



# STAFF REPORT

File No.: 6500 SS OCP Amendment  
Related File No.: 6500 Housing Action Program

DATE OF MEETING: May 18, 2023  
TO: Salt Spring Island Local Trust Committee  
FROM: Louisa Garbo, Island Planner  
Salt Spring Island Team  
COPY: Chris Hutton, Regional Planning Manager  
Salt Spring Island Team  
SUBJECT: Preliminary Project Charter for Salt Spring OCP-LUB Amendment Project

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## RECOMMENDATION

- 1. That the Salt Spring Island Local Trust Committee requests staff to revise the draft Project Charter for the OCP-LUB Amendment Project, per LTC direction.**
- 2. That the Salt Spring Island Local Trust Committee forward the draft Project Charter to the 13 First Nations with territorial interests in the Salt Spring Island Local Trust Area under co-signature of the Trust Council Chair and Salt Spring Island Local Trust Committee Chairperson to initiate dialogue and preliminary engagement preferences.**
- 3. That the Salt Spring Island Local Trust Committee directs staff to draft a preliminary public consultation/engagement plan for the OCP-LUB Amendment Project.**

## REPORT SUMMARY

This report seeks input and direction from the Salt Spring Island Local Trust Committee (LTC) on the Salt Spring Island OCP-LUB Amendment LTC Project. Specifically, staff seeks SS LTC direction on the scope as proposed in the draft Project Charter, and to proceed with early engagement planning work for the project.

## BACKGROUND

The SS OCP is a bylaw encompassing objectives and policies that serve as a development blueprint guiding existing and future development in Salt Spring Island. Under the *Local Government Act* Section 471 (1), an official community plan is a statement of objectives and policies to guide decisions on planning and land use management within the area covered by an OCP, respecting the purposes of local government to shape the sustainability of the community’s economy, growth and land use development.

In March 2023, the Trust Council adopted the budget proposed in the business case for the amendment to the SS OCP. The approved budget enables staff to conduct a Request for Proposal process for a consulting service to plan and facilitate the public engagement process. Given the need to conduct a robust and meaningful public outreach and First Nations engagement process, the amendment process, as indicated in the draft Project Charter is anticipated to be in two phases.

## ANALYSIS

## Issues and Opportunities

The need to update the SS OCP was identified as a priority in response to policy, social and technological change and to address community challenges, including consideration for support for more diverse options for housing in the plan area (e.g., accessory dwelling units), and better planning for growth. The Protection of Coastal Douglas Fir LTC Project has reached the policy development stage that would require an amendment to the SS OCP to consolidate the policy research and public outreach efforts. The OCP amendment will also bring the drafting of the Ganges Village Area Plan project together that will require a subsequent OCP amendment. The OCP must also be amended with the support of, and to improve relations with, the 13 First Nations governments on whose traditional and treaty territory the OCP exists.

The SS OCP is a sound, well-drafted document, in general, and has served the Salt Spring Island community well over the past 15 years. There has been no full review of the SS OCP since its adoption in 2008; the last policy amendment was an update regarding industrial lands per Bylaw No. 488, 2020. Reconsideration is required to address contemporary community challenges, including housing, climate change, environmental protection, First Nations reconciliation, and infrastructure and servicing. The objectives of the SS OCP amendments include the following:

- Develop, amend, or delete outdated policies as they relate to housing to promote and support more housing options for the community workforce and various income and social groups, including, but not limited to, accessory dwelling units, diversifying and retrofitting housing forms, and accommodation of purpose-built affordable housing.
- Review policies related to meeting housing needs, including natural hazards, environmental protection, archaeological heritage policies, infrastructure, and services.
- Development of policies is informed by existing and ongoing projects, including the Ganges Village Area Plan and the Protection of Coastal Douglas Fir projects.

## Outreach/Engagement

### First Nations

The amendment to the SS OCP process is not only governed by Part 14 of the Local Government Act, but the process is also governed by the Islands Trust Policy Statement and the First Nations Engagement Principles. As a first step, staff propose that the SS LTC and project staff invite each of the 13 First Nations to engage in dialog to discuss the scope of the OCP, and how each First Nation can be engaged to the satisfaction of each party, recognizing the constraints of time and budget and the important matters for all parties.

### Public Engagement:

As a long-term vision for the community, it is imperative that the OCP is supportable across the community in order to be perceived as meaningful to residents. The project charter proposes to integrate public engagement throughout the project delivery process that seeks necessary input to advance the project quickly, while being responsive to community input.

### OCP PROCESS:

The draft SS OCP process is illustrated in Attachment 1, in the Work Plan Overview. The dates are subject to change and timing of each task is based on a high-level understanding of delivery expectations. Upon revision, based on direction obtained, this timeline is likely to change.

## ALTERNATIVES

### 1. Request further information

The SS LTC may request further information prior to making a decision. Staff advises that the implications of this alternative will be a delay in starting the public engagement and early conversation with First Nations process. If selecting this alternative, the LTC should be advised to describe the specific information needed and the rationale for this request. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee requests that staff returns with additional information to include:*

*Item: [1, 2, ...]*

### 2. Hold the proposed project in abeyance

The SS LTC may choose to hold the amendment to the SS OCP project in abeyance. Staff advises that the implications of this alternative will be a delay in the project, and depending on how long the project is being put on hold, SS LTC may lose the project funding as approved by Trust Council. If selecting this alternative, the SS LTC should be advised to describe the specific information needed and the rationale for this request. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee requests that staff to hold the amendment to the "Salt Spring Island Local Trust Committee Official Community Plan Bylaw No. 434, 2008" project in abeyance pending completion of the following:*

*Item: [1, 2, ...]*

## NEXT STEP

- Submit revised Project Charter based on SS LTC input and forward to First Nations for early dialo.
- Return revised Project Charter for SS LTC's consideration.
- Develop draft Public Engagement framework and Engagement Plan for SS LTC to consider.

Submitted By:	Louisa Garbo, Island Planner	May 8, 2023
Concurrence:	Chris Hutton, Regional Planning Manager	May 11, 2023

## ATTACHMENTS

Attachment 1 – Draft Project Charter for the Amendment to SS OCP Project

## Amendment to SS OCP-LUB Project Charter

Salt Spring Island Local Trust Committee

Approval Date: XXX XX, 2023

### **Purpose:**

To conduct a major amendment to the Salt Spring Island Official Community Plan (SS OCP) to policies as they relate to forest protection, affordable housing, climate change, First Nations reconciliation, infrastructure servicing, and the amendment to Salt Spring Island Land Use Bylaw (SS LUB) to implement the associated OCP policies.

### **Background:**

An Official Community Plan is a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government. There has been no comprehensive review of the SS OCP since its adoption in 2008; the current document no longer reflects current policy issues, particularly:

- Adapting to the impacts of climate change
- Reconciling and building inter-governmental relationships with First Nations
- Aligning Growth with infrastructure servicing
- Allowing for affordable and available housing to meet workforce needs and support vulnerable populations.

This project is proposed to bring the governing document up-to-date, and complete the final stage of the two local projects (the Protection of Coastal Douglas-fir Zones and Associated Ecosystems and the Housing Action Program), and to bring the Ganges Village Planning together that require an OCP amendment. Issues to be addressed include:

- Housing
- Potable water availability
- Storm-water and sewer servicing
- Active transportation infrastructure
- Innovative site and building design
- Archaeological significance

The project will include a robust engagement planning and execution process, based on IAP2 planning principles, with early and ongoing engagement with:

- Salt Spring Island residents, including First Nations members living off-reserve, local businesses, community groups, and local organizations
- adjacent and overlapping governments, including the 13 First Nations governments whose traditional and treaty territory and title intersects with the OCP, applicable ministries of the Province of British Columbia, regional districts, the Islands Trust Conservancy, and local trust areas.

### **Objectives**

- Develop or amend policies as they relate to housing to promote and support housing options, including accessory dwelling units, housing for the local workforce and various income and social levels.
- Review relevant policies that will be impacted by the housing policies, including policies on climate change,

### **In Scope**

#### **Phase I**

- Early conversation and on-going collaboration with First Nations to implement Islands Trust First Nations Engagement Principles.
- Preliminary consultation and on-going engagement with the Capital Regional District, the Agricultural Land Commission and School District #64, Salt Spring Island Fire Protection District, Salt Spring Island Arts Council, Salt Spring Community Services, BC Housing, CRD Housing, the Chamber of Commerce and the Ministry of Transportation and Infrastructure, and various community groups

### **Out of Scope**

- Specific regulatory tools on combating climate change
- Specific transportation studies and measures
- Specific economic development studies or strategies
- Specific ecosystem analysis as it relates to environmental regulations

<p>First Nations Reconciliation, protection of First Nations archaeological heritage, forest protection, and infrastructure servicing.</p> <ul style="list-style-type: none"> <li>• Develop policies based on works completed on the CDF project</li> <li>• Update Ganges Village policies based on the Ganges Village area plan project</li> <li>• Update the LUB to reflect changes in the OCP</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and execute a public engagement plan consistent with the IPA2 <a href="#">Core Values</a> and <a href="#">Code of Ethics</a>.</li> <li>• Launch public engagement activities upon LTC’s approval of public engagement plan</li> <li>• Gather background resources and obtain available baseline data to inform policy development</li> <li>• Review OCP and LUB for gaps and changes</li> <li>• Update and develop relevant policies on climate change, First Nations Reconciliation, protection of First Nations heritage, forest protection, infrastructure servicing as they relate to housing options</li> <li>• Identify possible immediate LUB amendments</li> </ul> <p><b>Phase II</b></p> <ul style="list-style-type: none"> <li>• Draft OCP policies and objectives</li> <li>• Draft associated LUB regulations</li> <li>• Community Information meetings/open houses</li> <li>• Formal referrals to agencies and First Nations</li> <li>• Refine draft OCP and LUB amendments based on community and referral input</li> <li>• Prepare for the Public Hearing processes</li> </ul>	
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**Work Plan Overview**

Phase I (note that the several steps will likely be processed concurrently)	Date
Approval of draft Project Charter	Summer 2023
Research and analysis	Spring/Summer 2023
Draft engagement plan	Summer 2023
Draft RFP	Summer 2023
Procurement process	Late Summer 2023
Selection of consulting team	Late Summer 2023
Consultant finalize engagement plan	Late Summer 2023
Implementation of the Public Engagement Plan (interviews, meetings, survey, website/social media, potentially forming working group)	Late Summer 2023
On-going coordination with agencies/community groups	Summer/Fall 2023
Phase II Draft Amendments	Date
Draft OCP policies and potential associated amendments to LUB (under a separate process)	Winter 2023
First Reading of OCP, referrals of draft OCP	Spring 2024
Outreach/Community Information Meeting on revised draft amendment	Summer 2024
LTC meetings/public hearing	Fall 2024
Report to LTC – request for 3 <sup>rd</sup> reading/forward to Executive Committee/forward to Ministry of draft OCP	Winter 2024
Request for 4 <sup>th</sup> reading/adoption of final draft OCP	Winter 2024

Draft amendment relevant sections in SS LUB

Spring 2024

Project Team	
Louisa Garbo, Island Planner	Project Manager
Salt Spring Island Office Staff	Local technical and administrative support
IT	Mapping/technical Support
Senior Intergovernmental Policy Advisor	First Nations Engagement Support
Office Administrative Assistant	Administrative Support
<b>RPM Approval:</b>	<b>LTC Endorsement:</b>
<b>Date:</b>	<b>Resolution #:</b>
	<b>Date:</b>

Budget		
Budget Sources (Phase I - 2023/2024)		
Early and ongoing consultation with 13 First Nations with territorial interests on SSI	Approximately 8 months	\$26,000 (from Ganges planning budget)
Technical analysis with university and agencies	Approximately 6 months	\$100,000 (grants)
Consulting contract for public engagement	Spring 2023 for six months	\$90,000 – consulting contract
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications, facilities rental, technology support, facility rental, and open houses material	Over the course of 2023	\$6,000
	<b>Total</b>	<b>\$222,000</b>
Budget Sources (Phase II – 2024-2025)		
Consultation with 13 First Nations on draft OCP		\$26,000
Consulting contract for public engagement on draft OCP	Summer 2024 for six months	\$50,000 –
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications, facilities rental, technology support, facility rental, and open houses material	Over the course of 2024	\$6,000
	<b>Total</b>	<b>\$82,000</b>

FOR DISCUSSION