and work scope.
- Overtime hours are anticipated.

ALTERNATIVES CONSIDERED:

Option 1: Proceed no further. Staff time and funding are not allocated to the project. Under this alternative the project does not complete OCP bylaw drafting, DPA mapping, does not proceed to bylaw readings. And LUB bylaw review is not initiated.

Option 2: Proceed as a Minor Project. Should funding not be provided, the LTC may consider completing the work as a sequence of 'minor projects' with reduced scope, budget and deliverables. Anticipated scope would be limited to bylaw writing and review with limited community engagement. As a minor project, staff support would be limited to Island Planner leading to extended timelines.

Option 3: Reduced funding. This will limit the project scope of work and deliverables such as completion of an archaeological overview assessment, engagement and communications.

CRITICAL SUCCESS FACTORS:

- Allocation of planning services staff time (Regional Planning Team and Island Planner support)
- First Nations engagement leading to support of FN interests
- The project would be considered successfully completed if the OCP Bylaw is adopted. Success could be measured over the longer term through measurables such as improved relations with First Nations, updated policy and regulatory bylaws to address First Nation interests and concerns, creation of model policies and model process of updating their LUBs for OCP consistency.

RECOMMENDED OPTION:

The present funding request is for \$35,000 for fiscal 2026/27 to allow the Gabriola Island OCP-LUB project to complete Phase 3 and progress through Phase 4.

COST/BENEFIT ANALYSIS:

Quantitative Analysis:

\$35,000 for fiscal 2026/27 for Phase 3-4

- \$25,000 - First Nations Consultation + AOA
- \$6,000 – Community Engagement and Communications
- \$4,000 – [Legal Review & Contingency](#)

Qualitative Analysis:

- If no action is taken the preservation and protection of Gabriola Island groundwater resources, forests, shorelines and indigenous heritage will be at risk.
- Housing affordability and attainability will not be effectively addressed
- The trust that has been building between Snuneymuxw First Nation and the Islands Trust will be challenged and the process of engagement will be undermined.

PURCHASING PROCEDURE:

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

PROPOSED IMPLEMENTATION STRATEGY:

Deliverable/Milestone	Date
Phase 3 - Public Review of draft OCP bylaws/referrals	March 2026 – May 2026
Phase 3 – AOA (results to inform HPA as part of OCP)	March 2026- May 2026
Phase 4 - LUB review and DAI Bylaw will be initiated	March 2026
Phase 3 Milestone - Second/Third Reading OCP/PH	June- Sept 2026
Phase 4 – LUB Drafting	March – June 2026
Phase 4 – Public Engagement on LUB	June – September 2026
Phase 4 Milestone – DAI bylaw	September 2026 – Feb 2027
Phase 4 Milestone – First reading LUB	Sept/Oct 2026

STAFF RESOURCING:

- 450 hours Regional Planning Team Project Manager
- Up to 200 hours LTC Planner Support
- 20 hours GIS - Mapping
- Up to 50 hours Administrative Support *subject to other approved major projects
- 150 hours Communications Specialist
- Up to 20 hours Regional Planning Manager
- Overtime is expected for Planner and Administration staff hours.
- Overall staff resourcing from the RPT to complete all major projects is limited and may not be able to accommodate any extensions to project timeline and work scope.
- It is anticipated that staff resources to support RPT projects from the existing staff allocation is feasible, however in a limited capacity.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

- Significant engagement with the Snuneymuxw First Nation (SFN) will strengthen this project. IT staff are working very closely with SFN staff.

Requested by: Gabriola Island Local Trust Committee

Prepared by: Narissa Chadwick, Island Planner / October 1, 2025

Reviewed by: Renée Jamurat, Regional Planning Manager / October 1, 2025