



DATE OF MEETING: July 22, 2021

TO: Gambier Island Local Trust Committee

FROM: Marnie Eggen, Island Planner
Northern Team

COPY: Heather Kauer, Regional Planning Manager

SUBJECT: Gambier Island Official Community Plan and Land Use Bylaw Targeted Review

RECOMMENDATION

1. That the Gambier Island Local Trust Committee endorse the ‘Terms of Reference’ dated July 2021 for the ‘Gambier Island Official Community Plan and Land Use Bylaw Targeted Review’ and request staff to solicit expressions of interest for volunteer members from the following:
 - a. Skwxwú7mesh (Squamish) Nation
 - b. səliłwətaʔt (Tsleil-waututh) Nation
 - c. xʷməθkʷəy̓əm (Musqueam) Indian Band
 - d. Gambier Island Conservancy
 - e. Gambier Island Community Association
 - f. Community members at large

REPORT SUMMARY

The purpose of this report is to recommend establishing a working group to help guide the review project and to introduce the outlines for the proposed discussion papers.

BACKGROUND

The LTC passed the following resolutions at their May 27, 2021 business meeting:

GM-2021-034

It was MOVED and SECONDED

that the Gambier Island Local Trust Committee adjust the Project Charter by editing the title to say “Gambier Island Official Community Plan Land Use Bylaw Targeted Review Project Charter”.

CARRIED

GM-2021-035

It was MOVED and SECONDED

that the Gambier Island Local Trust Committee adjust the objectives of the Gambier Island Official Community Plan Land Use Bylaw Targeted Review Project Charter to delete bullet “New Brighton dock” and add “Public docks”.

CARRIED

GM-2021-036

It was MOVED and SECONDED

that the Gambier Island Local Trust Committee amend “In Scope” by removing the second bullet and replacing it with “Land Use Bylaw amendments”.

CARRIED

GM-2021-037

It was MOVED and SECONDED

that the Gambier Island Local Trust Committee amend the “Out of Scope” by removing bullet 1 “Land Use Bylaw amendments” in the Gambier Island Official Community Plan Land Use Bylaw Targeted Review Project Charter.

CARRIED

GM-2021-038

It was MOVED and SECONDED

that the Gambier Island Local Trust Committee endorse the Gambier Island Official Community Plan Land Use Bylaw Targeted Review Project Charter, as amended, dated May 27, 2021.

CARRIED

The amended and endorsed Project Charter is found in Attachment 3. Previous staff reports and background information for this project are found on the LTC Projects [webpage](#).

ANALYSIS

Issues and Opportunities

Discussion Paper Outlines

Draft discussion paper outlines are prepared for the targeted topic areas for the review project: shoreline protection, forest ecosystem protection, archaeological and cultural protection, and public docks. The outlines are found in Attachment 1. The outlines provide the basic framework of each discussion paper and may change or shift as information is reviewed and as each paper is fully developed.

Working Group and Draft Terms of Reference

A draft ‘Terms of Reference’ (TOR) is prepared and found in Attachment 2 should the LTC choose to advance the staff recommendation to solicit community representation with specified terms and scope of work for the members for the duration of the project.

The main focus of the Working Group will be to provide input on the eventual engagement and communications plan and to assist with its implementation, including member participation in consultation events. As such, staff suggest that important attributes for the membership of the Working Group be a focused interest in community engagement and communications in addition to an interest in the targeted topic areas of the project.

Staff recommend a maximum of six members and that additional seats on the working group be reserved for participation from local First Nations. Invitations to participate should be sent to Sk̓w̓x̓w̓ú7mesh (Squamish) Nation, sə́ilwətaʔt̓ (Tseil-waututh) Nation, and x̓m̓əθk̓ʷəy̓əm (Musqueam) Indian Band. Invitations for expressions of interest to be appointed to the working group should be sent to the Gambier Island Conservancy, Gambier Island Community Association, and the community at large. Staff request the LTC to advise of any other interest group(s) that should be included. For members at large, invitations should be sent out by direct mailout and/or via Trustee communication channels.

Project Progress

In addition to developing the discussion paper outlines and draft Terms of Reference for the Working Group, staff are undertaking the following:

- Proceeding with the process to retain a consultant to support the development of the engagement and communications plan.
- Proceeding with early engagement with First Nations.
- Preparing a budget request for next fiscal.
- Reviewing internal and external resources/data/mapping for each of the targeted topic areas.

Rationale for Recommendation

Staff recommend endorsement of the Terms of Reference and the establishment of a working group in order to support advancement of Phase 1 of this project. The recommendation is included on Page 1 of the report.

ALTERNATIVES

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

1. Change or expand the list of community/interest groups and request expressions of interest for a Working Group

The LTC may wish to identify other/additional community/interest groups that should be represented on a newly established working group and can add to or delete from the recommended resolution on Page 1 of the report as necessary.

2. Amend the draft Terms of Reference for the Working Group

The LTC may wish to modify the draft TOR and specify additional responsibilities, timelines or deliverables. In this case the recommended resolution on Page 1 of the report should include the words “as amended” and the meeting minutes can reflect the desired changes endorsed by the LTC.

3. Amend the draft Discussion Paper outlines

The LTC may wish to modify the draft discussion paper outlines. In this case, staff recommend the following resolution wording:

That the Gambier Island Local Trust Committee request staff to amend the discussion paper outline on the topic of [insert discussion paper topic] by [insert addition/deletion/modification].

NEXT STEPS

If the LTC concurs with the recommendation, staff will send out invitations to First Nations, community groups, and the community at large. The LTC can consider appointments during a closed session of the next regularly scheduled business meeting on September 30, 2021. Staff will also continue on with developing the discussion papers, retaining a consultant and preparing a budget request for next fiscal.

Submitted By:	Marnie Eggen, RPP, MCIP Island Planner	July 12, 2021
Concurrence:	Heather Kauer, MPA, RPP, MCIP, AICP Regional Planning Manager	July 13, 2021

ATTACHMENTS

1. Discussion Paper Outlines – Archaeological and Cultural Heritage Protection, Shoreline Protection, Forest Ecosystem Protection, Ensuring Access to Public Docks
2. Draft Terms of Reference – Gambier Island OCP-LUB Review Working Group
3. Project Charter, amendment and endorsed May 27, 2021

Attachment 1: Discussion Paper Outlines

Archaeological and Cultural Heritage Discussion Paper Outline

List of Figures

Summary

1. Introduction

2. Gambier Island’s Archaeological and Cultural Heritage

3. Policy and Regulatory Framework for Heritage Protection Strategies

 3.1. First Nation role

 3.2. Provincial role

 3.3. Islands Trust/LTC jurisdiction & limitations

4. External Guiding Documents for Heritage Protection Strategies

 4.1. British Columbia Archaeological Resource Management Handbook

 4.2. Heritage Conservation Tools: Resource Guides from Heritage BC

5. Islands Trust Policy, Initiatives & Plans

 5.1. Islands Trust Policy Statement

 5.2. Strategic Plan 2018 – 2022

 5.3. Reconciliation Action Plan 2019 – 2022

 5.4. Regional Planning Committee Heritage Protection work

6. Local Trust Committee Policies and Regulation

 6.1. Gambier Island Official Community Plan

 6.2. Gambier Island Land Use Bylaw

 6.3. Other Local Trust Area Policies and Regulations

7. Options

 7.1. Heritage Conservation Areas

 7.2. Enhancing Policy and/or Land Use Bylaw Regulations

 7.3. Recognising Heritage Areas on Crown Land

8. Conclusion

9. Appendix 1 – Islands Trust Policy Statement Policies

10. Appendix 2 – Gambier Island OCP Policies

11. Appendix 3 – Gambier Island LUB Regulations

12. Appendix 4 – etc.

Attachment 1: Discussion Paper Outlines

Shoreline Protection Discussion Paper Outline

List of Figures

Summary

1. Introduction

2. Gambier Island’s Shoreline

 2.1. Heritage and cultural values

 2.2. Natural assets.....

3. Policy and Regulatory Framework for Shoreline Protection Strategies

 3.1. First Nation role

 3.2. Federal role

 3.3. Provincial role

 3.4. Islands Trust/LTC authority & limitations

4. Guidelines for Shoreline Protection Strategies

 4.1. Greenshores Principles

 4.2. Mitigation and Adaptation to Sea Level Rise

5. Islands Trust Policy, Initiatives & Plans.....

 5.1. Islands Trust Policy Statement.....

 5.2. Strategic Plan 2018 – 2022

 5.3. Islands Trust Conservancy Regional Conservation Plan 2018 - 2027.....

 5.4. Protecting the Coastal Douglas-fir and Associated Ecosystems: Islands Trust Toolkit.....

 5.5. Regional Planning Committee Shoreline Project

 5.6. Trust Wide Stewardship Education.....

6. Local Trust Committee Policies, Regulation & Stewardship Education.....

 6.1. Gambier Island Official Community Plan

 6.2. Gambier Island Land Use Bylaw.....

 6.3. Gambier LTC 2015 Stewardship Education.....

 6.4. Other Local Trust Area work

7. Options for Shoreline Protection Strategies.....

 7.1. Shoreline Development Permit Area

 7.2. Heritage Conservation Areas

 7.3. Flood Protection Bylaw

 7.4. Development Approval Information Bylaw

 7.5. Enhancing Policy and/or Land Use Bylaw Regulations

 7.6. Stewardship Education, Advocacy, Partnerships.....

8. Conclusion.....

Attachment 1: Discussion Paper Outlines

- 9. Appendix 1 – Islands Trust Policy Statement Policies.....
- 10. Appendix 2 – Gambier Island OCP Policies
- 11. Appendix 3 – Gambier Island LUB Regulations.....
- 12. Appendix 4 – etc.

Attachment 1: Discussion Paper Outlines

Forest Ecosystem Protection Discussion Paper Outline

List of Figures

Summary

1. Introduction

2. Gambier Island’s Forest Ecosystems.....

 2.1. Heritage and cultural values

 2.2. Natural assets.....

 2.3. Threats

3. Policy and Regulatory Framework for Forest Ecosystem Protection Strategies

 3.1. First Nation role

 3.2. Provincial role

 3.3. Islands Trust/LTC authority & limitations

4. Guidelines for Forest Ecosystem Protection Strategies

 4.1. Coastal Douglas-fir & Associated Ecosystems Conservation Strategy 2021

 4.2. Conservation Planning in Coastal Douglas-fir Ecosystems: A Quick Guide for Local Government

5. Islands Trust Policy, Initiatives & Plans.....

 5.1. Islands Trust Policy Statement.....

 5.2. Strategic Plan 2018 – 2022

 5.3. Islands Trust Conservancy Regional Conservation Plan 2018 - 2027.....

 5.4. Protecting the Coastal Douglas-fir and Associated Ecosystems: Islands Trust Toolkit.....

 5.5. Trust Wide Stewardship Education & Advocacy.....

6. Local Trust Committee Policies, Regulation & Stewardship Education.....

 6.1. Gambier Island Official Community Plan

 6.2. Gambier Island Land Use Bylaw.....

 6.3. Gambier Local Trust Committee Stewardship Education & Advocacy

 6.4. Other Local Trust Area work

7. Options for Forest Ecosystem Protection Strategies.....

 7.1. Development Permit Area

 7.2. Development Approval Information Bylaw

 7.3. Enhancing Policy and/or Land Use Bylaw Regulations

 7.4. Stewardship Education, Advocacy, Partnerships.....

8. Conclusion.....

9. Appendix 1 – Islands Trust Policy Statement Policies.....

10. Appendix 2 – Gambier Island OCP Policies

11. Appendix 3 – Gambier Island LUB Regulations.....

Attachment 1: Discussion Paper Outlines

12. Appendix 4 – etc.

Attachment 1: Discussion Paper Outlines

Ensuring Access to Public Docks Discussion Paper Outline

List of Figures

Summary

1. Introduction

2. Gambier Island’s Public Docks

 2.1. Halkett Bay

 2.2. Port Graves.....

 2.3. West Bay

 2.4. Gambier Harbour

 2.5. New Brighton

3. Policy and Regulatory Framework for Ensuring Access to Public Docks.....

 3.1. First Nation role

 3.2. Federal role

 3.3. Provincial role

 3.4. Regional District role and interests.....

 3.5. Islands Trust/LTC authority & limitations

4. Islands Trust Policy, Initiatives & Plans

 4.1. Islands Trust Policy Statement.....

 4.2. Strategic Plan 2018 – 2022

5. Local Trust Committee Policies, Regulation & Advocacy.....

 5.1. Gambier Island Official Community Plan

 5.2. Gambier Island Land Use Bylaw.....

 5.3. Other Local Trust Area work

6. Options to Ensure Access to Public Docks on Gambier Island.....

 6.1. Policy & Regulatory Changes

 6.2. Advocacy

 6.3. Other

7. Conclusion.....

8. Appendix 1 – Islands Trust Policy Statement Policies.....

9. Appendix 2 – Gambier Island OCP Policies

10. Appendix 3 – Gambier Island LUB Regulations.....

11. Appendix 4 – etc.



Gambier Island OCP-LUB Targeted Review – Working Group
DRAFT Terms of Reference
July 2021

This Terms of Reference (TOR) will guide the Gambier Island Official Community Plan & Land Use Bylaw Targeted Review Working Group (Working Group) in their role to advise the Gambier Island Local Trust Committee (LTC) on matters related to the ‘Gambier Island Official Community Plan & Land Use Bylaw Targeted Review’ (Bylaw Review Project).

1. Purpose

The Working Group is a select committee of six volunteers serving for a term of two years, advising the LTC on matters specific to the Gambier Island Official Community Plan & Land Use Bylaw Targeted Review.

The Working Group will meet and work with the Islands Trust Planning Staff and contractor(s) to:

- a) Review discussion papers on the topics of shoreline protection, forest ecosystem protection, archaeological and cultural heritage protection, and access to public docks.
- b) Provide advice and recommendations during the development of an engagement and communications plan for the Bylaw Review Project, informing on the engagement approaches and communication techniques to be used during Phase 2: Consultation and Bylaw Development and Phase 3: Legislative Process and Implementation, consistent with the Bylaw Review Project Charter.
- c) Assist with the implementation of the engagement and communications plan.
- d) Participate in LTC sponsored community consultation events on emerging issues in shoreline/forest ecosystem/archaeological and cultural heritage protection and access to public docks.

2. Work Plan Overview

- a) **Summer/Fall 2021 Inaugural meeting of the Working Group** - Member introductions and background presentation/orientation by Islands Trust staff. Develop understanding of tasks, terms of reference for the work and the culture of the engagement for achieving goals. Establish a meeting schedule to achieve work plan goals.
- b) **Working Group Meeting #2 - #4** – Review discussion papers. Provide input on the engagement and communications plan to guide public consultation and communications during Phase 2 and 3 of the Bylaw Review Project.
- c) **Subsequent Working Group Meetings** – to be determined (minimum of 4 per year) as referred by the Gambier Island Local Trust Committee.

3. Membership and Quorum

The LTC shall appoint a maximum of six members to the Working Group, with representation from Gambier Island Conservancy, Gambier Island Community Association, and community members at large. Three additional seats on the Working Group shall be reserved for participation from

Skwxwú7mesh (Squamish) Nation, səilwətaʔt (Tseil-waututh) Nation, xʷməθkʷəy̓əm (Musqueam) Indian Band representatives (or their alternates). Islands Trust planning staff shall assist with meeting scheduling, agenda preparation, meeting summaries to the LTC and technical support as necessary.

Quorum for a meeting shall be 50% of the appointed members.

4. Culture of Engagement

The Working Group will engage with one another in the following ways:

- a) Acknowledge the Traditional Territories within which the meetings are held.
- b) Demonstrate respect for Indigenous protocol as individuals and as a group, pursuant to the Islands Trust First Nations Engagement Principles Policy.
- c) Communication will be open, honest, transparent and unemotional. The Working Group will be comfortable and willing to discuss potentially sensitive topics.
- d) Work collaboratively to reach common goals, be open to new perspectives and seek to share information and beliefs in an environment of trust.
- e) Listen to each other to ensure that everyone has an opportunity to speak.
- f) Arrive and depart at each meeting at ease.

END OF DOCUMENT

Gambier Island OCP and LUB Targeted Review Project Charter

Gambier Island Local Trust Committee

Date: May 27, 2021

Purpose: To conduct a review of the Gambier Island Official Community Plan policies pertaining to forest protection, conservation of the Douglas-fir and associated ecosystems, protection of archaeological and cultural sites, shoreline protection and marine designations across the Plan area.

Background: The LTC identified this project as a Top Priority in February 2015. The project was put on hold in 2018 and recommenced in 2021.

Objectives

- Amend the Gambier OCP with regards to:
 - First Nations Perspectives;
 - Archaeological and cultural site protection;
 - Forest Ecosystem Protection;
 - Shoreline Protection;
 - Public docks;
 - Technical amendments.
- Develop the style and structure of the OCP document as an Islands Trust model.

In Scope

- Amendments to the OCP that include:
 - Language and policies that reflect First Nations perspectives;
 - Policy and schedule updates regarding land and marine use designations, including new or amended use designations;
 - Development Permit Areas to protect forests and shorelines;
 - Heritage Conservation Areas to protect archaeological and cultural sites;
 - Advocacy policies;
 - Technical amendments;
 - Developing a pilot model OCP bylaw in terms of style and structure.
- LUB amendments.

Out of Scope

- OCP amendments regarding:
 - Economic development;
 - Services for island residents;
 - Private institutional policies;
 - Parks and trails.

Work Plan Overview

Phase 1: Project Initiation	Date
LTC endorses project charter	May 27 2021
Planning research & information gathering (early engagement with First Nations, discussion paper prep, community outreach)	Spring - Summer 2021
Formation of an OCP Working Group & development of Terms of Reference	June - July 2021
Retain a consultant to support engagement plan development	Spring – Summer 2021
Development of discussion papers	Summer - Fall 2021
Analysis of data/mapping for priority setting & develop criteria to identify target areas	July 2021 – Spring 2022
Development of Engagement and Communications Plan	Fall - Winter 2021/2022
Phase 2: Consultation and Bylaw Development	Date
Retain a consultant to provide limited support to the engagement plan implementation	Early 2022
Analysis of data/mapping for priority setting & develop criteria to identify target areas – cont.	July 2021 – Spring 2022
First Nation, stakeholder and public engagement as per Plan	Spring - Fall 2022
Develop draft bylaws	Summer - Fall 2022
Phase 3: Legislative Process and Implementation	Date
First Nation, stakeholder and public engagement as per Plan – cont.	2022 - 2023
Bylaw readings, public hearing, approvals, adoption	2022 - 2023
Bylaw consolidation, post bylaw adoption communications	2023

Project Team	
Island Planner	Project Manager
Regional Planning Manager	Project Sponsor
Island Planner/Planner 2	Planning & technical support (limited)
Senior Intergovernmental Policy Advisor	First Nation liaison support
GIS Technician	Mapping support
TAS Program Coordinator/Communications	TAS coordination/Communications support (limited availability)
ITC Ecosystem Specialist	Protection/conservation planning support (limited availability)
Senior Freshwater Specialist	Watershed ecology support (limited availability)
Consultant(s)	Public engagement support, potentially mapping/data development
OAA, PTA, LC	Admin support
RPM Approval: Heather Kauer Date: 2021-07-13	LTC Endorsement: Resolution #: GM-021-038 Date: 2021-05-27

Budget		
Budget Sources:		
2021-22: GM LTC OCP: \$4,000.00; RPC OCP: \$8,500.00; First Nations: \$2000.00*		
2022-23: GM LTC OCP: \$15,000*; First Nations: \$2000.00*		
2023-24: GM LTC OCP: \$10,000*; First Nations: \$2000.00* *pending		
Fiscal	Item	Cost
2021-2022	Phase 1: Project Initiation	
	• First Nation engagement	2,000.00
	• Development of Engagement & Communications Plan	6,000.00
2021-2022	• Analysis of data and mapping for priority setting & developing criteria to identify target areas	3,000.00
	Phase 2: Consultation and Bylaw Development	
	• Undertake Engagement & Communications Plan	12,000.00
2022-2023	• Analysis of data and mapping for priority setting & developing criteria to identify target areas	2,000.00
	• First Nation engagement	2,000.00
	Phase 3: Legislative Process	
2022-2023	• Engagement, referrals	5,000.00
	• Legal review	3,000.00
	• In-person public hearing	3,000.00
	• Bylaw amendment communications	2,000.00
	Total	40,000.00