



MEMORANDUM

File No.: Gambier Island OCP and LUB
Targeted Review Project

DATE OF MEETING: September 1, 2022
TO: Gambier Island Local Trust Committee
FROM: Marlis McCargar, Island Planner
Northern Team
COPY: Heather Kauer, Regional Planning Manager
SUBJECT: Gambier Island OCP and LUB Targeted Review Project

PURPOSE

The purpose of this memo is to update the Gambier Island Local Trust Committee (LTC) on progress to date with Gambier Island OCP and LUB Targeted Review Project, to introduce two of the discussion papers, to introduce the Community Engagement Plan and to outline the next steps.

BACKGROUND

The LTC passed the following resolutions at their March 31, 2022 business meeting:

GM-2022-018

It was **MOVED** and **SECONDED**

that the Gambier Island Local Trust Committee endorse the Gambier Island Official Community Plan and Land Use Bylaw Targeted Review Project Charter, dated October 14, 2021, as amended.

CARRIED

GM-2022-019

It was **MOVED** and **SECONDED**

that the Gambier Island Local Trust Committee endorse the project framework and graphic.

CARRIED

Previous staff reports and background information for this project are found on the LTC Projects [webpage](#).

PROJECT UPDATE

The request for proposal process to hire a consultant to lead this project concluded at the end of June. The contract was awarded to Bayshore Planning Services Inc. Over the summer months, the consultant has undertaken the following work to advance this project:

- attended a project kick-off meeting with Islands Trust staff;
- completed a comprehensive review of relevant reports, discussion papers, policies, bylaws, regulations, and standards to identify policy and regulatory gaps and needed updates within topic areas;
- developed the Community Engagement Plan;
- developed a brochure for a mail out;
- scheduled a Working Group meeting for August 22, 2022; and
- scheduled two community engagement sessions for September 1, 2022 (in-person) and September 14, 2022 (online).

Community Engagement Plan

In conjunction with staff and the Working Group, the consultants developed a Summary Engagement Plan document and a Community Engagement Plan (attachments 1 and 2) to guide engagement activities with the community. Engagement tools will include:

- in-person and online community meetings;
- community mail out with information and important dates regarding the OCP/LUB review process;
- online survey; and
- online meetings with the Gambier Island OCP/LUB Targeted Review Working Group.

Community Mail Out

Information about the OCP/LUB Targeted Review Project was sent by direct mail out to 843 properties on Gambier Island on August 10, 2022. The mail out (attachment 3) provided information on the OCP/LUB targeted review process as well as information on how community members can get involved with the project. It included the dates for the engagement sessions and a QR code to access the survey when it becomes live at the end of August 2022.

Public Engagement Sessions

There will be two community engagement sessions:

- September 1, 2022 at the Gambier Island Community Hall from 3:30-6:00pm
- September 14, 2022 held online from 6:00-8:00pm.

The goal of these meetings will be to discuss information on the key topic areas and to facilitate key questions from the community. Both sessions will be conducted in the same format.

Gambier Island OCP/LUB Targeted Review Working Group

The Working Group meeting scheduled for August 22, 2022 will be based around an introduction to the online community survey and an introduction to the supporting documentation (e.g. Discussion Papers). The group will have the opportunity to provide feedback on the survey questions and test the functionality of the survey. They will also have the opportunity to provide feedback on the discussion papers and any other aspects of the project that are ongoing. There will be two additional Working Group meetings scheduled following in September and October.

Discussion Papers

Staff have been undertaking a review of current LUB regulations and OCP policies on Gambier Island and other Local Trust Area regulations and policies related to shoreline protection and forest ecosystem protection. The

goal of this review is to analyse what opportunities may exist for regulatory and/or policy changes that could potentially provide increased shoreline and forest ecosystem protection on Gambier Island.

As a means for providing baseline information to the LTC and the Gambier Island OCP/LUB Targeted Review Working Group with respect to shoreline and forest ecosystem protection regulations and policies on Gambier Island, the attached discussion papers include:

- A summary of relevant Islands Trust Policy Statement directive policies;
- A summary of relevant Gambier Island Official Community Plan (OCP) policies;
- A description of current regulations in the Gambier Island Land Use Bylaw (LUB);
- A summary of relevant regulations in other Local Trust Area land use bylaws; and,
- A brief outline of potential options for regulatory and/or policy changes that could help to protect the shoreline on Gambier Island. Note: options for regulatory and/or policy changes regarding forest ecosystem protection have not yet been compiled, as of the date on this report.

First Nation Engagement

A staff-to-staff meeting to discuss the project was in the process of being set-up with Skwxwú7mesh (Squamish) Nation by Islands Trust Senior Intergovernmental Policy Advisor, but that was delayed due to staff turnover. However, on May 20, 2022 staff received a response from Skwxwú7mesh (Squamish) Nation. They suggested creating a working group between staff and two Squamish Nation managers for quarterly meetings regarding this project. We have not been able to connect to set a dates for the quarterly meetings, but staff will update once meeting dates are established.

NEXT STEPS

Staff will continue to work with the consultant to implement the Community Engagement Plan over the next months. Staff will meet with Gambier Island Targeted Review Project Working Group to discuss regulatory options presented in the discussion papers and to provide feedback on the community survey questions. Staff will continue to try and set up quarterly meetings with Skwxwú7mesh (Squamish) Nation.

Submitted By:	Marlis McCargar Island Planner	August 18, 2022
Concurrence:	Heather Kauer, RPP, MCIP, AICP Regional Planning Manager	August 22, 2022

ATTACHMENTS

1. Summary Engagement Plan
2. Gambier Island OCP/LUB Targeted Review Project Community Engagement Plan
3. Community Mail Out Brochure
4. Shoreline Protection Discussion Paper
5. Forest Ecosystem Discussion Paper



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July 25th, 2022

SUMMARY ENGAGEMENT PLAN GAMBIER ISLAND OCP/LUB TARGETED REVIEW PROJECT ISLANDS TRUST

1.0 Review Islands Trust Background Documents

Bayshore Planning Services Inc. has reviewed all the documents, discussion papers, minutes of relevant Islands Trust meetings as well as the current OCP and Land Use Bylaw.

A review of mapping, consideration of other available information (for example, local newspaper articles, past applications that had riparian issues and other reports prepared for the Islands Trust regarding the OCP/LUB project update.

The Consultant Team will develop a Survey and we will engage community groups through the workshops with a Community Workbook that is designed as an educational tool and seeks opinions of community members. It also will discuss the OCP and key topic areas at 2 educational workshops (1 In person + 1 Zoom Workshop).

1.1 Engagement Tools

- One in-person community meeting September 1st and 1 virtual Zoom meeting in mid September to be scheduled. Draft agendas for each meeting will be prepared. The goal for the virtual meetings is to use Community Workbook that will include technical information on the key topic areas. To facilitate discussion key questions will be introduced to be addressed by the community.
- The meetings will be scheduled for 1.5-2.0 hours. Serena Klaver, Jean Porteous and Sharon Horsburgh will facilitate the sessions. Our team will provide technical support, facilitate a break away room if required, and ensure the session is recorded.
- Prepare a mailout that will include a poster with information on the OCP/LUB Review process. This will include a link the survey or QR Code so people can easily access it online.

1.2 Launch Online Survey (Mid-End of August)

The survey will be presented to the Gambier Island Working Group for input. The survey will be distributed through the email list currently accessed through the Local Area Trustee for

Gambier Island. In addition, the link will be on the Islands Trust Gambier Island Project Website page.

1.3 Gambier Island Working Group #1 (Mid-End of August)

Initial engagement will be through email communication until time permits to schedule a virtual meeting. The purpose of engaging with the Working Group is to:

- ensure that the Consultant Team has all the background materials.
- confirm engagement plan details and assist with implementing the plan.
- confirm key issues; and
- encourage participation in the consultation events

1.4 Gambier Island Working Group #2 (October)

The purpose of this meeting is to review the survey findings, feedback from the online workshops and in-person workshop.

This is proposed as a virtual meeting.

1.5 September 1st LTC meeting will provide in person workshop.

The in-person workshop will be hosted as part of the LTC meeting that will be held on Gambier Island Community Hall.

To engage participants the Community Workbook will be printed for use in the workshop.

1.6 Summarize Community Input

A summary of the Community Workshop input will be summarized and documented as to the support or non-support of the four topics and implementation strategies.

1.7 Meet with Gambier Island Working Group #3 (end of October 2022).

After the Consultants' report is prepared, we are proposing a virtual meeting with the Working Group to present the recommendations and discuss the report and the implementation process with the LTC members.

1.8 Report on Workshops and Recommendations for Bylaws

Using the input from the workshops, staff and the Work Group, the Consultant Team will prepare the Consultant Report. This will include the summary of the Workshops and the recommendations for amendments to the OCP and Land Use Bylaws to achieve the recommendations. This report will be provided to Islands Trust on or before Nov. 25, 2022

PUBLIC ENGAGEMENT PLAN		
Timeline	Engagement Tactic	Communication Tactic
July/August	<ul style="list-style-type: none"> -Kick off OCP/LUB Review Process and introduce team. -Engage with Working Group through email. Provide engagement plan and Community Workbook for comment. Schedule a Zoom meeting with Gambier Island Working Group before September 1st. -Use Islands Trust discussion papers as background information. -Introduce purpose of Community Workbook to introduce key topic areas. Prepare Mailout/poster -Schedule Online/In person Workshop 	Online
Week of July 25th	<ul style="list-style-type: none"> -Prepare Email outreach to launch the OCP/LUB Review Process - Prepare Community Workbook to provide educational material and opportunity for comment/ideas. - Include information to clarify OCP/LUB regulations. 	Online
Mid August	<ul style="list-style-type: none"> -Draft Survey will be made available for review. -Host 1st Zoom meeting with the Gambier Island Working Group to provide overview of the OCP/LUB Review Project. -Launch survey. 	Online
September 1st	<ul style="list-style-type: none"> -Host the 1st community meeting in person at the Gambier Island Community Hall. -Use the Community workbook as an in person interactive activity. -Provide overview of Survey and make paper copies available for pick up. 	In person
Mid September	<ul style="list-style-type: none"> -2nd Community meeting that will be facilitated over Zoom. This will be with Community to provide an online educational workshop. 	Online
October	<ul style="list-style-type: none"> -Close survey and prepare results for virtual meeting with the community. Host a 2nd Zoom Virtual Meetings with Gambier Island Working Group. 	Online
November 25th	<ul style="list-style-type: none"> -Presentation to Islands Trust Committee on Policy recommendations for update to the OCP/LUB. 	Online/In person

GAMBIER ISLAND

OCP/LUB Targeted Review Project

Draft Community Engagement Plan



ISLANDS TRUST

JULY 25 2022



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OCP/LUB Targeted Review Project

Draft Community Engagement Plan

1.0 Background

Gambier Island Official Community Plan (OCP) & Land Use Bylaws (LUB) Targeted Review – Public Engagement Framework is modeled after the International Association for Public Participation (IAP2), which incorporates best practices for public engagement. This key elements of IAP2 are designed to comply with statutory requirements set forth in the Local Government Act, and the Islands Trust Policy Statement to provide an open, consultative, and meaningful public participation process.

Bayshore Planning Services was hired in July and has been retained to provide limited support to help build the engagement plan and plan implementation. The consultation timeline will occur between July – November 2022.

2.0 Project Description

The Local Trust Committee identified updating the Gambier Island OCP and LUB targeted review as a Top Priority in February 2015. The project has undergone the first phase and will continue to implement the next two phases over the next two years.

The targeted review for the Gambier Island Official Community Plan policies and Land Use regulations will focus on the following:

- (i) Archaeological and Cultural Heritage Protection
- (ii) Shoreline protection and ensuring access to public docks
- (iii) Forest ecosystem protection
- (iv) OCP/LUB Process

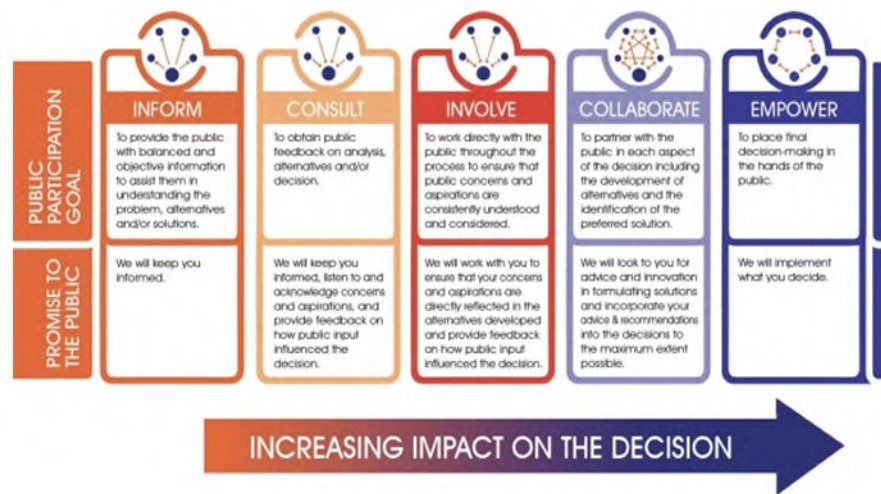
3.0 Values and Principles for Engagement:

- Values and principles are fundamental norms or rules that guide the perspective of an organized group of people, as well as their actions.
- The primary responsibility of the Islands Trust Council is to provide leadership for the preservation, protection and stewardship of the amenities, environment, and resources of the Trust Area.
- When making decisions and exercising judgment, Trust Council will place priority on preserving and a protecting the integrity of the environment and amenities in the Trust Area.
- Trust Council will seek information from a broad range of sources in its decision-making processes, recognizing the importance of local and traditional knowledge in this regard.

- Trust Council believes that to achieve the Islands Trust objective, the rate and scale of growth and development in the Trust Area must be carefully managed and may require limitation.
- Trust Council believes that open, consultative public participation is vital to effective decision making for the Trust Area.

4.0 Purpose of Engagement:

The primary reason for public engagement is to **inform** the Gambier Island Local Trust Committee (LTC) decisions in the planning process. To make an informed decision, the LTC is committed to consulting with the community, to **building** relationships in the community, to **involving** the key interested and affected parties, and to **collaborate** with First Nations. Note: Early and meaningful engagement with Skwxwú7mesh (Squamish) Nation, ɫ əliiŵ ətaʔ (Tsleilwaututh) Nation, xʷməθkʷəy̓əm (Musqueam) Indian Band is separate from the public engagement process.



4.1 Level of Consultation with the Public

Islands Trust staff incorporate the knowledge and frameworks of the International Association for Public Participation’s (IAP2) organization. The current public engagement levels for this project under IAP2 will combine the following:

- Inform
- Consult
- Involve

4.2 Gambier Island’s Working Group

The Working Group (WG) is a volunteer group encompassing part-time and full-time residents of Gambier Island. The Working Group will have a hands-on role in creating and supporting the implementation of engagement activities in the community under the direction of Islands Trust staff and the Local Trust Committee. These meeting are currently not open to the public and will be completed

over Zoom. There are four active members and three additional seats for representatives from Skwxwú7mesh (Squamish) Nation, s̓ əlilw̓ ətaʔt (Tseil-waututh) Nation, xʷməθkʷəy̓əm (Musqueam) Indian Band (or their alternates). New members are encouraged to join the Gambier Island Working Group. Islands Trust planning staff will work to schedule the meetings, prepare agendas, meeting summaries to update the LTC and technical support, as necessary.

4.3 Community Engagement Tools and Techniques

Bayshore Planning Services will work with Working Group, Islands Trust staff and Local Trustee to determine the most appropriate tools and techniques. We have reviewed some techniques in the development of our Engagement Plan.

- Virtual/in-person open houses (e.g., Community workbook, story boards, group discussions, presentations, and/or other interactive activities)
- Virtual/telephonic conversations with Islands Trust planners, volunteer working group members, and/or consultant
- Postering the dock and community gathering areas.
- Post on private facebook groups such as, Gambier Islanders and Fircom area neighbours
- Online survey
- Email to Gambier Islands 600 plus email subscribers on the Gambier Island Local Trust Area list
- Update a project webpage
- Connect with residential areas and meet when they meet (e.g., Sea Ranch AGM)

4.4 Target Audience and Interested and Affected Parties List

Community

- Gambier Fire Equipment Group
- Sunset Estates Community Group
- Gambier Island Conservancy
- Sunset Estates Long Bay
- West Bay Landing community group
- Scotch Club
- Gambier Community Centre Society (GCCS)
- Sea Ranch Board
- Centre Bay Board
- Fircom Community Group
- Camps Artaban
- Camp Fircom
- Camp Latona
- Royal Vancouver Yacht Club
- Burrard Yacht Club
- Gambier Estates
- Douglas Bay Rate Payers
- Brigade Bay Rate Payers

Government

- Sunshine Coast Regional District
- Islands Trust Council
-

4.5 Community Engagement Plan

We are proposing two community engagement sessions one (1) in person meeting and one (1) virtual Zoom meeting. The timing will be September 1st for the in-person and mid September for the virtual Zoom meeting.

These sessions will provide technical information with regards the key topic areas:

- (i) Archaeological and Cultural Heritage Protection
- (ii) Shoreline protection and ensuring access to public docks
- (iii) Forest ecosystem protection
- (iii) OCP/LUB Review Process

We are proposing to use a Community Workbook to gather input on these topic areas during the in-person and virtual meeting. The Community Workbook is designed as an interactive educational tool to generate discussion around the key topic areas.

During the COVID pandemic, professional planners became very adept at virtual engagement. With the use of virtual platforms, we can facilitate large groups of people and provide opportunities to use online questions, use break out rooms, white boards and facilitate meaningful dialogue. The virtual option also allows the facilitators the ability to use our “Community workbook” exercises.

4.6 Online survey

An online survey will be made available through Islands Trust website. The survey is a key element of the engagement plan and email notifications will be sent to the email subscribers with a link to the online survey.

A mailout will be prepared with a poster notifying community members of the OCP/LUB review process. Along with the web address to access the survey that will be added to the Island Trust's Gambier Island Project Page.

4.7 Community Workbook

The Community Workbook is designed to be used as an interactive activity during the In-person and Virtual Zoom meeting in mid September. It will be presented to the Gambier Island Working Group at its first meeting. The focus of the Workbook will be to present the key topic areas that have been identified for the OCP/LUB Targeted Review Project. This outreach tool will help guide the discussion and provide a summary of the Discussion papers? The format of the Workbook will provide an opportunity of us to gather written and verbal feedback to the questions included in the workbook.

5.0 Methodology

The methodology to engage the community will include various communication tactics. The online survey that will be used to drill down and to focus on the strategic priorities identified in the Islands Trust Policy Statement. The methods used in the creation of the survey are as follows: background review of existing reports, and discussion papers, and demographic information using 2016 census data.

- Community consultation will be conducted with residents living full and part time on Gambier, not-for-profit organizations, developers, and community groups.
- Given the remoteness of Gambier and uncertainties that still exist around COVID-19 relating to in-person meetings, we are proposing one in person workshop supplemented with an interactive virtual zoom meeting.
- Based on the past work of the OCP review we propose to summarize priorities going forward to complete the process. The OCP project will be reintroduced through the Gambier Island Working Group and two meetings are proposed to be schedules in August and October.
- The proposed education and outreach tools are designed to be mindful of limited resources and the goal is to focus on key issues and complete the project in a timely manner. Technical information will include the Islands Trust’s discussion papers on Forest Lands and Shoreline.
- The engagement tools will involve updating the Islands Trust Gambier Island Project website with the On-line Survey, a poster advertising the OCP/LUB process as well as social media networks to notify the community and used to generate interest.
- Through the Islands Trust extensive email lists regular updates will be prepared. Access to these email lists will be our primary vehicle to reach out to individuals and community groups.
- To give the community time to review the Gambier Island OCP/LUB Islands Trust Website we are proposing to launch the survey after the 1st Working Group Meeting in the latter part of August, prior to the September 1st, in person Community Workshop.
- A 2nd Working Group meeting is planned for October after the survey results have been summarized.

5.1 Deliverables will include:

- Preparation of an **Online Survey** will be available through the Islands Trust website. This will be open to the community and will be used to gather broad community perspectives and anecdotal information on key areas for review.
- Data analysis and reporting based on information gathered. The survey will be used to supplement community meetings to gain broad community perspective. The survey will be distributed online, and paper copies of the survey will be available at strategic locations on Gambier Island.
- A **Community workbook** will be used at the in-person workshop, and during the online meeting. Our team will provide technical support to facilitate the zoom meeting and conduct break away room if required, and ensure the session is recorded.
- A poster will be prepared for a mailing to all residents on Gambier Island.
- It is proposed that **the two workshops**, one in person and one virtual Zoom meeting will be scheduled between 1.5 – 2.0 hours.
- **Two Zoom meetings will be scheduled with the Gambier Island working group.** Technical materials will also be circulated between meetings requesting input from the group.

6.0 Timeline of Engagement Plan

The table below provides a summary of the Public Engagement Plan and outlines timelines and communications tactics proposed for the Gambier OCP & LUB targeted review process:

PUBLIC ENGAGEMENT PLAN		
Timeline	Engagement Tactic	Communication Tactic
July/August	-Kick off OCP/LUB Review Process and introduce team. -Schedule a Zoom meeting with Gambier Island Working Group over the Summer. -Present information on Islands Trust Discussion papers -Introduce Community Workbook. -Schedule Online/In person Workshop	Online
July 25th-29th	-Prepare introductory email to Working Group with e engagement plan to launch the OCP/LUB Review Process - Create a poster for distribution to Gambier Island residents.	Online
Mid August	-Launch online Survey and make paper copies available. Evaluate process and results to date from online survey Schedule. Schedule meeting with Gambier Island working Group.	Online
September 1st-30th	-Host first engagement event in person after the LTC meeting between 4pm - 6pm. Format will include interactive activities to gather perspectives on OCP/LUB review. - Host second meeting via Zoom. This will be a virtual meeting and will also be interactive using the community workbook. The online survey will be promoted at both meetings.	In person & online
October	Close survey and prepare results for second meeting with the Gambier Island Working Group.	Online
November 25th	Presentation to Islands Trust Committee on Policy recommendations for update to the OCP/LUB.	Online/In person

7.0 Policy Gap Analysis

The Policy Gap Analysis will be conducted through a background review of all relevant policies and strategies and included into the Community Workbook. The findings will be analysed and general recommendations for initiatives to be prepared for consideration through the OCP planning process. This will help guide proposed policy changes to the OCP document, necessary internal resources, and refinement to the work plan. We will include questions on the gap analysis/ issues identification during the vision and goals public engagement.

8.0 Communication Objectives

Subject to Islands Trust approval, mid July we propose to begin outreach to the public to reintroduce the OCP project and help the community become familiar with the digital tools that we propose to use, such as Islands Trust Website, online survey. This timeline will also allow extra time for people with competing priorities to review materials when they are able. This deliverable will include the first broad

public engagement period, with an online survey via Islands Trust Website, as well as further engagement with key community groups, and decision-makers.

This Summer/Fall has been identified as the timeframe to consult and will involve updating the website with discussion papers, social media to generate interest, posters, local media outreach and online community based social media channels.

We suggest targeting Mid August to launch the online survey which gives the public time to become familiar with the digital tools and the context for the OCP review.

9.0 Summarize Community Input

A summary of the Community Workshop input will be summarized and documented as to the support or non-support of the four topics and implementation strategies.

9.1 Report on Workshops and Recommendations for Bylaws

Using the input from the workshops, staff and the Consultants will prepare the final report. This will include the summary of the Workshops and the recommendations for amendments to the OCP and Land Use Bylaws to achieve the recommendations. The final report is to be provided to Islands Trust on or before Nov. 25, 2022.

After the Consultants' have a draft report, we are proposing a virtual meeting with Islands Trust staff to present the recommendations and discuss the report.

10.0 Prepare Draft Update for Gambier Island OCP & Land Use Bylaws

We will create a framework for the OCP and draft policies for each theme in the OCP. We will engage with the Working Group and Community members on specific pieces of draft OCP and LUB to garner their feedback. Building on the survey and workshop feedback, we will draft policies for each theme of the OCP. We will then offer a comment period for further feedback on draft policy and prepare the draft OCP for referrals to other governmental bodies. Approximate date for completion is targeted for November 25th, 2022, Local Trust Committee meeting.

Based on feedback on the draft OCP, we will revise policies as needed. This phase includes a presentation to the Island Trust representatives on the draft OCP review that includes intergovernmental referrals.

The Community Engagement Plan provides a description of the tasks proposed that will complete the community engagement and update of the Official Community Plan and the Land Use Bylaw.

Goal of policies and regulatory tools to provide for review

ARCHAEOLOGICAL AND CULTURAL HERITAGE PROTECTION:

Consideration of policies and regulatory tools to include Heritage Conservation Area(s) and agreements with First Nations as they relate to land use on Gambier Island.

SHORELINE PROTECTION AND ACCESS TO PUBLIC DOCKS:

Consideration of policies and regulatory tools to encourage protection of shoreline ecosystems and public use of community docks. To better protect shoreline ecosystems and best practices around supporting access to public docks.

FOREST ECOSYSTEM PROTECTION:

Consideration of policies and regulatory tools to encourage tree and forest ecosystems protect on public and private land. To modernize protections of forest ecosystems on public and private land.

GAMBIER ISLAND 'Cha7lékwnech Official Community Plan (OCP) & Land Use Bylaw (LUB) Targeted Review



Islands Trust
SEPTEMBER 2022

HAVE YOUR SAY!

*Tell us what you
want to see for
the future of
Gambier Island!*

To learn more about engagement opportunities, please visit:

Islands Trust
Gambier Island
Official Community
Plan and Land Use
Bylaw Targeted
Review



SCAN ME

LEARN ABOUT THE PLANNING PROCESS & TIMELINE

To stay informed on the OCP/LUB Review process, you will find this useful information on the Gambier Island Project Page:

1. The Current OCP/LUB
2. Islands Trust Discussion Papers
3. Details on joining the Gambier Island Working Group

COMPLETE THE ONLINE SURVEY

An Online Survey has been curated to connect and engage with the public on this Gambier Island OCP/LUB Review project.

The main objectives is to evaluate and determine directions for potentially new policies and bylaw regulations.

Complete Online Survey:



SHARE YOUR VIEWS

PUBLIC MEETING No.1

DATE: SEPTEMBER 1ST

TIME: 3.30PM - 6.00PM

LOCATION: GAMBIER ISLAND
COMMUNITY HALL

*(Following the Regular Local Trust
Committee meeting)*

FOOD AND BEVERAGES WILL BE
AVAILABLE

PUBLIC MEETING No. 2 (ONLINE)

DATE: SEPTEMBER 14TH

TIME: 6.00PM-8.00 PM

MEETING FORMAT: ZOOM LINK

CONTACT US with your comments and questions:

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Website Link: [Gambier Island Project Page](#)



Gambier Island Local Trust Committee

Gambier Island Official Community Plan and Land
Use Bylaw Targeted Review Project

SHORELINE PROTECTION DISCUSSION PAPER -
DRAFT

July 2022



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Summary

The Gambier Island Local Trust Committee (LTC) is engaged in a targeted review of the Official Community Plan and Land Use Bylaw in the Gambier Island Local Trust Area. As a mechanism for providing background and context, staff have prepared a discussion paper on shoreline policies and regulations on Gambier Island. The purpose of this discussion paper is to provide analysis, technical information and recommend options in order to inform discussion and deliberation as the project progresses.

1. Background

A review of Gambier's OCP was identified as Top Priority project in 2015. As a result, the Gambier Island LTC is embarking on a review of Gambier Island's land use policies and regulations, with a specific focus on three topic areas:

- forest ecosystem protection;
- shoreline protection and access to public docks and;
- archaeological and cultural site protection.

The purpose of these discussion papers is to inform discussion and deliberations for the Gambier Island Official Community Plan (OCP) and Land Use Bylaw (LUB) Targeted Review. The focus of this discussion paper is shoreline protection and public docks.

The concerns are understood to include environmental impacts, particularly on eelgrass or forage fish spawning areas; continued public access to the New Brighton dock and boat ramp; and impacts on public access to the foreshore for residents and visitors of the Island.

A high concentration of archaeological values, including an estimated 80% of known archaeological sites, are found near the foreshore. Increasingly, First Nations are expressing concerns about the proliferation of shoreline development, which may impact their ability to engage in traditional food gathering activities, and other cultural impacts, as well as generating rights and title implications.

In addition to community concerns, a review and update to policies and regulations for Gambier Island has not been done since the adoption of the Gambier Island Official Community Plan (OCP) Bylaw No. 73, 2001 and the Gambier Island Use Bylaw No. 86, 2004 (LUB). It is generally considered good practice to review OCPs every 5 to 10 years.

The overall objectives of the project are to amend the Gambier OCP and LUB with regards to:

- First Nations Perspectives;
- Archaeological and cultural site protection;
- Forest Ecosystem Protection;
- Shoreline Protection;
- Public docks; and
- Technical amendments.

This discussion paper has been prepared to present an overview of existing Gambier Island regulations and policies, provide a comparison of other Local Trust Area's regulations, and present potential regulatory options for proceeding.

2. Limitations

This discussion paper has several limitations. An overarching goal of this portion of the targeted review is to strengthen opportunities for protection of archaeological resources, sensitive ecosystems, shoreline integrity and maintain access to a public dock on Gambier Island.

It is noted that information pertaining to archaeological sites is not available publicly, and Islands Trust planning staff are not authorized to share this information. Individual property owners can petition the BC Archaeology Branch for information regarding archaeological sites on their property, as the Archaeology Branch is responsible for maintaining and distributing archaeological information. However, the Archaeology Branch may not release data that could potentially damage archaeological sites. Property owners are encouraged to contact the Archaeology Branch for more information.

It is recognized that Gambier Island is accessible by boat only, and that many properties are water access only, having no access to a developed road. Options for access include private boat, water taxi from Gibsons or Horseshoe Bay or a passenger ferry service from Langdale. Public docks are an incredibly important and unique amenity on Gambier Island.

There have been ongoing community concerns raised about the future of the New Brighton dock; however, Islands Trust does not have jurisdiction over public dock tenure. Islands Trust can ensure the zoning allows a public dock and passenger ferry access, but the ownership, maintenance and access is out of scope.

3. Gambier Island's Shoreline

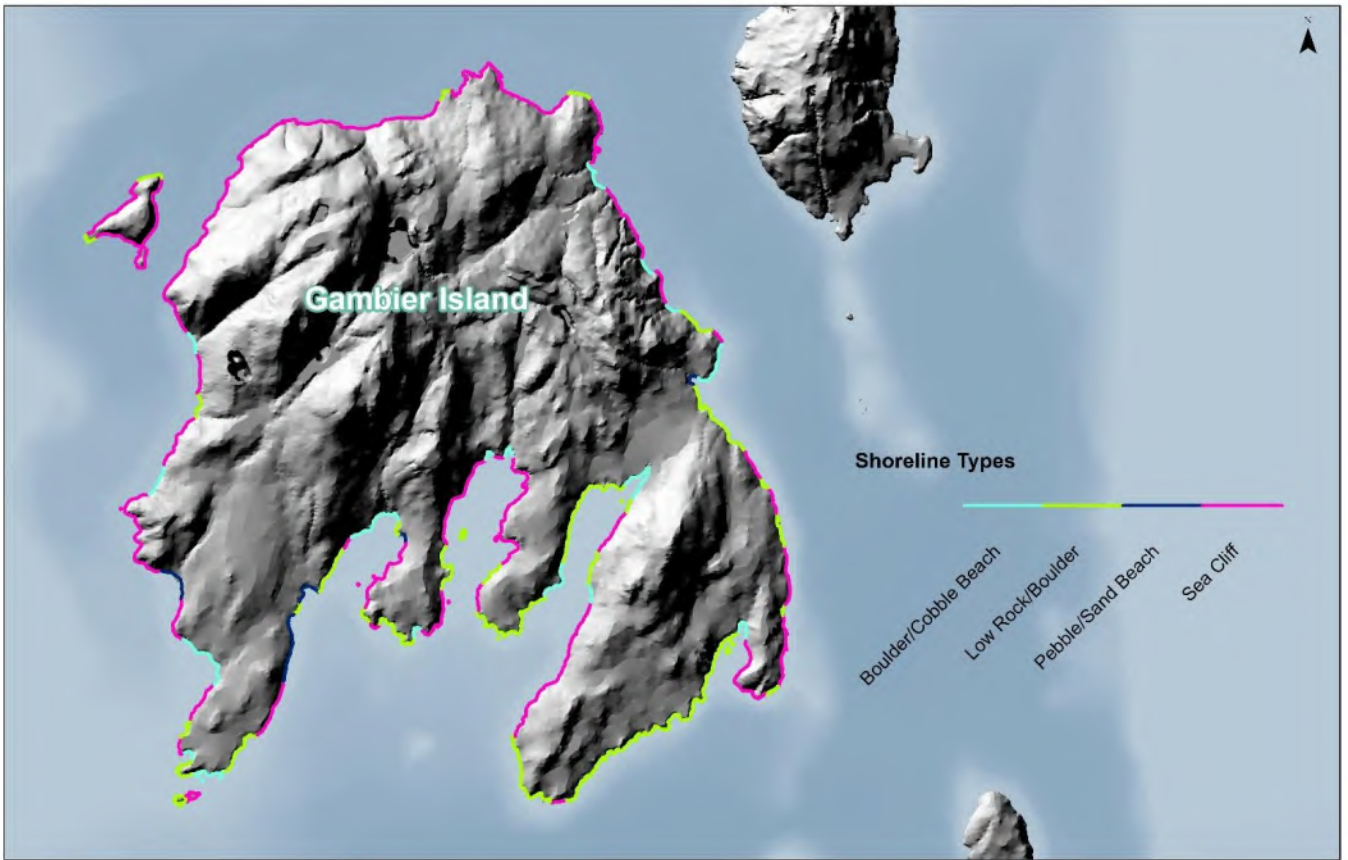
Gambier Island's shoreline is broadly divided into three regions.

Foreshore (intertidal): the intertidal zone or the foreshore, is the area of land between the high and low water marks of the sea (in other words, the area within the tidal range). This area can include several types of habitats with various species of life.

nearshore (non-tidal marine areas): The nearshore is the area that encompasses the foreshore (intertidal from the highest high tide to the lowest low tide) and subtidal zones.

backshore (upland): The part of the beach lying between the beach face and the front dune, cliff base, vegetation line or coastal protection structure. The backshore is dry under normal conditions; it is often characterised by berms. Vegetation is generally sparse or even absent. The backshore is only exposed to waves under extreme events with high tide and storm surge.

The Gambier Island shoreline is largely bedrock with a few sand and shell pocket beaches. The map below illustrates the distribution of shoreline types on Gambier Island.



4. Issues and Concerns

This section will be developed and expanded as community engagement gets underway.

Concerns may include:

- Size of accessory buildings (particularly, boathouses) located within the setback to the natural boundary of the sea;
- Tree removal along the shoreline; and
- Tramways for transporting goods from the beach up steep embankments to private residences.

5. Existing Islands Trust Policies

1.1. Islands Trust Policy Statement (ITPS)

The Islands Trust Council is currently undertaking a process to amend the Policy Statement which has not been substantively updated since 1994. This discussion paper will look at the policies in the current Policy Statement.

The Policy Statement guides land use planning and development through the preserve and protect mandate of the Islands Trust. It includes goals and policies that reflect the values and concerns for the future of the entire Trust Area. Local trust committee official community plans and land use bylaws must comply with the Policy Statement. There are a number of policies in the current ITPS which speak

broadly for shoreline protection, and more specifically for the implementation, regulation and use of foreshore development, as follows in the table below:

Table 1. ITPS Policies

ITPS Policies	
3.4.4	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the protection of sensitive coastal areas.
3.4.5	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the planning for and regulation of development in coastal regions to protect natural coastal processes.
4.5.9	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the compatibility of the location, size and nature of marinas with the ecosystems and character of their local planning areas.
4.5.10	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the location of buildings and structures so as to protect public access to, from and along the marine shoreline and minimize impacts on sensitive coastal environments.
4.5.11	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address opportunities for the sharing of facilities such as docks, wharves, floats, jetties, boat houses, board walks and causeways.
5.5.4	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address: <ul style="list-style-type: none"> • the location and type of recreational facilities so as not to degrade environmentally sensitive areas, and • the designation of locations for marinas, boat launches, docks and anchorages so as not to degrade sensitive marine or coastal areas.
5.5.5	Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address: <ul style="list-style-type: none"> • the identification of sites providing safe public access to beaches, • the identification and designation of areas of recreational significance, and • the designation of locations for community and public boat launches, docks and anchorages.

Refer to the [Islands Trust Policy Statement](#) for a comprehensive list of policies.

1.2. Gambier Island Official Community Plan

There are several policies in the current Gambier Island Official Community Plan (OCP) Bylaw No. 73, 2001 which speak to protecting coastal and/or foreshore areas:

- P 3.5** *Future development should only be permitted to occur at a scale and rate of growth that is respectful of:*
- i. community-held values pertaining to the environment;*
 - ii. the planning area’s rural qualities;*
 - iii. consideration of water-only access;*
 - iv. the local trust area’s limited infrastructure; and*

the requirements of the applicable regulatory land use bylaws.

P 3.7 *The zoning regulations should establish setbacks for buildings and structures, in accordance with good planning practices, from:*

iii. the sea:

- to protect buildings and structures from floodwaters or coastal erosion;*
- to protect marine and riparian habitat and water quality; and*

to maintain a view of the coastline that is rural in character and relatively pristine in appearance.

The following policies pertain to commercial marine uses:

P 5.7 *The community plan makes no provision for the designation of any site(s) for a commercial marine use but consideration for such use can be addressed in response to an application for amendment to this plan.*

P 5.8 *The following guidelines should be considered in any review of a proposed commercial marine use:*

- i. public access to the foreshore or an adjacent public recreation site is not reduced;*
- ii. proposed development is small in scale, of local and not provincial (or regional) significance and is developed in a manner which is sensitive to the character of surrounding properties;*
- iii. existing trails and important natural features on the upland portion of any site and public use of the trails are maintained;*
- iv. the site does not provide any negative environmental impact nor lead to the planning area's marine waters being polluted; and*
- v. there are no gasoline sales or water motorsport rentals.*

P 5.9 *As an alternative to commercial marinas to serve the needs of planning area residents, the provision of wharves and other forms of moorage which are publicly-owned, community-owned or operated on a cooperative basis can be considered.*

The following policies pertain specifically to marina and foreshore areas:

P 7.32 *Except as specifically provided for, the marine and foreshore areas as designated on Schedule B in the Gambier Island Planning Area should be zoned to allow:*

- i. Cooperatively owned or operated docks to provide marine access to residential areas as a means of minimizing the need for upland road links between residential communities and to limit the need for multiple dock development along the shoreline;*
- ii. boat moorage, where cooperatively owned docks are not feasible, to serve the needs of residents in the immediate area, provided such moorage does not restrict navigation;*
- iii. public parks and ecological reserves, and*
- iv. marine navigational aids and publicly funded and operated boat launching facilities.*

P 7.33

The land use bylaw should include provision for zones for each of the following foreshore use categories:

- i. log storage, sorting and dumping associated with the planning area's forestry requirements;*
- ii. marine transportation, and yachting outstations where ecologically sound;*
- iii. dock, moorage and swimming facilities for the non profit camps;*
- iv. marine conservation in shallow estuaries such as Cotton Bay (Mannion Creek), Douglas Bay, West Bay (Whispering Creek), Brigade Bay, MacDonald Creek/Sir Thomas Lipton Park, Halkett Bay, Long Bay and in fragile inter-tidal or foreshore areas and all other foreshore areas not otherwise alienated for specific uses; and*
- v. shellfish aquaculture in West Bay provided that:*
 - the new sites are identified by BC Fisheries to be of medium or good capability for shellfish aquaculture;*
 - the proposals for aquaculture are being advanced through a rezoning process;*
 - the aquaculture uses do not preclude the traditional enjoyment of the shoreline by the public or upland owners and the recreational activities traditionally enjoyed by people in the Howe Sound area;*
 - public access to beaches and natural marine resources are retained by the introduction of suitable regulation for locating floating objects and structures.*
 - establishment of public shellfish reserve areas can be considered in the aquaculture development in the area;*
 - The proposed aquaculture sites do not displace local vessels from traditional year round moorage areas; and*
 - monitoring of impact on other marine resources and the implementation of remedial action should be part of any management plan for an aquaculture site.*

P 7.34

A Marine Conservation Zone should be established in the land use bylaw in biologically significant marine and foreshore areas identified on Schedule C and in any other marine and foreshore area identified through further study as being biologically significant.

P 7.35

The area of marine waters used by the existing yachting outstations in the Gambier Island Planning Area should be zoned for yachting outstation purposes.

P 7.36

A marine transportation zone should be established, where suitable, to recognize existing public and community wharves and docks.

P 7.37

In foreshore locations where commercial and industrial uses are permitted, adequate provision should be made for public access to the foreshore.

P 7.38

Foreshore and marine areas surrounding Gambier Island which have significant environmental or marine resource values are generally shown on Schedule C.

P 7.39

In a marine conservation area, the biological impacts of any land uses should be considered as part of any rezoning proposal.

P 7.40

Development permit designations should be required for commercial and industrial sites adjacent to the natural boundary of the sea to regulate form and character and for protection of the natural environment, its ecosystem and biological diversity.

P 7.41

Natural coastal processes should be left undisturbed to the maximum extent possible.

P 8.1

Environmentally sensitive areas shall include: productive intertidal areas; shallow estuaries; lakes; forests; wetlands; streams and riparian areas; bluffs and herbaceous areas and areas of unique features that meet the Qualitative Criteria for Environmentally Sensitive Areas as outlined on Schedule G.

P 8.9

Zoning regulations should establish a minimum building setback from wetlands, watercourses and the sea.

P 8.10

The retention of existing 20 metre (66 ft.) wide strips of land as Crown Reserve along the coast of Gambier Island is supported where it protects sensitive natural features of the Island's coastline or where it is suitable to provide for park and conservation opportunities. In all other instances the transfer of Crown Reserves to obtain park or conservation opportunities elsewhere on Gambier Island may be considered.

There are additional OCP policies that support dock or wharf development, specifically for water-access only lots, and that encourage sharing of docks through joint ownership or agreements between neighbours:

P 4.5

In new subdivisions, located in areas outside of the planning area's existing public road network, access by water (from the sea) to upland parcels should only be considered in locations where a public road right of-way may be constructed to provide each upland lot with access to a location fronting on navigable water which is able to reasonably accommodate a site for boat moorage.

P 9.16

Existing publicly owned wharves in the planning area, approved for transfer to the Sunshine Coast Regional District by referendum on Oct. 21, 2000, should be maintained as public facilities or facilities open and accessible to public use.

P 9.17

A car ferry service to Gambier Island is not supported as it is inconsistent with the island's rural character and low population density.

Public boat and barge ramps are supported as a means of transporting supplies, equipment

P 9.18

and vehicles to the planning area.

Wharves, docks, floats, barge loading ramps and boat launch ramps should be sited to

P 9.19

minimize their impact on the natural environment and allow public access to the foreshore.

Refer to [Gambier Island OCP Bylaw No. 73](#) for a comprehensive list of policies.

1.3. Gambier Island Land Use Bylaw

For clarity the LUB provides the following definitions:

Accessory	<i>in relation to a use, building or structure, incidental, secondary and exclusively devoted to a principal use, building or structure expressly permitted by this Bylaw on the same lot or, if the accessory use, building or structure is located on the common property in a bare land strata plan, on a strata lot in that strata plan.</i>
Dock	<i>Means a marine-based structure, usually comprised of a ramp and float or pier.</i>
High Water Mark	<i>means the point at which the presence and action of the water are so common and usual, and so long continued in all ordinary years, as to mark on the soil or rock of the bed of the watercourse or the soil of the wetland a character distinct from that of its banks or the adjacent land in the case of a wetland, in vegetation as well as in the nature of the soil itself.</i>
Moorage	<i>means the tying of a boat or vessel to a wharf, dock or float, or to a mooring buoy that is in turn anchored to the seabed.</i>
Natural Boundary	<i>means the visible high water mark of any lake, river, stream, or other body of water where the presence and action of the water are so common and usual, and so long continued in all ordinary years, as to mark upon the soil of the bed of the body of water a character distinct from that of its banks, in vegetation, as well as in the nature of the soil itself; and in the case of a legal surveyed boundary, that boundary must be deemed to be the natural boundary provided the legal surveyed boundary is land-ward of the natural boundary.</i>
Neighbourhood Dock	<i>means a dock that provides access to two or more lots.</i>
Public Wharf	<i>means a wharf servicing the general public for the purpose of loading and unloading people, goods and material, and may include moorage.</i>
Seasonal Float	<i>means a temporary floating raft not exceeding 50 square metres in surface area for marine access from an upland lot that may be accessed by a ramp attached to the upland</i>
Structure	<i>means anything that is constructed or erected and that is fixed to, supported by or sunk into land or water, excluding fences, surfaced areas of gravel, concrete or other similar material comprising driveways, uncovered patios, uncovered parking areas.</i>
Wharf	<i>means a marine-based structure, usually comprised of a pier, ramp and floats.</i>

Permitted Uses

The Gambier Island Land Use Bylaw (LUB) permits private non-commercial moorage and non-commercial anchorage in the following zones:

- Recreation Service (S3) Zone
- Marine Park and Recreation (P3) Zone
- Provincial Park (PP) Zone (for public access)
- Marine General (W1) Zone (The permitted anchorage and moorage use is only permitted in conjunction with a permitted upland residential use.)
- Marine Transportation (W2) Zone
- Marine Log Storage (W3) Zone (accessory to residential use or accessory to log storage and log transport operations)

- Water Brigade Bay (WBB) Zone

Permitted Structures

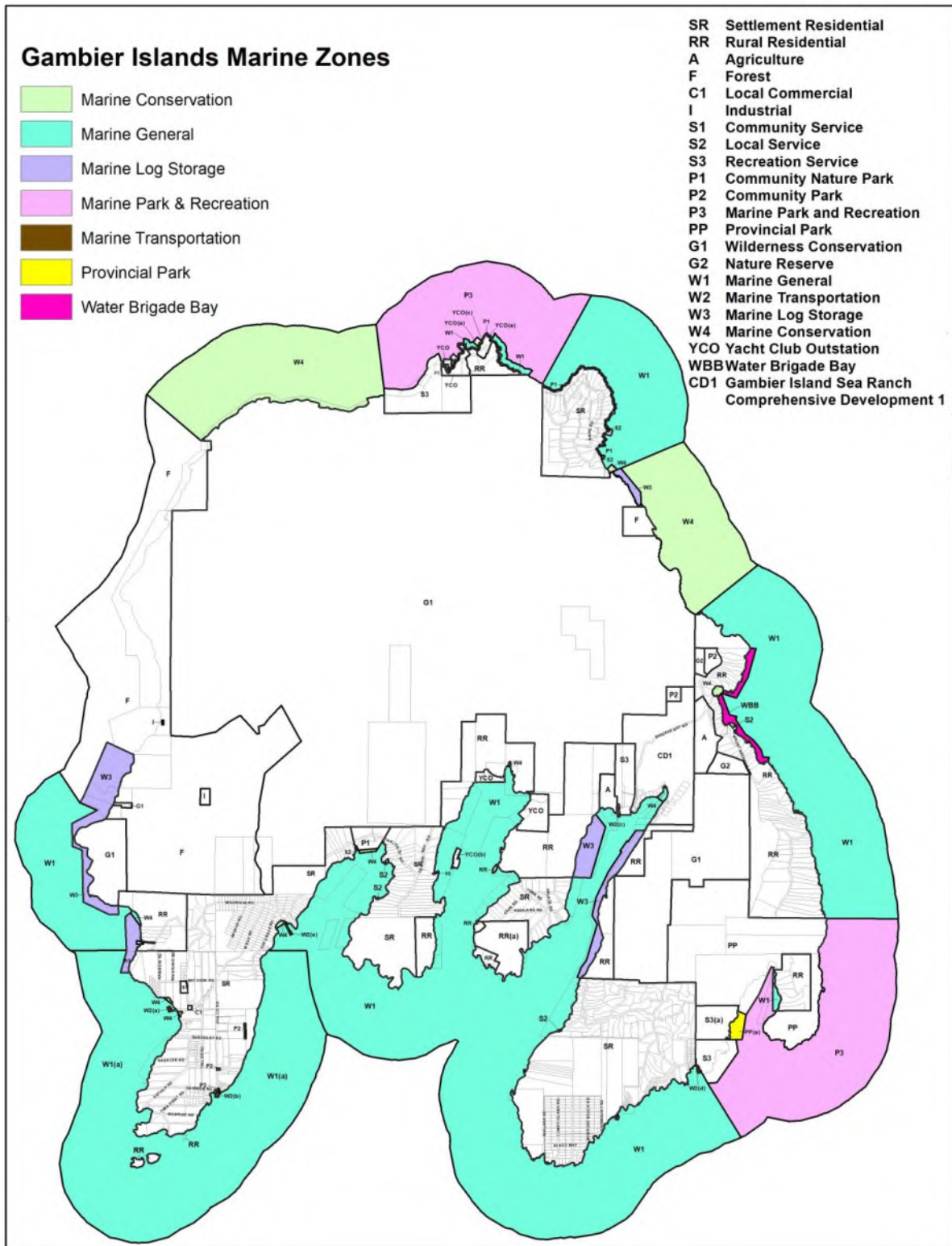
Docks

The LUB provides regulations for private docks and floats within the marine-based area of the following zones:

- Community Nature Park (P1) Zone (for public access)
- Marine Park and Recreation (P3) Zone (for public access)
- Provincial Park (PP) Zone (only permitted in conjunction with a principal permitted use)
- Marine General (W1) Zone (The permitted anchorage and moorage use is only permitted in conjunction with a permitted upland residential use.)
- Marine Log Storage (W3) Zone (accessory to residential use or accessory to log storage and log transport operations)
- Water Brigade Bay (WBB) Zone

DRAFT

Map below shows all Marine Zones on Gambier Island.



Public Wharves

Public commercial moorage is permitted in the Marine Transportation (W2) Zone (includes temporary mooring use for passenger ferry, charter vessels, water taxis, pleasure craft, fishing boats and sea planes).

5.17.3 Structures are limited to:

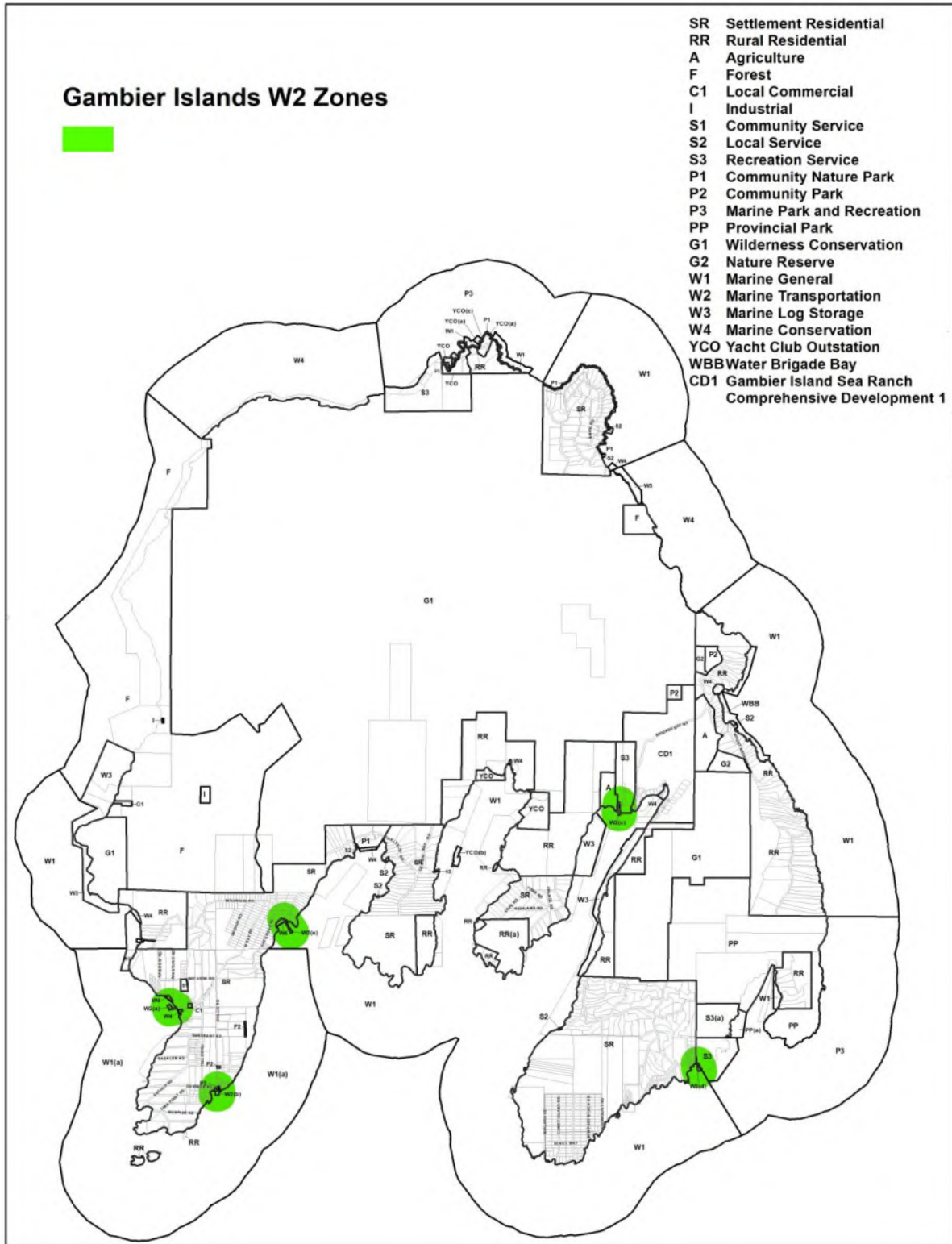
- a) *one public wharf including approach, wharfhead, floats, gangway;*
- b) *one crane;*
- c) *one barge ramp.*

Siting and size varies depending on location.

5.17.4 The maximum total area of dock floats at a public wharf is:

- a. *385 square metres in the W2 (a) Zone (New Brighton L5087)*
- b. *154 square metres in the W2 (b) Zone (Gambier Harbour L6373);*
- c. *44 square metres in the W2 (c) Zone (Port Graves L.7929);*
- d. *82.5 square metres in the W2 (d) Zone (Fircom Bay L6122);*
- e. *66 square metres in the W2 (e) Zone (West Bay DL5085).*

Map below shows all W2 zones highlighted in green.



Setbacks

Natural Boundary of the Sea

The LUB provides the following regulations for siting of buildings and structures in relation to the natural boundary of the sea:

3.3.1 No building or structure shall be sited within 15 metres of the natural boundary of the sea, lake, wetland or watercourse, or constructed with the underside of any floor system or the top of any pad supporting any space or room that is used for dwelling purposes, business or the storage of goods less than 1.5 metres above the natural boundary of the sea, lake or watercourse unless otherwise provided for in this Bylaw.

(a) Despite regulation 3.3(1), the minimum setback for animal enclosures, pens, feeding troughs, animal runs, or manure piles is 40 metres from the natural boundary of the sea, lake, wetland or watercourse

3.4.2 Retaining walls not exceeding a vertical dimension of 2 metres measured from grade at any point may be sited on any portion of a lot except within the setback from the natural boundary of the sea.

3.4.5 Where a building is used exclusively as a pump/utility house, it may be sited on any portion of a lot except within the setback from the natural boundary of the sea.

3.4.6 Boat houses, stairs, or walkways required for access to the foreshore or a permitted ramp associated with a dock may be sited within 15 metres of the natural boundary of the sea.

3.8.3 Non-agricultural use fences not exceeding a vertical dimension of 2.5 metres measured from grade at any point may be sited on any portion of a lot except within the setback from the natural boundary of the sea.

DPA No. 2 Brigade Bay

The area designated as Development Permit Area No. 2 (Brigade Bay Area) is a DPA for protection of the natural environment, its ecosystems and biological diversity.

The DPA includes an area 15 metres upland of the natural boundary of the sea and an area 30 metres seaward of the natural boundary of the sea that represent an area that is important for fish habitat or is within an area of potential impact on such habitat. The objectives of the designation are:

1. to conserve biological diversity and habitat values of marine ecosystems;
2. to ensure no net loss in fisheries values; and
3. to ensure that any development in the upland portion of the development permit area has no impacts on adjacent fisheries values.

Maintenance of vegetation in upland areas can minimize siltation of shoreline zones and assist in preventing erosion of existing shoreline. Eelgrass beds, rocky shoreline and variable substrate can provide opportunity for fish habitat and protection from predators.

The management of the shoreline and immediate upland area in the vicinity of areas of fish habitat is important to maintain the integrity of the habitat and allows for the ongoing maintenance of the fishery resource.

Guidelines

- a) *Shoreline areas should not be filled.*
- b) *Structures should not be located over shellfish, kelp or eel grass beds.*
- c) *Structures should be located and designed to avoid the need for dredging, shore defense works or breakwaters. Bulkheads for docks should not be located on the foreshore.*
- d) *Structures should not restrict the movement of aquatic life requiring shallow water and should allow for thorough flushing of enclosed marine areas.*
- e) *Structures should be constructed of materials that will not impair water quality and should not be treated with preservative chemicals that are toxic or harmful to aquatic life.*
- f) *The number of pilings used to stabilize structures should be minimized, with preference given to large spans over additional pilings.*
- g) *Docks should include features to prevent floats from resting on the foreshore at low water levels and ramps should have a minimum clearance of 0.5 metres above the natural boundary of the sea.*
- h) *Disturbance of areas upland of the natural boundary of the sea should be kept to a minimum and design of structures and the access to them should be of a manner that prevents any increase in erosion or instability of the shoreline or movement of silt onto the foreshore.*
- i) *Structures or works should not create any impacts that contravene the Federal Fisheries Act and nothing in the issue of the development permit by the Local Trust Committee shall remove any liability on the part of the owner arising from any contravention of the Fisheries Act.*

Exemptions

1. *The following land use activities are exempt from the development permit requirement:*
 - a. *Construction or reconstruction of gear lockers located on a permitted neighbourhood dock.*

1.4. Other Local Trust Area Regulations

Policies and regulations related to shorelines differ from island to island in the Trust Area, as each island has taken a variety of approaches to address shoreline development and protection. Since each LTA has its own Land Use Bylaw (LUB) and Official Community Plan (OCP), each island has taken an approach consistent with its own individual culture, history, and intensity of use. The main tools available to the LTAs under the *Islands Trust Act* are modifications to the OCP and associated LUBs to include shoreline-specific provisions. Within the LUBs, this generally takes the form of increasing setbacks from the natural boundary of the sea and limiting buildings and structures within the setback area and in marine areas.

Table 2 provides a brief overview of how the LTAs in the Islands Trust regulate the shoreline area.

Table 2: Summary of Other LTA Regulations

2. Shoreline Regulation Overview Table	Private Docks permitted (zone specific)	Setback from Natural Boundary of the Sea	Permits Structures in Setback from NB	Exemptions to Setback from NB	Shoreline (or Marine) Development Permit Area
Ballenas-Winchelsea	✓	15 m	-	✓	✓
Bowyer and Passage Islands (Gambier LTA)	✓	7.6 m	Property specific min. setbacks based on historical buildings and structures	✓	-
Denman	✓	15 m	✓	-	-
Gabriola	✓	15 m**	✓	-	✓***
Galiano	✓	7.5 m	✓	-	✓
Gambier	✓	15 m	✓	✓	✓
Gambier Associated Islands	✓	7.5 m	✓	-	-
Hornby	-	15 m	-	✓	-
Lasqueti	✓*	15 m**	✓	-	-
Mayne	✓	7.5 m	✓	✓	-
North Pender	✓	15 m	✓	✓	✓
North Pender Associated Islands	✓	15 m	-	-	✓
Salt Spring	✓	15 m**	✓	✓ (zone specific)	✓
Saturna	✓	7.6 m	✓	-	-
South Pender	✓	7.6 m	✓	✓	-
Thetis	✓	7.6 m	✓	✓	-
Thetis Associated Islands	✓	10 m	✓	-	-

*Docks permitted on specific lots only. Rezoning required for additional docks.

**May be reduced with engineer certification.

*** DPA in some shoreline areas

1.5 Islands Trust Shoreline Protection Model Bylaw Report

In March 2021 consultants were hired by Islands Trust to complete a report to:

- Review all existing Official Community Plans and Land Use Bylaws in the Islands Trust Area on foreshore and nearshore policies and regulations, and a selection of other BC coastal jurisdictions and San Juan County.
- Review Provincial guidelines on mitigation and adaptation to sea level rise.
- Review Islands Trust Policy Statement for compliance of any proposed policies and regulations.

- Develop options and make recommendations on model official community plan policy and land use bylaw regulations to protect foreshore and nearshore.

The report looks at heritage and cultural considerations, green shores, mitigation and adaptation to sea level rise, BC Marine Coastal Shorelines jurisdiction and legislative framework for shoreline protection strategies and provides some recommendations on how to move forward with a model bylaw. This report is Appendix 1 of this discussion paper.

6. Options

As outlined in Section 1.3, the Gambier Island LUB currently regulates docks and other foreshore development through a combination of general and zone-specific regulations. Outlined below is a brief discussion of potential options that could be considered by the LTC for enhancing shoreline protection further through its regulatory and policy framework on Gambier Island.

6.1. Establish an Expanded Shoreline Development Permit Area

Authorized by the *Local Government Act* (LGA), development permit areas (DPA) are one regulatory option available to the LTC for managing development on private land. Under Section 488 of the LGA, DPAs may be designated within an official community plan for a number of purposes, including “protection of the natural environment, its ecosystems and biological diversity” and “protection of development from hazardous conditions”. DPAs are established over specific land or areas and include development guidelines to address DPA objectives. Examples of objectives that may be relevant to Gambier Island include:

- To preserve and protect the ecological values of shorelines and associated foreshore and upland areas;
- To protect and/or minimize disruption of important natural features and processes;
- To protect fish or wildlife habitat;
- To prevent erosion;
- To adapt to anticipated effects from climate change.

The guidelines may prescribe how applicable development activity occurs within that DPA. Examples include guidelines for retaining walls and other shoreline stabilization works; dock construction regarding density, size and materials; protecting eelgrass and other plant or tree species; setbacks from the natural boundary; requirements for professional reports (i.e. engineer, biologist, etc.); and restoration or enhancement measures.

Gambier Island has established DPA No. 2 (Brigade Bay Area).

The Gambier Island Land Use Bylaw prohibits the siting of buildings and structures within 15 metres of the natural boundary of the sea, and the construction of only minor structures is permitted under the bylaw throughout most of the shoreline. However, there are specific guidelines for development permit applications in the DPA No. 2.

There are several LTAs that have established Shoreline DPAs, which guide development within a specified area upland of the natural boundary of the sea, and in some cases, seaward to the boundary of the area of bylaw application.

- Ballenas-Winchelsea Islands designates all land 30 metres upland of the natural boundary of the sea within its Shoreline DPA, for the protection of the natural environment and to protect development from hazardous conditions. The DPA applies to all construction and land alteration within the Shoreline DPA, and includes general guidelines, shoreline specific guidelines for steep slopes and bluffs, and guidelines for boat launch facilities.
- Salt Spring Island designates all land covered by water between the natural boundary of the sea and a parallel line draw 300 metres seaward of the natural boundary of the sea within its Shoreline DPA. It also encloses upland areas measured 10 metres from the natural boundary of the sea in areas where the marine environment has been identified as particularly sensitive to development impacts. Guidelines include addressing water quality, residential dock float size, shoreline stabilization works, lighting over the water and reducing impact on kelp or eelgrass beds.

Considerations:

Pros

- Furthers the Islands Trust's "preserve and protect" mandate;
- Guides development, does not preclude development;
- Certain development activities may be exempted from the requirement for a development permit;
- Specifies natural or hazardous areas that must remain free of development, except in accordance with the conditions of the permit;
- May require measures to preserve, protect, restore or enhance specified natural features or areas;
- May incorporate recommended sea level rise and flood protection measures;
- Opportunity to incorporate recommendations in the Islands Trust Coastal Douglas-fir Zone Ecosystem Protection Toolkit and Islands Trust Conservancy Regional Conservation Plan;
- Opportunity to incorporate Green Shores or "soft shore" alternative approaches to shoreline and flood protection;
- No public notification required for an application for a Development Permit. Public consultation is done at the time of the DPA's establishment within the OCP and LUB.

Cons

- Amendments to OCP and LUB required, including mapping updates;
- Limited discretion for LTC. Issuance of DP is in accordance with DPA guidelines;
- Bylaw infraction enforcement can be costly;
- Misunderstanding of DPAs can lead to difficulty gaining public acceptance;
- Property owners concern for additional costs and regulations.

6.2. Flood Protection Bylaw

Section 524 of the LGA enables local governments to develop flood hazard area bylaws. Gambier Island does not currently have an applicable flood hazard bylaw. When adopting these bylaws, local governments are required to consider the Province's "[Flood Hazard Area Land Use Management Guidelines](#)" (the Provincial Guidelines). Amended in 2018, the Provincial Guidelines incorporate sea level rise (SLR) into land use planning and future development, and require that local governments adjust setbacks according to the Year 2100 Global SLR prediction of 1.0 metre, with adjustments made for regional uplift and subsidence. Using the Year 2100 SLR prediction of 1.0 metre as the minimum elevation, local governments can regulate flood construction levels (FCL) of buildings and structures, including docks.

The Provincial Guidelines require a setback of 15 metres from the future estimated natural boundary of the sea at Year 2100, or landward of the location where the natural ground elevation contour is equivalent to the Year 2100. It is noted that where sea frontage is protected from natural bedrock formation, setback requirements may be adjusted as recommended by a qualified Professional Engineer experienced in coastal engineering. Conversely, the recommended setback may be increased based on the site specific conditions, for example in low-lying areas or areas of known erosion hazard.

The current Gambier LUB already requires a 15 metres setback from the natural boundary of the sea for buildings and structures. One option would be to amend the LUB to refer to the flood protection bylaw for setbacks from the natural boundary of the sea. This would align with the existing Provincial Guidelines, and with any future amendments to the setbacks to the sea as required by the Province.

For historic development that does not meet the Provincial Guidelines, the province recommends that redevelopment be regulated by requiring a restrictive covenant stipulating that any future development must meet the FCL and setback requirements in force at the time of redevelopment.

Considerations:

Pros

- Aligns with provincial direction;
- Designed to prevent injury or loss of human life, and to minimize property damage resulting from flood events; and
- Potentially an Islands Trust-wide option.

Cons

- Only address flood construction levels; do not address most aspects of dock or retaining wall density, design or setbacks, or environmental protection beyond flood construction levels;
- Coastal floodplain mapping and data is costly, Islands Trust relies on Regional Districts and the Province for this information;
- Flood hazard assessment reports by qualified professional engineer may be out of reach for some property owners;

6.3. Establish Heritage Conservation Areas

In accordance with Section 614 of the LGA, Heritage Conservation Areas (HCA) are designated within an OCP. Gambier Island does not currently have any designated Heritage Conservation Areas. Similar to DPAs, where a Development Permit application must be “in accordance with” DPA guidelines, a Heritage Alteration Permit (HAP) must act in accordance with the HCA “purpose”. While DPAs may be designated for a number of purposes, a HCA is designated for the purpose of “heritage conservation”. The LGA provides the following definition:

conservation *includes, in relation to heritage, any activity undertaken to protect preserve or enhance the heritage value or heritage character of heritage property or an area;*

Further definitions are provided within the LGA for “heritage value”, “heritage character”, and “heritage property”. While heritage conservation is often thought of from a historical or architectural perspective (i.e. heritage buildings), HCAs can apply to cultural areas, land or natural features of importance. In this way, staff surmise that this option may also further the [Reconciliation Action Plan 2019-2022](#) adopted by the Islands Trust Council in 2019, by exploring opportunities for collaboration and knowledge sharing with local First Nations. HCAs could recognize important cultural or historical areas or features of importance on Gambier, and facilitate understanding of property owners on First Nations concerns.

Existing Gambier OCP policies that address heritage conservation are broad and seek to identify, protect, preserve and enhance important cultural and historical resources. Establishing a HCA is an opportunity to strengthen heritage conservation on Gambier Island.

HCAs are a relatively underused regulatory tool in the Islands Trust. Staff are aware of one HCA on Salt Spring Island, the HCA 1 – Ganges Village Core. While the Ganges Village Core is a designated HCA that protects a number of heritage buildings, it also protects heritage trees – in Centennial Park, on the grounds of the elementary school, mature trees with a trunk diameter greater than 20 cm and fruit trees over 50 years old, as decided by a certified arborist.

An important note when considering the establishment of HCAs, is that they may not be used to prevent a land use that is permitted within the LUB, and may not conserve natural landscapes or undeveloped land, except as noted in Section 588(1) of the LGA:

588 (1) *This Part must not be used to conserve natural landscapes or undeveloped land except*

(a) to the extent that the exercise of power under this Part in respect of natural landscape or undeveloped land is, in the opinion of the local government, necessary for the conservation of adjacent or proximate real property that is protected heritage property,

(b) with respect to a site that has heritage value or heritage character related to human occupation or use, or

(c) with respect to individual landmarks and other natural features that have cultural or historical value.

Considerations:

Pros

- Strengthens the protection of important heritage areas, properties and/or features;
- Provides long-term protection;
- Can apply to a historical, cultural, aesthetic, scientific or educational value;
- Can protect identified natural features and characteristics; and
- No public notification required for an application for a HAP. Public consultation is done at the time of the HCA's establishment within the OCP and LUB.

Cons

- Does not address regulations or guidelines associated with docks or retaining walls;
- Generally underused, may be unfamiliar to many;
- Limited discretion for LTC. Issuance of HAP is in accordance with HCA purpose;
- Enforcement can be costly; and
- Could potentially be a slow process to establish a HCA – planning and research, consultation, etc.

6.4. No Change

This option would be to opt for the status quo with respect to the current policy and regulatory regime and to not pursue changes related to shoreline protection. Choosing this option would represent an acknowledgement that the current system, while not perfect, is functioning well enough to leave alone. The choice of this option should also include a clear understanding of the number and nature of complaints that have been received with respect to foreshore development.

Considerations:

Pros

- Current policies and regulations are familiar to the community;
- Does not introduce additional regulations; and
- Maintains status quo.

Cons

- Outdated policies and regulations;
- Does not align with provincial direction and provincial best practices;
- Shoreline protection measures are not strengthened;
- Does not address ongoing concerns and issues;
- Does not address cumulative impacts of foreshore development; and
- Ongoing bylaw enforcement issues.

7. Conclusion

8. Appendix 1 – Shoreline Protection Model Bylaw Report

Gambier Island Local Trust Committee

Gambier Island Official Community Plan and Land
Use Bylaw Targeted Review Project

FOREST ECOSYSTEM PROTECTION DISCUSSION
PAPER - DRAFT

July 2022



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Summary

The Gambier Island Local Trust Committee (LTC) is engaged in a targeted review of the Official Community Plan and Land Use Bylaw in the Gambier Island Local Trust Area. As a mechanism for providing background and context, staff have prepared a discussion paper on forestry policies and regulations on Gambier Island. The purpose of this discussion paper is to provide analysis, technical information and recommend options to the Gambier LTC that will inform discussion and deliberation for forest ecosystem protection.

1.

Introduction

The Gambier Island Local Trust Committee is embarking on a review of Gambier Island's land use policies and regulations, with a specific focus on four topic areas:

- forest ecosystem protection,
- shoreline protection,
- archaeological and cultural site protection, and
- access to public docks.

The purpose of these discussion papers is to inform discussion and deliberations for the Gambier Island Official Community Plan (OCP) and Land Use Bylaw (LUB) Targeted Review. The focus of this discussion paper is forest ecosystem protection.

The overall objectives of the Project are to amend the Gambier OCP and LUB with regards to:

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

2. Background:

The Coastal Western Hemlock (CWH) forest ecosystem types that occur in the Howe Sound islands are at risk, particularly from unsustainable logging, but also from rural development. These forest ecosystems support some of the greatest diversity and abundance of wildlife habitat in BC, such as providing critical habitat for species-at-risk like the Marbled Murrelet and Northern Goshawk. The CWH forests also benefit our communities.

Top Priority in 2015

A review of Gambier's OCP was identified as Top Priority project in 2015. At that time, there was a desire by the LTC to pursue a comprehensive plan for the area that would holistically address cross-jurisdictional issues such as forest tenure on Crown land. In particular, the Gambier Island Conservancy requested the LTC to pursue a review of the permitted uses for both the Wilderness Conservation land use designation in the OCP and for the Wilderness Conservation zoning in the LUB. A feasibility report on such a review was requested of staff as a part of the project.

Woodlot licences

During this time, concern was heightened as a result of a newly created Woodlot Licence, on Gambier Island. The advertisement of two community woodlots on Gambier in late 2013 triggered an extended effort by planning staff and the LTC throughout 2014 to implement the advocacy policies in the OCP regarding the Wilderness Conservation land use designation. During this time concerns about the outdated protocol agreements between the Islands Trust and the Ministry of Forests, Lands and Natural Resource Operations (currently MFLNRORD) as well as concerns about the current land use designation policies for Wilderness Conservation were raised by the LTC and the community.

The issue of woodlot use in the Gambier Crown land involves both FLNRO (now MFLNRORD) and the Squamish Nation as key stakeholders; as such, any OCP bylaw amendment will require a robust level of consultation and collaboration with both in order to meet the requirements of the Ministry. The land on Gambier designated as Wilderness Conservation is comprised of what is commonly referred to as Crown land. As such, engagement on policies around Wilderness Conservation land use also requires the interests and comments from Provincial agencies and the First Nations that assert their rights and title over that land.

Summer 2016 Community Survey

The community survey asked respondents which uses they would like to see in the Wilderness Conservation (Crown) land in the centre of the island, and whether they believed they needed more information about certain options. The majority responded favourably for the following options: Conservation of Ecosystems and Biodiversity; Recreation; and Network of Green Space. Hunting was also noted highly with about one-third of respondents replying favourably.

The options receiving higher requests for more information were: Community Forest Initiatives; Protected Park; and Open Space for Water Recharge.

Coastal Douglas-fir Conservation Partnership

The Gambier Island LTC collaborated with the Coastal Douglas-fir Conservation Partnership (CDFCP) to secure a contract for an ecological mapping project which identified priority conservation areas on Gambier. The project has now been completed and the Project Coordinator (Ecosystem Protection Specialist, Kate Emmings) presented findings at the April 27, 2017 LTC meeting

First Nations Engagement

Both the Squamish Nation and Tsleil-Waututh Nation have asserted Aboriginal Rights in the Gambier Island Plan area. The Squamish Nation has participated in two key consultation activities with the Islands Trust: a Community to Community Forum on March 31, 2016, and a special meeting with Gambier Islanders on

February 2, 2017. Key areas for collaboration with the Squamish were discussed at each of these events, and include: the Wilderness Conservation land use designation, parks and trails, protecting shorelines, protecting cultural sites, and the New Brighton dock. The project was put on hold in 2018 and recommenced in 2021.

Current

In 2021, the LTC included forest ecosystem protection into the scope of the review project, which is anticipated to include exploration of forest protection on crown lands and private lands.

The scope of the project includes:

- Amendments to the OCP and LUB 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.

This discussion paper has been prepared for the Working Group and the Gambier Island LTC, to present an overview of existing Gambier Island regulations and policies, provide a comparison of other Local Trust Area's regulations, and present potential regulatory options for proceeding.

3. Gambier Island's Forest Ecosystems

3.1. Heritage and cultural values

Islands Trust Reconciliation Declaration

Islands Trust Council 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.

Islands Trust Council is committed to establishing and maintaining mutually respectful relationships between Indigenous and non-Indigenous peoples. Islands Trust states a commitment to Reconciliation with the understanding that this commitment is a long-term relationship-building and healing process.

Islands Trust Council will strive to create opportunities for knowledge-sharing and understanding as people come together to preserve and protect the special nature of the islands within the Salish Sea. (March 14, 2019, on Gabriola Island, Islands Trust Council adopted the Reconciliation Declaration.)

Squamish, Musqueam and Tsleil-Waututh Nations all hold an important perspective and have a vested interest in the forest ecosystem of Gambier. Their stewardship of the land is deeply ingrained in their culture.

3.2. Natural assets

The Coastal Douglas-fir (CDF) Biogeoclimatic Zone is found nowhere else in Canada. It includes a unique set of ecosystems that occur along the edge of south-east Vancouver Island, across the Gulf Islands, and along the southwest coast of Vancouver Island. The Islands Trust Area is entirely within the CDF zone. There are 16 biogeoclimatic zones in British Columbia — of these, the CDF is the smallest and most at risk.

Coastal Douglas-fir ecosystems are biologically, culturally, and physically important. These forested landscapes maintain our local climates, the sustainability of our freshwater systems, and the biodiversity of our islands. They are home to many endangered plant communities and are ranked as a high priority for preservation, globally and Islands Trust Staff Report 2 provincially. With the majority (68%) of CDF land across the Trust Area privately held, it is the residents and landowners who have the most responsibility and ability to carefully steward the CDF zone. Many special places on the islands are still special because of the care with which islanders take to preserving the land.

4. Policy and Regulatory Framework for Forest Management

4.1. First Nation role

- Declaration on the Rights of Indigenous Peoples Act
 - Article 15.2 - States shall take effective measures, in consultation and cooperation with the indigenous peoples concerned, to combat prejudice and eliminate discrimination and to promote tolerance, understanding and good relations among indigenous peoples and all other segments of society.
 - Section 7 - enables the Province and Indigenous governing bodies to enter into agreements that recognize Indigenous decision-making with the provincial statutory decision-making framework. The intent of these agreements is to provide certainty and stability in statutory decision-making and to recognize and implement Indigenous jurisdiction as part of B.C.'s decision-making process.
- Forest consultation and revenue sharing agreements
 - These agreements help formalize how government to government engagement will take place for different decision types, and recognizes that licensee-led information sharing can be a beneficial form of engagement
 - Of critical importance is the fact that these agreements provide Indigenous communities with a portion of stumpage revenue based on a formula that accounts for the timber harvested from within their territories. Consequently, First Nations communities now receive direct economic benefits from forest operations that take place in their traditional territory.

4.2. Provincial authority over harvesting Crown and private timber

Private Managed Forest Land (PMFL)

The Private Managed Forest Land Program was established in 2003 under the Private Managed Forest Land Act, under which landowners commit to manage their property for long-term forest production,

including meeting legislated objectives for key public environmental values. PMFL is governed by the Private Managed Forest Licence Act and Managed Forest Council. The object of the council is to encourage forest management practices on private managed forest land, taking into account the social, environmental and economic benefits of those practices (s. 5 – Private Managed Forest Land Act)

LTCs are not involved in the inclusion or exclusion of land from the PMFL. If land is classified or declassified as managed forest land, the PMFL Council is to give written notice to the affected local Government. Under Section 21 of the Act, a “local government must not do any of the following in respect of land that is private managed forest land if doing so would have the effect of restricting, directly or indirectly, a forest management activity”:

- a) adopt a bylaw under any enactment;
- b) issue a permit under section 8 (3) (l) of the Community Charter or Division 1 of Part 9 of the Local Government Act; and
- c) issue a permit under Part 14 of the Local Government Act

There are three PMFLs located on Gambier Island (FINAL COPY WILL INCLUDE MAP):

- one on west side of Gambier Island, zoned Forestry
- three separate lots on west side of Port Graves Bay, zoned RR
- one lot on east side of Port Graves Bay, zoned RR

Crown Lands

According to the Forest Act, Crown land is defined as “land, whether or not it is covered by water, or an interest in land, vested in the government”. Crown lands are governed by the Forest Act & Regulations, Forest & Range Practices Act and Regulations and do not fall under the authority of the local municipality, LTC, or First Nation(s). The Crown Forest Management Land Base (CFMLB) consists of provincial Crown land with forest cover that is managed by the Ministry of Forests for timber supply and/or other forest management objectives that impact timber supply within the Sunshine Coast Timber Supply Area (SCTSA), which Gambier Island is located in. The CFMLB excludes:

- Non-provincial lands that are not within the decision land base, such as:
 - Private lands; and
 - Lands under federal jurisdiction
- Provincial lands managed under another Decision Area (non-SCTSA), such as:
 - Pacific TSA lands;
 - community forests (CFs);
 - tree farm licences (TFLs);
 - controlled recreation areas;
 - woodlot licences (WLs);
 - Land Claim Settlement Areas; and,
 - First Nations woodland licences (FNWLs).
- Non-forested and unproductive lands with no impact on forest management objectives

Woodlot Licences

A woodlot licence grants licence holders exclusive rights to manage and harvest Crown timber within the woodlot licence area. Woodlot licences are awarded either through an advertised, competitive application process or a direct award. About 3.5 million cubic metres of timber is currently allocated for small tenures such as community forest agreement and woodlot licences.

The maximum term for a woodlot licence may not exceed 20 years and the maximum amount of Crown land that can be included in a woodlot licence is 800 hectares on the coast (Forest Act s. 45(1)). A woodlot licence management plan is also required.

There are currently two on woodlots on Gambier Island (FINAL COPY WILL INCLUDE MAP)

- Two adjoining woodlots ([WL 2068 and 2069](#)) on the NE side of the Island, zoned Wilderness Conservation – FLNRORD has indicated neither of the licenses are allocated and there are no plans to change their status at this time.
- One on the SW side of the Island (includes Whispering Creek area), zoned Forestry

4.3. Islands Trust/LTC authority & limitations

Land Tenure	Authority – What Islands Trust/LTC can do	Limitations – What Islands Trust/LTC cannot do
Private Managed Forest Lands	<ul style="list-style-type: none"> - include advocacy policies: e.g. encourage retention of old growth forest stands, harvesting not exceed rate of re-growth of trees, sustainable forest management, encourage the Council/land owners to work with the LTC in addressing issues on PMFL and/or include a public review process in development/review of management plans, adopt legislation that allows the LTC to regulate private land forestry. - include subdivision policy and regulations to support long-term viability of forestry use. - include policy and regulation to allow forestry use and limited residential use as allowed in PMFL Act. - include policy and regulation to encourage low impact recreation. 	<ul style="list-style-type: none"> - adopt a bylaw or issue a permit that directly/indirectly restricts forest management activities (e.g. not permit forestry activities).
Woodlot Licences	<ul style="list-style-type: none"> - include advocacy and other policies as above: e.g. request Ministry of Forests to only create new woodlot licences on limited lands (e.g. designated Forestry) and on a site-specific basis. 	<ul style="list-style-type: none"> - Regulations that restrict forestry activities may have no force and effect (may need a legal opinion to clarify assertion of authority)
Other Crown Land	<ul style="list-style-type: none"> - include advocacy and other policies as above. 	<ul style="list-style-type: none"> - Regulations that restrict forestry activities may have no force and effect (may need a legal opinion to clarify assertion of authority)

Private lands (non PMFLs)	<ul style="list-style-type: none"> - See the Coastal Douglas-fir and Associated Ecosystems Protection Toolkit (Link). - enact a Development Permit Area for the purposes of protection of the natural environment. - Include policy and regulation to limit subdivision, cluster development, etc. 	<ul style="list-style-type: none"> - Other than Development Permit Areas, regulate tree cutting.
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5. Guidelines for Forest Ecosystem Protection Strategies

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

Coastal Douglas-fir and associated ecosystems (CDFAE) are found across the landscape. Large areas are set aside for ecosystem protection, forestry and agriculture, while small patches of natural habitat exist in community parks and backyards. The mosaic of protection and stewardship recognizes that this place is home to a diversity of native plants and animals, as well as home to many people. Some areas will be protected and set aside with a primary purpose of supporting ecological integrity; the primary use of other areas may be for economic, recreational or other uses. Stewardship of the CDFAE lands must balance these sometimes competing, sometimes complementary, roles.

The Coastal Douglas Fir & Associated Ecosystems Conservation Strategy ([Link](#)) sets a 30-year vision and goals for the Coastal Douglas-fir Conservation Partnership (CDFCP); with objectives and actions identified until 2025. The intent is to review and update the strategy every 5 years. The strategy indicates that the greatest threats to the integrity of the CDFAE are:

- Land Conversion
- Ecosystem Degradation and Biodiversity Loss
- Loss of Natural Processes
- Species Disturbances
- Invasive Species
- Climate Change; and
- Environmental Contaminants

The CDFCP have set three core goals for working towards a vision of ecological integrity for Coastal Douglas-fir and associated ecosystems (CDFAE). Three strategies reflect the broad approaches the CDFCP will use in achieving these goals.

- Goals
 - CDFAE values (including species and ecosystems at risk), are incorporated into local and regional policy and planning processes, and integrated into nature-based solutions for climate change mitigation and adaptation.
 - **OBJECTIVE 1.1:** Collaborate with governments, First Nations and ENGOs to develop plans, policies, bylaws and incentives that recognize and enhance CDFAE values, and to integrate these values into nature-based solutions for mitigating climate change and climate change risk, with a focus on private and First Nations lands.

- **OBJECTIVE 1.2:** Provide education and outreach support to local governments and First Nations working to incorporate CDFAE values and nature-based climate solutions into their planning processes.
 - **OBJECTIVE 1.3:** Keep up-to-date with mapping and modelling initiatives relevant to the CDFCP area and capitalize on opportunities to share, collaborate and improve/extend decision-support tools.
 - Additional protection and stewardship of CDFAE is secured.
 - **OBJECTIVE 2.1:** Support local governments in establishing local conservation funds.
 - **OBJECTIVE 2.2:** Assist local governments, conservation groups and First Nations in identifying priority areas for securement and stewardship in their jurisdictions.
 - CDFCP capacity to deliver the above goals is enhanced and sustained.
 - **OBJECTIVE 3.1:** Secure adequate and ongoing funding and support for CDFCP staffing and programs.
 - **OBJECTIVE 3.2:** Monitor and report on the status CDFAE and related natural capital assets.
- Strategies
 - Encourage incorporation of science and traditional ecological knowledge into land-use planning, securement and stewardship.
 - Build effective partnerships among conservation groups, government, First Nations, universities and funders.
 - Increase awareness and support for CDFAE conservation and nature-based climate solutions.

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

The Coastal Douglas Fur Conservation Partnership (CDFCP) arose from the recognition of a need for a more strategic and collaborative approach among those involved and interested in conservation efforts in Coastal Douglas-fir ecosystems, and was developed through levels of engagement with governments, non-government conservation organizations, and community to achieve shared conservation goals. The CDFCP promotes shared stewardship and will identify conservation priorities, reduce duplication of effort, share resources and information, and provide support to its participants.

The Quick Guide ([Link](#)) provides a snapshot of the tools available to achieve CDFCP's goals and objectives to conserve coastal Douglas-fur and other ecosystems. Tools include:

- Policy and Development Tools
 - Official Community Plans
 - Development Permit Areas
 - Development Approval Information Areas
 - Land Use Plans
 - Zoning Bylaws
 - Zoning of land
 - Amenity zoning/upzoning
 - Density bonus

- Clustering
 - Density transfer
- Asset Management Plans - Asset management is a systematic business process for making strategic and operational decisions about municipal assets over their entire lifecycle. Since asset management frameworks are an important tool for local government budgeting and priority setting, they can be used to raise the awareness of ecosystem services provided by CDF ecosystems.
- Strategic Plans – Examples include: conservation strategies, watershed plans and urban forest plans.
- Incentives for Landowners – Incentives—such as density bonusing—can help to ‘sweeten the pot’ in discussions with developers. There are also financial incentives for landholders to donate all or part of their land to a land trust, or to place a conservation covenant on their land.
- Land Acquisition and Conservation Funds –In some areas of BC, Regional Conservation Funds have been established to support land acquisition and conservation projects.
- Partnerships with Conservation Organizations – Conservation organizations play a significant role in educating the public about ecosystem values. Many local governments have partnerships with these organizations to fulfill mutual goals.

6. Islands Trust Policy, Initiatives & Plans

6.1. Islands Trust Policy Statement

Trust Council is required under the Islands Trust Act to adopt a policy statement that applies to the entire Trust Area. The Islands Trust Policy Statement could be considered a regulatory tool. It is intended as a general statement of the policies of Trust Council for the purpose of carrying out the object of the Islands Trust, and is the legal mechanism by which Trust Council ensures that LTC bylaws are consistent with those policies. It provides a framework for land use planning in the Trust Area, and is a mechanism for compatibility between plans for the various local areas. All local trust committee bylaws and all official community plans and amendments must comply with the Policy Statement. Prior to adopting a bylaw, an LTC must forward the bylaw and checklist to the Executive Committee (EC) for approval and EC may only approve the bylaw if it is not contrary to or at variance with the Policy Statement.

Section 4.2 of the Islands Trust Policy Statement outlines commitments, directive policies, and recommendations in regards to forests on the islands. The major themes include sustainable forestry and protection of the forests throughout the islands. Recommendations include encouraging the Provincial Government to adopt mechanisms and policies to ensure meaningful community participation, promote sustainable forestry, protect forest ecosystems, and promote preservation (s. 4.2.9 – 4.2.16)

6.2. Strategic Plan 2018 – 2022

Trust Council uses its strategic plan to guide its work. The strategic plan is a policy tool developed as the work program for Trust Council, and by extension, local trust committees, over the course of each political term. The strategic plan represents the political direction to undertake work; it is the organizational tool that can direct staff to develop policy and make recommendations for the protection

of the coastal Douglas-fir zone and its associated ecosystems. If protection of the CDF zone is not identified as a work program item in the Strategic Plan, it will not be resourced and advanced throughout the organization.

Trust council recently amended its Strategic Plan to include a number of forestry related initiatives:

- Establishment of development permit areas for Coastal Douglas-fir ecosystems
- Enforcement of developments via municipal ticketing
- Advocacy to increase community input to the Private Managed Forest Land program
- The development of heritage overlay mapping for cultural heritage sites, which includes discussions with FLNRORD regarding Crown Lands
- Seeking a tree cutting authority under S 8 of the Community Charter, similar to municipal governments in BC

6.3. Islands Trust Conservancy Regional Conservation Plan 2018 – 2027

To protect and restore these endangered species and ecosystems, the Islands Trust Conservancy has prepared a science-based Regional Conservation Plan that sets out strategies for the next ten years (2018-2027). The goals of the conservation plan include:

- Goal 1: Science-Based Conservation Planning;
- Goal 2: Collaboration with First Nations;
- Goal 3: Protection of Core Conservation Areas;
- Goal 4: A Strong Voice for Nature Conservation;

Because of limited resources, the Islands Trust Conservancy must conduct programs, including its outreach and fundraising, strategically. Based on the information available regarding ecosystem values, threats and current levels of conservation, the Islands Trust Conservancy will focus its outreach programs primarily on the Lasqueti Island, Salt Spring Island and Thetis Island local trust areas with a secondary focus on the Gabriola Island, Galiano Island and Gambier Island local trust areas.

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

This toolkit proposes that Islands Trust can better use its legislative scope to improve protection for the CDF zone. In doing so, Islands Trust policy development should be guided by the following objectives when advancing Coastal Douglas-fir protection throughout the Islands Trust Area:

- maintain contiguous forest cover;
- protect and Restore Functioning Ecosystems;
- protect watershed ecology;
- honour Coast Salish cultural heritage

These objectives will offer foundational direction for Islands Trust to consider in protecting its Coastal Douglas-fir forests. From the regional Trust Council (TC) and Islands Trust Conservancy (ITC), to local trust committees (LTCs) and community level actions, the Islands Trust has many tools to use in preserving and protecting the Coastal Douglas-fir zone across the Trust Area.

6.5. Trust Wide Stewardship Education & Advocacy

At the Islands Trust, advocacy is the act of influencing and seeking cooperation with other agencies and decision-makers. A number of advocacy efforts respecting forest ecosystem protection have been undertaken (<https://islandstrust.bc.ca/whats-happening/advocacy-letters/>) including:

- Asking the Province to change the Private Managed Forest Land Act (PMFL) to allow Local Trust Committees to regulate, but not prohibit, forest activities on PMFL lands.
- Asking the Province to enhance Trust's jurisdiction over tree cutting to make its jurisdiction equal to that of municipalities.
- Asking the Province to work with Islands Trust to update agreements about provincially managed lands.

7. Local Trust Committee Policies, Regulation & Stewardship Education

7.1. Gambier Island Official Community Plan, Bylaw No. 73, 2001

The Gambier Island OCP has several policies that are relevant to Forestry. Forestry uses are permitted in two land use designations: Rural Residential and Resource Lands.

Policy 4.21 states that the principle permitted use of Rural Residential should be single family residential. However, agricultural and forestry uses may also be permitted subject to compliance with the minimum parcel area requirements as specified in the zoning regulations.

Advocacy Policy 6.17 states that Crown land areas of particular importance for park and conservation purposes may be protected as park for such purposes. Included in this list is i) all areas of old growth forest.

Section 7 of the OCP lays out policies and objectives in regards to Resource Lands. Uses included in Resource Lands are as follows:

- Agriculture;
- Forestry;
- Wilderness Conservation; and
- Marine and Foreshore Areas.

Forestry has its own specific objectives within the Resource Lands section:

- Objective 7.7 - to retain large contiguous areas of forested land;
- Objective 7.8 - to support forestry practices which are compatible with and complementary to the values of conservation and sustainability;
- Objective 7.9 to support limited small-scale timber production while retaining the environmental and recreational values of forested land;
- Objective 7.10 to encourage the use of forested land for recreation, wildlife habitat, biological diversity and cultural resource uses;
- Objective 7.11 to support access by area residents to the Gambier Island's crown land timber supply for community forest or woodlot purposes.

Advocacy Policy 7.8 is particularly important since the majority of the Forestry lands are located on Crown Land. This indicates that there is a jurisdictional component, since the lands are owned by the Province of British Columbia and not Gambier Island. The policy states:

While crown land in the Gambier Island Planning Area is recognized to be within the Sunshine Coast Timber Supply Area, the Ministry of Sustainable Resource Management is requested to examine means to remove Gambier Island from any annual allowable cut through the Land and Resource Management Plan process and provide that no licensing process for timber harvesting is provided, other than through woodlot tenures or a community forest. If Gambier Island cannot be removed from any annual allowable cut the Ministry of Forests is requested to treat Gambier Island as a sustainable forest management unit through the Forest Development Plan and allow only sustainable harvesting of trees through its licensing procedures and insure that such harvesting should not exceed the rate of re-growth of trees on Gambier Island.

Policies 7.9 through 7.20 provide direction on how Forestry Land use objectives are to be met/exceeded. The section also provides other advocacy policies (7.21- 7.24).

One of the primary goals of the OCP, when it comes to forestry, is to retain as much of the existing forested land on Gambier Island and mitigate loss through policies and objectives. However, because the majority of the forested land on the Island is Crown land, it makes it very difficult for the LTC since they do not have authority over much of the forested land on the Island. Through the Gambier OCP, the LTC and Islands Trust have advocated for the Province to take a conservation approach on Gambier Island to prevent unnecessary harm to the forests and associated ecosystems and species.

7.2. Gambier Island Land Use Bylaw

The Gambier Island Land Use Bylaw (LUB) has several policies that are relevant to Forestry. The bylaw defines *Forestry* as being “all activities related to the development and care of forests, including harvesting of timber, seedling and tree nurseries, and including the regulated processing of timber harvested on the same lot”. The use of private managed forest land for a forest management activity related to or carried out for the production and harvesting of forest resources is permitted in all zones. This use is also exempted from obtaining a development permit for DPA #1. The following zones reference forestry uses:

Rural Residential (RR) Zone - The purpose of the RR zone is to provide regulations for the development of low density single family residential areas and agriculture and forestry on larger lots. Forestry is listed as one of the permitted uses for this zone. Buildings and structures accessory to agriculture use and forestry use are also permitted. The RR zone permits single family residential use on all RR zoned land; however, depending on the size of the parcel, an associated secondary dwelling is permitted in the case the parcel is 0.4 ha or greater unless the parcel complies to 3.14(1)(c), which states:

In those instances where the lot is less than 0.4 hectare in area and a dwelling unit with an occupancy permit from the Sunshine Coast Regional District issued prior to November 15, 1996 has been constructed on the lot, an associated secondary dwelling with a maximum floor area of 60 square metres shall be permitted.

Forest (F) Zone - The purpose of the F Zone is to provide regulations to support small-scale forestry such as community forestry and woodlot use, and coastal log storage and handling use in the marine area adjacent to upland Forest zoned lots. Forestry is listed as one of the permitted uses for this zone. Accessory uses to forestry are also permitted. The FF zone also permits one single family residential dwelling with buildings and structures accessory to the permitted uses with the maximum total lot coverage of all buildings and structures being 5%.

Commented [AF1]: Future iteration of this draft will include the difference between “forestry” use in RR zone and forestry type uses in the SR zone..

The Gambier Island LUB does not have extensive policies in regards to forestry, nor does it specify the extent to which land can be forested. It does, however, regulate how much land can be developed on parcels where the zones permit forestry uses.

7.3. Gambier Local Trust Committee Stewardship Education & Advocacy

7.4. Other Local Trust Area work

- Riparian Areas Protection
 - The purpose of the provincial Riparian Areas Protection Regulation (RAPR) (formerly known as Riparian Areas Regulation (RAR)) is to provide protection for riparian areas from development that would damage fish habitat. Riparian areas broadly refer to streams, lakes, and wetlands, but, the main focus of this initiative is on watercourses that support fish habitat. Enacted in 2004, the RAPR requires local governments in the province to adopt bylaws to control development within 30 metres of streams that support fish habitat.
- Keats Island Shoreline Protection
 - This project has now entered Phase 3 which includes the establishment of a Shoreline Development Permit Area (DPA) for the purposes of protecting the natural environment, its ecosystems and biological diversity, and protecting development from hazardous conditions. Included in this phase are potential land use bylaw amendments to restrict the size and type of identified marine structures.

8. Options for Forest Ecosystem Protection Strategies

8.1. Development Permit Area

Considerations: Contemplate creating DPAs to protect the Gambier Island Forests and associated ecosystems within jurisdiction.

Pros: Allows Islands Trust to control land uses in specific areas. Additionally, introduces more additional robust layers of justification that an applicant must provide to ensure mitigation measures are in place and there are no adverse effects on the forests or associated ecosystems.

Cons: Not an Island wide policy and typically just small areas of land. Additionally, DPAs are only applicable to land in Islands Trust jurisdiction.

8.2. Enhancing Policy and/or Land Use Bylaw Regulations

Considerations: Review OCP and LUB for strong language that prioritizes protection of Gambier Island forests in land use planning within jurisdiction.

Pros: Allows Islands Trust to have authority over what land uses are/are not allowed on a higher level OCP level and site by site LUB level.

Cons: At the OCP level, policies can cover a wider area meaning that Islands Trust can control how land is used at a higher level. However, at the LUB level, the policies are on a site by site basis and single zones typically do not cover large areas. Additionally, as is the case with DPAs, OCP and LUB policies are only applicable to land in Islands Trust jurisdiction.

8.3. Stewardship Education, Advocacy, Partnerships

Considerations: Strengthen engagement with the Provincial and Federal Governments to find opportunities for protection of the Gambier Island Forests.

Pros: Potential to have the greatest positive impact on forestry protection on the Island since the majority of the forested land on Gambier is Crown land. An example of a strong advocacy role that produced results was the 2018 Ministerial Order that has protected the CDF zone on Crown Lands across the Trust Area.

Cons: There are no notable cons to Islands Trust being in stewardship education, advocacy, and partnership roles.

9. Conclusion

Forestry on Gambier Island is an important issue in which the Province, LTC, First Nations, and public all have an interest in. The health and sustainability of these forests and associated ecosystems/species is of utmost importance. The biggest threat to the Island's forests are fragmentation through logging/forestry and development.

Islands Trust has some tools available to achieve protection of forests and ecosystems, however, because the lands aren't squarely within Islands Trust jurisdiction they do not have authority to make any policy decisions. The majority of the forest lands on Gambier Island are Provincial Crown lands and thus Provincial authority. Islands Trust bodies can mitigate this by collaborating with the Provincial Government and advocate for sustainable forestry and protection of the forests and associated ecosystems. This would help to achieve the goal of ensuring policy development that achieves Trust Council goals and objectives by undertaking the following:

- Contemplate creating DPAs to protect the Gambier Island Forests and associated ecosystems within jurisdiction.
- Review OCP and LUB for strong language that prioritizes protection of Gambier Island forests in land use planning within jurisdiction.
- Strengthen engagement with the Provincial and Federal Governments to find opportunities for protection of the Gambier Island Forests.

10. Appendix 1 – Islands Trust Policy Statement Policies

11. Appendix 2 – Gambier Island OCP Policies

12. Appendix 3 – Gambier Island LUB Regulations

13. Appendix 4 – etc.

Commented [AF2]: Will be added later

Insert Map that shows provincial, private and municipal lands.

Commented [AF3]: Provincial (grey), Private (yellow), and Municipal (Pink)

Commented [AF4R3]: I had reached out to FLNRO a couple times to ask about the mapping re: reserve lands. They have yet to get back to me about it. Our mapping does not identify FN reserve land on Gambier.

DRAFT