

DATE OF MEETING: September 14, 2023
TO: Salt Spring Island Local Trust Committee
FROM: Chris Hutton, Regional Planning Manager
Salt Spring Island Team
SUBJECT: Business Cases for Salt Spring Island Local Trust Committee Projects

RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee requests the business case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan and the Salt Spring Island Local Trust Committee Land Use Bylaw as shown in Attachment 1 to be considered by the Islands Trust Finance Committee for inclusion in the 2024-2025 Islands Trust budget.
2. That the Salt Spring Island Local Trust Committee requests the business Case for the Ganges (Shiya’hwt/SYOW T) Village Area Plan as shown in Attachment 2 to be considered by the Islands Trust Finance Committee for inclusion in the 2024-2025 Islands Trust budget.

REPORT SUMMARY

This report discusses two underspent project budgets from the 2023/2024 fiscal year (FY24) proposed to be carried over to the 2024/2025 budget cycle. Since the budget policy does not allow any unspent funds to be automatically “carried over” to the next fiscal cycle, a new request (in the same amount that was approved minus the amount projected to be expended by the end of FY24) to the Islands Trust Finance Committee for the 2024-2025 (FY25) budget consideration is required from the Salt Spring Island Local Trust Committee (LTC). The two projects include:

- A major amendment to Salt Spring Island Local Trust Committee Official Community Plan (OCP) and the Salt Spring Island Local Trust Committee Land Use Bylaw (LUB) for a total budget of \$96,000.
- Ganges (Shiya’hwt/SYOW T) Village Area Plan for \$86,500.

BACKGROUND

At their meeting on August 9, 2022, the LTC passed the following resolutions to request staff to forward the business case for the major amendment to the OCP and review of the LUB for consideration of inclusion in the 2023-2024 Islands Trust budget. The LTC also requested that the business case for the Ganges (Shiya’hwt/SYOW T) Village Area Plan be sent to the Islands Trust Financial Planning Committee (FPC) for inclusion in the 2023-2024 Islands Trust budget.

SS-2022-119

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee amend the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan shown in Appendix 1 of the staff report dated August 9, 2022 by increasing the projected budget by

\$100,000 to include technical analysis and collaboration, and include the review of the Salt Spring Island Local Trust Committee Land Use Bylaw in the title of the project.

CARRIED

SS-2022-120

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee endorse the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan and Land Use Bylaw shown in Appendix 1 of the staff report dated August 9, 2022 as amended and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.

CARRIED

SS-2022-121

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee endorse the Business Case for the Ganges (Shiya’hwt/SYOW T) Village Area Plan shown in Appendix 2 of the staff report dated August 9, 2022 and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.

CARRIED

DISCUSSION

OCP-LUB Project

This funding is intended to support a project to update the OCP and the LUB and the project’s associated activities, including early and ongoing consultation with 13 First Nations that have territorial interests in Salt Spring Island, external consultants to conduct technical analysis and a public engagement, and assist in drafting of the OCP amendment. The initiative to amend the OCP and the LUB was a deliverable of the approved project charter established for the Housing Action Program. The OCP-LUB Project is a crucial step in the implementation of the Housing Action Program. Additionally, as part of the Protection of Coastal Douglas-fir Zones and Associated Ecosystems (CDF) projects, there is a need to review sections of the OCP and LUB in consideration of potential environmental and safety risks associated with the management of this resource.

Ganges (Shiya’hwt/SYOW T) Village Area Plan

This business case was advanced to fund the drafting of the Ganges (Shiya’hwt/SYOW T) Village Area Plan. In 2020, the SSI LTC passed the resolutions adopting the project charter, budget, and engagement plan for the Ganges Village Planning Project. Since then, a Ganges Village Planning Task Force was formed to meet twice a month to explore issues, policies, and visions and offer recommendations to the SS LTC. A consulting team was retained to conduct a robust public engagement program, working collaboratively with the Task Force. The consulting team also facilitated a two-day workshop with the Task Force and a community design idea workshop. A comprehensive report summarizing the public engagement program by the consulting team is available on the [project webpage](#). This budget request was for the final stage of the Ganges (Shiya’hwt/SYOW T) Village planning process to draft the Ganges (Shiya’hwt/SYOW T) Village Area Plan. The requested funding was \$86,500, and the Islands Trust Finance Committee approved the total amount requested.

Analysis

Why the budget unspent

The business case approved by LTC for the OCP-LUB Project requested \$227,000. Of that, \$96,000 was awarded in FY24. Along with several staffing changes, the remainder of the FY24 budget process contained a number of revisions to the timelines and approaches to the 2023/2024 LTC work program.

As work began on a draft project charter for the OCP-LUB project, LTC acknowledged that pursuing additional funding to conduct necessary data collection and analysis to support policy decisions created high demand on staff resources; LTC also determined additional, comprehensive, meaningful consultations and relationship building with First Nations should occur before finalizing the project charter. The LTC expressed the same sentiment with the Ganges (Shiya’hwt/SYOW T) Village Area Plan. To facilitate this, LTC agreed to pause certain aspects of these projects, per the resolution below.

SS-2023-61

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee hold the Ganges Village Area Plan project in abeyance to allow the OCP/LUB project to evaluate and consider Village Containment Boundaries to manage growth and settlement patters.

CARRIED

The LTC also requested staff, by the resolutions below, to compete for the Complete Community Grant administered by the Union of BC Municipalities (UBCM) to seek additional funding to conduct comprehensive data collection and geospatial mapping and analysis. The objective of the grant is to provide support for communities to develop evidence-based analysis to build a complete community, such as data collection and analysis, and geospatial mapping to inform policy development and the decision-making process. While this grant cannot be used directly to fund the OCP-LUB Project, the information from this grant will immeasurably inform engagement and policy development for the OCP-LUB and Ganges (Shiya’hwt/SYOW T) Village Projects, meaning that the original budget funding is anticipated to be adequate to execute these projects.

SS-2023-47 It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee authorize staff to submit an application for ‘Complete Communities’ funding from the 2023/2024 ‘Complete Communities’ funding program.

CARRIED

In Spring 2023, the Government of Canada released details of its \$4 billion federal Housing Accelerator Fund program to encourage initiatives that help increase housing supply and promote the development of affordable, inclusive, diverse communities that are low carbon and climate resilient. The funding distribution is through a grant competition process administered by the Canada Mortgage and Housing Corporation (CMHC). The LTC requested staff, per the resolutions below, to develop a Housing Action Plan with the required minimum of seven initiatives to compete for the grant. The Housing Action Plan developed in support of this grant includes the OCP-LUB Project funding. This grant also allows parallel funding from another source to support the effort to increase the housing supply. This is a highly competitive grant and given Salt Spring Island’s population, it is competing for funding against every other land use authority with a population of great than 10,000 across the country. This budget request should be considered in the event of the grant not being awarded.

SS-2023-59

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee request staff to begin work on a Housing Action Plan in alignment with the OCP/LUB project that includes:

- To build buy in with service providers and other levels of government;
- Engaging with affordable housing providers on Salt Spring Island;
- Incorporating recommendations of the Housing Action Program Task Force;
- Incorporating Work Force Housing provisions.

CARRIED

SS-2023-60

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee allocate OCP/ LUB project funding and request staff to develop in coordination with a qualified Indigenous relations professional to support early dialogue and relationship development, to initiate dialogue, identify preliminary engagement preferences and develop an Indigenous relations approach for the LTC Projects and Housing Accelerator Fund at the staff to staff and leadership to leadership level.

CARRIED

Both grants required substantial time and staff resources to complete and have been submitted in early August for consideration. The results for the grants are expected to be released in late August to September of this year. Due to the budget schedules, business cases for these projects should be endorsed by the SS LTC before September to ensure the previously-committed unspent funds for the two projects are secured. Should Salt Spring Island be awarded any grants, further budget adjustment and updates will be provided to the LTC and the FPC.

Rationale for Recommendation

Unspent LTC Project funds automatically return to reserve at the end of each fiscal year. In order to continue a project, a new business case is required. It is Islands Trust practice that, where an LTC wishes to continue or complete the project, a business case for the amount of the original budget minus the amount spent, or expected to be spent by the end of the Fiscal Year, should be submitted for consideration. Staff recommends that the SS LTC endorse the two business cases and request funds amounting to the approved amount from last year, minus the amount forecast to be expended by the end of the 2023/2024 fiscal year, for the Islands Trust Finance Committee to include in the 2024/2025 budget.

ALTERNATIVES

1. Not pursue any LTC projects at this time.

The LTC may choose to not continue with either or both projects at this time. In this case, work on the projects would cease and no projects would be proposed for FY25. If LTC wishes to choose this option, the recommended wording is provided below:

That the Salt Spring Island Local Trust Committee direct staff to withdraw from the CMHC Housing Accelerator Fund competition and close the OCP-LUB Amendment and Ganges (Shiya’hwt/SYOW T) Village planning projects:

NEXT STEPS

Upon SS LTC’s adoption of the recommended resolutions, submit the two business cases to the Planning Director to forward to the Islands Trust Executive Finance Committee for their consideration.

Submitted By:	Chris Hutton, Regional Planning Manager	September 6, 2023
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ATTACHMENTS

- Attachment 1 2024-2025 Business Case for SS OCP/SS LUB
- Attachment 2 2024-2025 Business Case for Ganges Village Area Plan
- Attachment 3 2023-2024 Business Case for SS OCP/SS LUB
- Attachment 4 2023-2024 Business Case for Ganges Village Area Plan



Islands Trust

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

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

TO BE COMPLETED BY INITIATOR

<p>Requested by (Committee or Operational Unit):</p> <p>Salt Spring Local Trust Committee (SS LTC)</p>	<p>Budget Source (select all that apply):</p> <p><input type="checkbox"/> Specific Project Funding (select all that apply)</p> <p style="padding-left: 20px;"><input checked="" type="checkbox"/> Third Party Contractors</p> <p style="padding-left: 20px;"><input type="checkbox"/> Staff Travel Expense</p> <p style="padding-left: 20px;"><input type="checkbox"/> Staff Overtime Expense</p> <p style="padding-left: 20px;"><input type="checkbox"/> New Staff Member – Temporary for project</p> <p style="padding-left: 20px;"><input type="checkbox"/> Computer Hardware/Software</p> <p><input type="checkbox"/> Furniture & Equipment</p> <p><input type="checkbox"/> Computer Hardware/Software/Supplies</p> <p><input type="checkbox"/> New Staff Resources (see Staff Costing Tool)</p> <p style="padding-left: 20px;"><input type="checkbox"/> Permanent</p> <p style="padding-left: 20px;"><input type="checkbox"/> Temporary</p> <p style="padding-left: 40px;">Temp Duration: _____</p> <p><input type="checkbox"/> Other – please describe: _____</p>
<p>Department:</p> <p>Local Planning Services</p>	
<p>Name of Request:</p> <p>Major amendment to SS OCP and SS LUB</p>	
<p>\$ Value of Request (indicate by fiscal year and total if project is multi-year):</p> <p>\$96,000</p>	
<p>Date of Submission to Finance: TBD, 2023</p>	<p>Funding Required for (date range): April 1 2024-March 31, 2025, \$96,000 April 1 2025-March 31, 2026, \$20,000</p>

TIE TO ISLANDS TRUST GUIDING DOCUMENTS: (Indicate how the proposed project/activity/work ties to Trust Council’s strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust’s object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.)

Addresses numerous Strategic Plan Goals and Objectives including: fostering preservation and protection of the Trust Area’s ecosystems, sustaining island character and healthy communities, and effective, efficient and collaborative governance.

Implement project under the SS LTC work program per SS LTC’s request. The Business case for the SS OCP/SS LUB project was approved for the FY24 per the SS LTC resolution below:

SS-2022-119

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee amend the Business Case for the major amendment to the Salt Spring Island Local Trust Committee Official Community Plan shown in Appendix 1 of the staff report dated August 9, 2022 by

increasing the projected budget by \$100,000 to include technical analysis and collaboration, and include the review of the Salt Spring Island Local Trust Committee Land Use Bylaw in the title of the project.

CARRIED

ISSUE/OPPORTUNITY: *(What issue are you trying to resolve with this initiative, or what opportunity has been identified that would benefit Islands Trust by undertaking this initiative? What are the future needs? What organizational objectives are being addressed? Include background information that decision makers will need to properly assess this request.)*

This business case involves the underspent project budgets for the 2023/2024 fiscal year (FY24) that was approved by the Islands Trust Finance Committee to be carried over to the 2024/2025 budget cycle. Since the budget policy does not allow any unspent funds to be automatically “carried over” to the next fiscal cycle, a new request, in the same amount that was approved minus the amount projected to be expended by the end of FY24, to the Islands Trust Finance Committee for the 2024-2025 (FY25) budget consideration is required. The staff report requesting the SS LTC to endorse the request to submit the business case can be found [here](#).

This business case involves funding support for a major amendment to the (SS OCP) and the (SS LUB), and the associated actions to inform policy development, such as early and ongoing consultation with 13 First Nations that have territorial interests in SSI, conduct of a robust public engagement process, and preparation of a comprehensive draft of the SS OCP amendment. The major amendment to SS OCP is also the final stage for the Protection of Coastal Douglas-fir Zones and Associated Ecosystems (CDF) and the Housing Action Program (HAP). The SS LUB will be updated to reflect changes in the SS OCP. Both projects were originally approved by Islands Trust in 2023/24 Fiscal Year.

Protection of Coastal Douglas-fir Zones and Associated Ecosystems:

The CDF’s objectives, as indicated in the Project Charter, aims to develop an educational toolkit on the protection of CDF and to complete a wildfire protection study to inform policy development. The next step, the final stage, involves the amendment to the SS OCP on relevant policies and establishing a new development permit area that supports fire mitigation and protection of the CDF ecosystem.

Housing Action Program:

In late 2022, the Housing Action Program Task Force provided SS LTC with a summary of recommendations to the SS LTC, which included increase interagency collaboration and advocacy for affordable housing, support gentle and moderate density in appropriate areas, enable alternative housing types, reduce environmental impact through home plate, ecovillage, and flexible zoning, consider ecological building credits and transferring density closer to village centres, and decrease current and future housing supply loss due to short-term vacation rental activity. Some policies and bylaw updates have been implemented or are being considered to allow alternative housing types in rural and low-density areas of the island.

In order to advance Housing Action Plan initiatives that were recently adopted by the SS LTC, a major amendment to the Official Community Plan is necessary. This significant review and revision to the OCP will tackle a range of issues that impact the housing affordability, the types of housing options, and the environmental sustainability related to the locations, sizes, and designs of housing development. Issues such as water availability and the moratorium on new connections to the North Salt Spring Waterworks District service area, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture, and archaeological significance will all be examined. Active and meaningful engagement with First Nations based on the Islands Trust First Nations Engagement Policy and ongoing collaboration with external agencies and local organizations as well as the public at large will also be part of this planning process.

The major amendment to SS OCP for the CDF is to develop policy and consider creation of a new development permit area through an amendment to the SS OCP to mitigate and reduce risks from interface wildfires. The major amendment to SS OCP for the Housing Action Program is to the OCP’s content and its various elements and how these can be improved to ensure performance on OCP goals while mitigating the ongoing housing affordability and availability crisis.

The need to amend the OCP was identified in the Project Charters of both the HAP and CDF projects; this business case is to request funding to proceed with the last stage of the process for both projects. Staff will draft the revisions to the SS OCP; the consulting team will develop and facilitate a robust public engagement process and provide professional input to the draft OCP.

PROJECTED RESULTS/DELIVERABLES: *(How does this address the issue/opportunity described above? Indicate how results of this work will impact decision-making by trustees or staff. Will this work result in better decisions, more efficient decision-making, more efficient completion of work, better public perception, etc. Consider all possible results from undertaking this work.)*

An updated SS OCP with modernized policies to address current issues on the island and the associated SS LUB to implement the policies changes are critical to the decision-making process for SS LTC.

The funding request for FY24/25 is to cover costs associated with:

Description of Activities	Timelines	Budget	Projected expenditure by the end of 24 FY
Early and ongoing consultation with 13 First Nations with territorial interests on SSI	Approximately 8 months and beyond	\$26,000 (engagement funding)	\$26,000
Consultant contract for public engagement program	Spring 2024 for six months	\$59,000	
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications, facilities rental. Multiple virtual and/or in-person open houses and community engagement meetings	Over the remainder of 2024	\$11,000	
	Total FY25 Request	\$96,000	(\$70k if the \$26k consultation can be arranged before end of 24FY)

RISK ASSESSMENT: *(List and discuss potential risk factors associated with this work, if identified. List and discuss the options that exist to mitigate identified risks.)*

Timelines – a major amendment to the SS OCP is unlikely to conclude in one year. The previous request stated that if funding was approved, a request to carry over unspent money will likely be required.

There has been no full review of the SS OCP since its adoption in 2008; the last amendment was an update to the industrial lands per Bylaw 488. The current document no longer reflects current issues, particularly on policies relating to climate change, First Nations reconciliation, infrastructure servicing, and various affordable housing related policies. This risk is mitigated by the concurrent OCP-LUB Review. Conducting these projects enables Islands Trust to merge engagement activities, technical review, and other project tasks to achieve efficiencies in the project work and consistency across both documents.

ALTERNATIVES CONSIDERED: *(What other options/alternative courses of action were considered? List and discuss each alternative separately. Each option must be supported by a succinct and realistic presentation of the benefits, risks, financial implications, resource requirements and other implications to allow for an informed decision among the options. One option should reflect the status quo - i.e. do nothing - and the anticipated results of that action.)*

Option 1: Undertake the work in-house, with a less robust public engagement process and significantly more additional in-house resources.

The benefit would be some saving in the Islands Trust budget, but it will, continue to burden existing staff time and resources, slow down the policy development and the associated SS LUB amendment process which impact adversely on the decision-making process. The financial implications may be saving some money in the budget but at the cost of not having an update SS OCP is significant. The resource requirement in this option will be a substantial amount of time and staff resources. Other implication include not able to bring the current SS OCP up to date to address issues related to housing crises, climate change, infrastructure servicing and First Nations Reconciliation which is missing in this 2008 version.

Option 2: not pursue this amendment or take on smaller, ad hoc amendments over time, but this option would still require substantial elevation and analysis to prioritize amendments to ensure highest impact. This alternative would reduce annual expenditure in the short term while making small progress but the risks is making small and likely in effective progress, and continued non-compliance with the Trust Council’s commitment to climate change declaration and First Nations Reconciliation. The financial implication is to save money in the budget but at the cost of having an outdated SS OCP. The resource requirement under this option is the staff time and resource not being utilized effectively. This would limit our

ability to bring the current SS OCP up to date effectively to address issues related to housing crises, climate change, infrastructure servicing and First Nations Reconciliation which is missing in this 2008 version.

CRITICAL SUCCESS FACTORS: *(What related factors have been identified that are important to the success of completing this work/initiative? Which of these factors are considered critical to the success of this initiative? Discuss outcomes if critical success factors are not met.)*

The support of skilled facilitation and innovative approaches and an unbiased, neutral third-party professional to assist in the process are critical. Best practice in OCP development and engagement fields are constantly evolving fields and specialists can offer considerable value to these process elements. While staff in the Salt Spring office and the Regional Planning Team can provide valuable input and support, relying solely on in-house staff resources would burden staff and take away from sustaining the ongoing administration of planning services (i.e. development inquiries, applications, and minor projects). The financial implications of contracting the service is outweighed by the advantages of specialist expertise and specific scopes of work.

RECOMMENDED OPTION: *(State your recommendation, referencing the options discussed earlier, and summarise why you chose it over others.)*

Approve the request to secure the approved \$96,000 to conduct a major amendment to the SS OCP to and SS LUB to advance the final stage of the work on the CDF and HAP LTC projects.

COST/BENEFIT ANALYSIS: *(Discuss both quantitative and qualitative considerations of this initiative. Quantitative discussion should include financial costs as well as benefits (savings). Qualitative considerations include non-quantifiable costs and benefits.)*

Quantitative:

- \$59,000 for a contract with a consultant with experience in a public engagement program, from designing visuals, preparing the technical aspect, conducting the facilitation and outreach, to analysing, summarizing and presenting the outcome, and providing professional third-party review of the draft amendment.
- \$26,000 for early and ongoing consultation with First Nations will result in \$2000 per nation (it is anticipated that this amount will be spent if the coordination with First Nations was successful before the end of 2023).
*This budget was cut to half and merged with the Ganges Village Area Plan project, but the total amount of \$26,000 is critical as this is by far the most important part of the project in strengthening the relationship with the 13 First Nations with territorial interests on the island.
- The cost of \$11,000 is based mainly on the previous public engagement program; the cost of printing and distribution to the island is substantial but critical and effective, and facilities rental and technology support are estimates based on previous events.

Qualitative:

Per the Islands Trust “Best Management Practices For Delivery Of Local Planning Services,” the CDF and the HAP are considered extraordinary projects as both involve a major amendment to the SS OCP (and likely a few subsequent LUB amendments). There was unspent money from the previous budget in 2021 but was not being carried over to 2022. As a result, the RFP for a consultant to conduct the public engagement process for HAP was cancelled.

To undertake the major amendment to the SS OCP and the accompanied SS LUB will require significant funding support. Data collection and analysis has always been missing in the policy development work for recent bylaws and OCP amendments. In order to conduct a comprehensive review and update, consultation with expertise will be necessary. Furthermore, many efforts at the front end on the two projects had been undertaken. If the SS OCP is not updated to reflect the findings and recommendations, this work will not be put to productive use.

The project team will draw on their experience and propose a creative and responsive public engagement process that to achieve the desired goals and outcomes for the Salt Spring community. They will interview key stakeholders, interest groups, communities, and others who may be the focus of an engagement process. The contract will include the design of a public engagement plan, the facilitation of engagement activities, participation logistics, prepare materials and/or translation, offering interacting tools for public engagement, recording and documenting public input received, conducting an ongoing assessment of engagement activities, summary and presentation of the outcomes to the SS LTC, and other activities as appropriate.

Public engagement must be done planned strategically to facilitate an open dialogue and to inspire collaborative development of a long-term vision and goals. Through use of skilled consultant to support engagement planning and execution, the achievement of sound, valid engagement outcomes can lead to successful outcomes. With local knowledge input from the SS LTC and community partners need to draw on the skill sets and experiences, as well as the models or

techniques that a professional group can offer to better respond to the public participation needs unique to the Salt Spring community.

PURCHASING PROCEDURE: *(Describe any purchasing processes that will be needed to support this initiative (ie. Direct Award, RFP, ITQ to qualified vendor) if goods or services need to be procured for the work. If this is for new staff hiring, indicate likely hiring method (ie: external competition, government-restricted internal competition, etc.)*

Per Islands Trust and BC procurement process for hiring consultants.

PROPOSED IMPLEMENTATION STRATEGY: *(What are the specific features of the “roll-out” of the recommended solution? What is the timeline and anticipated date of completion for this initiative?)*

RFP in early 2024, consulting services in late spring, completion of public engagement by late summer, draft OCP by late fall for first reading on draft SS OCP.

STAFF RESOURCING: *(What staff resources will be needed to achieve success on this initiative? Estimate how many hours of staff time will be required, by staff level/role. Comment on the reasonability of expected staff hours when assessed in conjunction with other work underway or planned.)*

As proposed, this is an Extraordinary Project under Trust Council Policy 6.2.1 due to its budget and anticipated staff resourcing needs.

- RPM: 0.15 FTE
- Island Planner: 0.75 FTE
- Planner 2: 0.3 FTE
- Admin: 0.1 FTE
- Information Services (Mapping): 0.1 FTE

Standard service support will be needed from Administrative Services for Information Services, Finance Support. Trust Area Services will also contribute non-extraordinary advisory and role in supporting public engage. First Nations engagement will be critical to the success of this project and an outsized role is anticipated in staff resources from this departmental function.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION: *(Discuss proposed change management requirements, communications needed, involvement with others. Are there any concerns related to these? If so, how will these be addressed? Have other stakeholders been identified?)*

To ensure the need for professional services is minimized and use of staff is maximized, a scope of work will be prepared by staff through the remainder of this Fiscal Year, and this will be reviewed with SS LTC prior to issuance of an RFP. The scope of work will be supported by sources that have informed policy since the last SS OCP was prepared, which include:

- A backgrounder of:
 - recent studies
 - landmark developments
 - major policy changes
 - identified needs
- A communications and engagement strategy to:
 - clarify the purpose and scope of public engagement in this project
 - establish high-level public engagement goals
 - identify available communications and engagement resources and limitations (software, human resources, travel)
 - Establish polices of engagement for the project through various forms of media
 - List and analyse risk and management needs of interest holders.

The scope of work will serve to provide local context and ensure that submissions compete on matters that are relevant to developing suitable project proposals, deliverables, and milestones to be included in the eventual contract. Throughout the project's execution, the project manager will be responsible for identifying risk and potential consideration for substantial

change from the contract, and put forward recommendations to SS LTC for possible actions to address this. Changes that exceed phase budgets or timing will be brought to SS LTC as early as possible with options for budget shifts, schedule changes, or other alternatives.

Requested by: the SS LTC

Prepared by Chris Hutton, RPM, September 7, 2023

Reviewed by (name, title)/date: Stefan Cermak, Director, Planning Services, [date]



Islands Trust

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

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

TO BE COMPLETED BY INITIATOR

Requested by (Committee or Operational Unit):

Chris Hutton on behalf of
Salt Spring Local Trust Committee (LTC)

Department:

Local Planning Services

Name of Request:

Ganges Village Area Plan

\$ Value of Request (indicate by fiscal year and total if project is multi-year):

\$86,500

Budget Source (select all that apply):

- Specific Project Funding (select all that apply)**
 - Third Party Contractors
 - Staff Travel Expense
 - Staff Overtime Expense
 - New Staff Member – Temporary for project
 - Computer Hardware/Software

Furniture & Equipment

Computer Hardware/Software/Supplies

New Staff Resources (see Staff Costing Tool)

Permanent

Temporary

Temp Duration: _____

Other – please describe: _____

Date of Submission to Finance: November 10, 2023

Funding Required for (date range): April 1 2024-March 31, 2025, total ask of \$86,500

TIE TO ISLANDS TRUST GUIDING DOCUMENTS: *(Indicate how the proposed project/activity/work ties to Trust Council’s strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust’s object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.*

Addresses numerous Strategic Plan Goals and Objectives including: ensuring that human activity and the scale, rate and type of development in the Trust Area are compatible with maintenance of the integrity of trust area ecosystems, 'sustaining island character and healthy communities, and effective, efficient and collaborative governance.

Implement project under the LTC work program per LTC’s request. The Business case for the Ganges Village Area Plan project was approved for the FY24 per the LTC resolution below:

SS-2022-121

It was MOVED and SECONDED,

That the Salt Spring Island Local Trust Committee endorse the Business Case for the Ganges (Shiya’hwt/SYOW T) Village Area Plan shown in Appendix 2 of the staff report dated August 9, 2022 and forward it to the Islands Trust Financial Planning Committee for consideration of inclusion in the 2023-2024 Islands Trust budget.

CARRIED

ISSUE/OPPORTUNITY: *(What issue are you trying to resolve with this initiative, or what opportunity has been identified that would benefit Islands Trust by undertaking this initiative? What are the future needs? What organizational objectives are being addressed? Include background information that decision makers will need to properly assess this request.)*

Background

This business case involves the underspent project budgets for the 2023/2024 fiscal year (FY24) that was approved by the Islands Trust Finance Committee to be carried over to the 2024/2025 budget cycle. Since the budget policy does not allow any unspent funds to be automatically “carried over” to the next fiscal cycle, a new request, in the same amount that was approved minus the amount projected to be expended by the end of FY24, to the Islands Trust Finance Committee for the 2024-2025 (FY25) budget consideration is required. The staff report requesting the LTC to endorse the request to submit the business case can be found [here](#).

Ganges Village Planning:

On November 10, 2020, the LTC passed the resolutions adopting the Project Charter, budget and Engagement Plan for the Ganges Village Planning Project. Since then, a Ganges Village Planning Task Force (aka Special Project Advisory Planning Commission) was formed, meeting twice a month to explore issues, policies and visions, and offered recommendations to the LTC. A consulting team was retained to conduct a robust public engagement program, working in conjunction with the Task Force. The consulting team also facilitated a two-day workshop with the Task Force and a community Design Idea workshop. A comprehensive report summarizing the public engagement program by the consulting team is available on the [project webpage](#). This budget request is for the final stage of the Ganges (Shiya’hwt/SYOWT) Village planning process to draft the Ganges (Shiya’hwt/SYOWT) Village Area Plan (Note that the title of the area plan was suggested by Lyackson First Nations).

Ganges Village is the urban core of the Islands Trust Area and faces unique demands on a scale and intensity not experienced elsewhere within the Islands Trust Area. Previous community engagement efforts in relation to Ganges Village Planning were undertaken in 1995 and again in 2006. Much has changed since then while much remains unresolved:

- Ganges is acknowledged as a First Nations village site,
- Parts of Ganges are subject to sea level rise and could face the most costly levels of social and economic impact from climate change in the Islands Trust Area,
- Ganges is the focal point of homelessness on Salt Spring Island, which and has the greatest per capita homeless population in the Capital Regional District,
- Ganges infrastructure is aging and being replaced or upgraded which requires consideration of growth patterns,
- Ganges falls within the service area of the North Salt Spring Waterworks District, (NSSWD), which has a moratorium restricting new connections to the community water system.
- Ganges is the service centre and economic driver for Salt Spring Island, and to large extent, the Islands Trust Area. There is development potential to revitalize properties, hotels, harbours, and institutional supports.

Policies to address these issues and opportunities are woefully outdated and do not reflect Trust Council’s implementation of the First Nations Engagement Principles Policy, Trust Council’s Reconciliation Declaration, and Trust Council’s declaration of a Climate Emergency. To address these numerous issues, the SSI LTC requested staff to create a project charter that will deliver a Ganges Village Area Plan.

This project provides the SSI LTC the opportunity to advance various objectives within the Trust Council Strategic Plan including, but not limited to, the following topics:

- *Mitigate and adapt to climate change impacts*
- *Improve community engagement and participation in Islands Trust work*
- *Strengthen housing affordability*

Strengthen relations with First Nations and to advance Trust Council’s commitment to Reconciliation

PROJECTED RESULTS/DELIVERABLES: *(How does this address the issue/opportunity described above? Indicate how results of this work will impact decision-making by trustees or staff. Will this work result in better decisions, more efficient decision-making, more efficient completion of work, better public perception, etc. Consider all possible results from undertaking this work.)*

A standalone Area Plan for the Ganges Village to guide future development growth and to build a sustainable village.

The funding request for FY24/25 is to cover costs associated with:

Description of Activities	Timelines	Budget	Projected expenditure by the end of 24 FY
Consultation and coordination between LTC and 13 First Nations	ongoing	\$26,000	
Consultant selection process for drafting the area plan and the public consultation of the area plan	Spring 2024 for six months	\$53,000 – consulting contract	
Technology (mapping, data analysis, etc.) and administrative support for public consultation process	Over the course of 2024	\$2,500	
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	Over the course of 2024	\$5,000	
	Total Request	\$86,500	
Dovetail work with concurrent OCP-LUB Project to facilitate policy and regulatory consistency with key development documents.		\$25,000	

RISK ASSESSMENT: *(List and discuss potential risk factors associated with this work, if identified. List and discuss the options that exist to mitigate identified risks.)*

Ganges Village is the Islands Trust’s core economic and service centre, it is facing an immense demand for development. If suitable planning policies are not in place, the area will grow in the direction that deviates from the objectives set forth in the Trust Council Strategic Plan, which includes their commitment to First Nations Reconciliations, protection and preservation of the environment, and Climate Change without an area plan to provide specific guidelines for future development. This is the final stage of the Ganges Area Plan planning process, community has the expectation of an area plan being completed to guide the future of the core area. First Nations also anticipate being part of the process to address the future of Ganges Village as the area continue to grow and prospect with First Nations being part of the process.

ALTERNATIVES CONSIDERED: *(What other options/alternative courses of action were considered? List and discuss each alternative separately. Each option must be supported by a succinct and realistic presentation of the benefits, risks, financial implications, resource requirements and other implications to allow for an informed decision among the options. One option should reflect the status quo - i.e. do nothing - and the anticipated results of that action.)*

Option 1: Undertake the drafting of the area plan in-house. This option will require substantially longer timeframe to complete this project, which has already been nearly two years in the making. There is limited resources in the SS office, to undertake the drafting of the area plan, the consultation and co-development of policies with the 13 First Nations, the collaboration with agencies through the existing Technical Working Group, along with public consultation of the draft area plan and various discretionary process will be quite overwhelming for the staff involved.

Option 2: Instead of creating a standalone document of an area plan, only amend the existing section of the SS OCP – Section B.5.2 Ganges Village Designation, as part of the major amendment to the SS OCP process. This option will provide limited ability to address issues relating to Ganges Village holistically as identified in the original Project Charter.

Option 3: Keep the same project charter and budget but fund the project via a Special Tax Requisition. This project is not relevant to just Salt Spring Island, Ganges Village being the urban heartbeat of the Islands Trust Area and Ganges Village Planning is vital to the health of the Islands Trust’s communities as a whole. The project will apply Trust Council’s declarations and implement the Trust Council Strategic Plan. Salt Spring Island contributes the greatest portion of tax revenue funding to the Islands Trust. Salt Spring Island already uses a special tax requisition to fund SSIWPA which assists other water sustainability projects throughout the Trust area. The impact of funding this project via special tax requisition is to save the overall proposed Trust Council budget of approximately 1%, whereas the special tax requisition would have a more dramatic impact on local Salt Spring Island taxpayers. This option would further delay the project as there is a substantial process to implementing a special tax requisition.

CRITICAL SUCCESS FACTORS: *(What related factors have been identified that are important to the success of completing this work/initiative? Which of these factors are considered critical to the success of this initiative? Discuss outcomes if critical success factors are not met.)*

With an unbiased, neutral third-party professional to draft the area plan (based on recommendations from the completed engagement program and the Ganges Village Planning Task Force), will help to address public opinions and the pre-conceived notion of the island Islands Trust's staff.

RECOMMENDED OPTION: *(State your recommendation, referencing the options discussed earlier, and summarise why you chose it over others.)*

Approve the request for \$86,500 as requested, minus the projected expenses.

COST/BENEFIT ANALYSIS: *(Discuss both quantitative and qualitative considerations of this initiative. Quantitative discussion should include financial costs as well as benefits (savings). Qualitative considerations include non-quantifiable costs and benefits.)*

Quantitative Analysis:

- \$53,000 for a contract for combined graphic design and policy writing. Professional consulting to write area plan usually cost over \$100,000, but this usually includes public engagement. Since the engagement process has been completed, the cost should be substantially lower.
- \$7,500 for technical support and educational material are estimates based on prior processes.
- \$26,000 as capacity funding for First Nations is a low estimate. The LTC did not finalize a project charter for this project to pursue grant funding to inform this and other policy initiatives, and to focus on collaboration with First Nations. This commitment requires funding support; it is the same amount as in the SS OCP/SS LUB business case but this budget was cut to half and merged with the SS OCP/SS LUB project.
*The total amount of \$26,000 is required as this is by far the most critical part of the project in strengthening the relationship with the 13 First Nations with territorial interests on the island.

PURCHASING PROCEDURE: *(Describe any purchasing processes that will be needed to support this initiative (ie. Direct Award, RFP, ITQ to qualified vendor) if goods or services need to be procured for the work. If this is for new staff hiring, indicate likely hiring method (ie: external competition, government-restricted internal competition, etc.)*

As per Islands Trust Council Policy 6.5.3 (Procurement). If the budget is approved, staff will prepare a more detailed scope of work within the budgeted amount for the LTC's consideration and proceed with procurement.

PROPOSED IMPLEMENTATION STRATEGY: *(What are the specific features of the "roll-out" of the recommended solution? What is the timeline and anticipated date of completion for this initiative?)*

An approved Ganges Village Area Plan is expected to include an Implementation Plan with short, medium, and long-term policies and actions to achieve its vision and goals. Execution of these implementation items will be subject to Islands Trust Council Policy 6.2.1 (Priority Setting and Review Guidelines), including LTC projects. Additionally, as policy the plan's policy will form part of any review of issues, applications, or referrals that affect the Plan Area.

STAFF RESOURCING: *(What staff resources will be needed to achieve success on this initiative? Estimate how many hours of staff time will be required, by staff level/role. Comment on the reasonability of expected staff hours when assessed in conjunction with other work underway or planned.)*

As proposed, this is an Extraordinary Project under Trust Council Policy 6.2.1 due to its budget and anticipated staff resourcing needs.

- RPM: 0.1 FTE
- Island Planner: 0.5 FTE
- Planners: 0.2 FTE
- Admin: 0.1 FTE
- Information Services (Mapping): 0.1 FTE

Standard service support will be needed from Administrative Services for Information Services, Finance Support. Trust Area Services will also contribute non-extraordinary advisory and role in supporting public engage. First Nations engagement will be critical to the success of this project and an outsized role is anticipated in staff resources from this departmental function.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION: *(Discuss proposed change management requirements, communications needed, involvement with others. Are there any concerns related to these? If so, how will these be addressed? Have other stakeholders been identified?)*

Prior to procuring professional services, staff will prepare a scope of work that reflects input received to ensure that proposals compete on matters that are relevant to developing suitable project proposals, deliverables, and milestones to be included in the eventual contract. Throughout the project's execution, the project manager will be responsible for identifying risk and potential consideration for substantial change from the contract, and put forward recommendations to SS LTC for possible actions to address this. Changes that exceed phase budgets or timing will be brought to SS LTC as early as possible with options for budget shifts, schedule changes, or other alternatives.

A standard educational and informational online tools have been developed, and a general stakeholder groups was identified in the Ganges Village Public Engagement Program conducted by the consulting team which included a specific list of contacts of stakeholders, community groups, relevant agencies, and various First Nations communities.

Requested by: the LTC

Prepared by: Chris Hutton, Regional Planning Manager, September 7, 2023

Reviewed by : Stefan Cermak, Director, Planning Services, September 7, 2023



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

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

TO BE COMPLETED BY INITIATOR

<p>Initiated by: Louisa Garbo</p>	<p>Budget Source (select all that apply):</p> <p>X Specific Project Funding (select all that apply)</p> <p><input checked="" type="checkbox"/> Third Party Contractors</p> <p><input type="checkbox"/> Staff Travel Expense</p> <p><input type="checkbox"/> Staff Overtime Expense</p> <p><input type="checkbox"/> New Staff Member – Temporary for project</p> <p><input type="checkbox"/> Computer Hardware/Software</p> <p><input type="checkbox"/> Furniture & Equipment</p> <p><input type="checkbox"/> Computer Hardware/Software/Supplies</p> <p><input type="checkbox"/> New Staff Resources (see Staff Costing Tool)</p> <p style="margin-left: 20px;"><input type="checkbox"/> Permanent</p> <p style="margin-left: 20px;"><input type="checkbox"/> Temporary</p> <p style="margin-left: 40px;">Temp Duration: _____</p> <p>Other – please describe: none</p>
<p>Business Area: Salt Spring Island Local Trust Committee</p>	
<p>Name of Request: Major amendment to SS OCP and SS LUB</p>	
<p>Date of Funding Request: November 10, 2022</p>	<p>Funding Required for (date range): April 1 2023-March 31, 2024, total ask of \$227,000</p>

ISSUE/OPPORTUNITY:

This business case involves funding support for a major amendment to the SS OCP and the subsequent SS LUB, and the associated discretionary activities, such as early and ongoing consultation with 13 First Nations that have territorial interests in SSI, external consultants to conduct a robust public engagement process and provide a comprehensive draft of the SS OCP amendment. The major amendment to SS OCP is the final stage for both the Protection of Coastal Douglas-fir Zones and Associated Ecosystems (CDF) and the Housing Action Program (HAP). The SS LUB will also be updated to reflect changes in the SS OCP. Both projects were previously approved Islands Trust.

Protection of Coastal Douglas-fir Zones and Associated Ecosystems:

The CDF’s objectives, as indicated in the Project Charter, aims to develop an educational toolkit on the protection of CDF and to complete a wildfire protection study to inform policy development. The next step, the final stage, involves the amendment to the SS OCP on relevant policies and establishing a new development permit area that supports fire mitigation and protection of the CDF ecosystem.

Housing Action Program:

In the past twelve months, the Housing Action Program Task Force explored various measures and made a few recommendations to the SS LTC. Two Bylaws, Bylaw 526 on farm workers housing and Bylaw 530 on Accessory Dwelling Units are proceeding toward the public hearing process, and the Tiny Homes Village Pilot Project has also been launched but will require further promotion and funding. The HAP’s next step is preparing for a major amendment to the Official Community Plan. This significant review and revision to the OCP will tackle a range of issues that impact the affordability of housing, the types of housing options, and the environmental sustainability related to the locations, sizes, and designs of housing development. Issues such as water availability and the moratorium on new connections to the North Salt Spring community water system, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture, and archaeological significance will all be examined in the process. Active and meaningful engagement with First Nations based on the standard of *Free, Prior and Informed Consent (FPIC)* and on-going collaboration with external agencies and local organizations as well as the public-at-large will also be part of this planning process.

In summary, the major amendment to SS OCP for the CDF is to develop a new development permit area through an amendment to the SS OCP to implement the wildfire protection study (soon to be completed in December 2022). The major amendment to SS OCP for the Housing Action Program is to review policies on climate change, environmental preservation, and infrastructure servicing related to affordable housing within the SS OCP. The need to amend the OCP was identified in both projects’ Project Charter; this business case is to request funding to proceed with the last stage of the process for both projects. Staff will draft the revisions to the SS OCP; the consulting team will develop and facilitate a robust public engagement process, and providing professional input to the draft OCP.

PROJECTED BUDGET:

The funding request for FY23/24 is to cover costs associated with:

Early and ongoing consultation with 13 First Nations with territorial interests on SSI	Approximately 8 months	\$26,000 (travel & capacity funding)
Technical analysis with university and agencies	Approximately 6 months	\$100,000
Consultant selection process for public engagement facilitation/presentation, and consulting contract	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.	Over the course of 2023	\$8,000
Multiple virtual and/or in-person open houses and community engagement meetings	Over the course of 2023	\$3,000 – technology support, facility rental, and open houses material
	Total	\$227,000

RISK ASSESSMENT:

Timelines – a major amendment to the SS OCP is unlikely to conclude in one year. If funding is approved, a request to carry over unspent money will likely be required.

There has been no full review of the SS OCP since its adoption in 2008; the last amendment was an update to the industrial lands per Bylaw 488. The current document no longer reflects current issues, particularly on policies relating to climate change, First Nations reconciliation, infrastructure servicing, and various affordable housing related policies.

ALTERNATIVES CONSIDERED:

Option 1: Undertake the work in-house, with a less robust public engagement process, and will require significantly more time and resources.

CRITICAL SUCCESS FACTORS:

Skilled facilitation and innovative approaches and an unbiased, neutral third-party professional to assist in the process are critical. The past has demonstrated the challenges of conducting an effective engagement process while balancing competing interests without the ability of staff to appear neutral on the issues. The financial implications of contracting the service may seem to be a reduction of fiscal resources; however, the soft cost, the likelihood of a less successful outreach process, and the additional staff resources required by performing the public engagement in-house may outweigh the cost of contracting a professional facilitator. As attested by the Policy Statement and the Ganges Village planning projects, an effective public engagement process conducted by experienced consultants has proven to be vital to the success of the process.

RECOMMENDED OPTION:

Approve the request for \$227,000, to conduct a major amendment to the SS OCP to complete the final stage of the work on the CDF and the Housing Action Program projects.

COST/BENEFIT ANALYSIS:

Quantitative Analysis:

- \$90,000 for a contract with a consultant with experience in a public engagement program, from designing visuals, preparing the technical aspect, conducting the facilitation and outreach, to analysing, summarizing and presenting the outcome, and providing professional third-party review of the draft amendment.
- \$100,000 for technical analysis is a much needed component to support various policies; funding will be require to work with university and local and provincial agencies, potentially through a consultant.
- \$26,000 for early and ongoing consultation with First Nations will result in \$2000 per nation should all agree to participate, or offer a higher amount to those who participate and on behalf of other nations through the strength of claim concept.
- The cost of \$21,000 is based mainly on the previous public engagement program; the cost of printing and distribution to the island is substantial but critical and effective, and facilities rental and technology support are estimates based on previous events.

Qualitative Analysis:

Per the Islands Trust “Best Management Practices For Delivery Of Local Planning Services,” the CDF and the HAP are considered extraordinary projects as both involve a major amendment to the SS OCP (and likely a few subsequent LUB amendments). There was unspent money from the previous budget in 2021 but was not being carried over to 2022. As a result, the RFP for a consultant to conduct the public engagement process for HAP was cancelled.

To undertake the major amendment to the SS OCP will require significant funding support. Data collection and analysis has always been missing in the policy development work for recent bylaws and OCP amendments. In order to conduct a comprehensive review and update, consultation with expertise will be necessary. Furthermore, many efforts at the front end on the two projects had been undertaken; unless the SS OCP is updated to reflect the findings and recommendations, all the work completed to this stage would be futile.

If the public engagement process has to be done in-house, the amount of time required will be substantially longer than in the proposed timeline originally anticipated in the two Project Charters. Without the consultant's support, all the relevant activities within the SS OCP process will be conducted in a more linear process. The preparation, design and facilitation of the various public engagement events, the analysis and drafting of the OCP bylaw, and the subsequent presentation preparation, and the report summary are all very time-consuming. Instead of processing the various steps (including research and analysis of existing conditions and efforts, collaboration and consultation with agencies, community leaders and First Nations, supporting the Task Force activities, working with potential partners such as the universities, research, competing for potential grant funding, and the subsequent drafting of the OCP) while the consultant is launching the public engagement program, many of those tasks will have to be pushed back to work on a public engagement program, the proposed timeline of one year will not be realistic. If a public engagement process is to be conducted in-house, it will impact other planners with a full-load of responsibilities and assignments and the administrative staff's functions.

The consultant team will draw on their experience and propose a creative and responsive public engagement process that to achieve the desired goals and outcomes for the Salt Spring community. They will interview key stakeholders, interest groups, communities, and others who may be the focus of an engagement process. The contract will include the design of a public engagement plan, the facilitation of engagement activities, participation logistics, prepare materials and/or translation, offering interacting tools for public engagement, recording and documenting public input received, conducting an ongoing assessment of engagement activities, summary and presentation of the outcomes to LTC, and other activities as appropriate.

Given the culture in the Salt Spring community, along with certain predetermined ideas of solutions, along with the cynicism towards government at all levels, coupled with diverse and at times, opposing interests within the community, the public engagement program must be done cautiously to transform any pre-conceived mind-sets and to inspire collective common visions. Bringing in a skilled consultant, a neutral third-party professional to help plan, design, facilitate, present, and most importantly, introduce innovative engagement approaches to the process can ensure successful outcomes. We need to draw on the skill sets and experiences, as well as the models or techniques that a professional group can offer to better respond to the public participation needs unique to the Salt Spring community.

PURCHASING PROCEDURE:

Per Islands Trust and BC procurement process for hiring consultants.

PROPOSED IMPLEMENTATION STRATEGY:

RFP in early 2023, consulting services in late spring, completion of public engagement by late summer, draft OCP by late fall for first reading on draft SS OCP.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

Engagement tools will be developed, and a general stakeholder groups have been identified from previous efforts. A specific list of contacts that include stakeholders, community groups, relevant agencies, and various First Nations communities has also been developed.

Louisa Garbo, Acting Regional Planning Manager
Initiator Name and Title

August 15, 2022
Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:

Date received: Approved: YES NO

Next steps:

- If approved by management:
 - the business case will be forwarded to FPC for review in NOVEMBER.
 - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year
- If not approved by management:
 - the business case will be forwarded to FPC for information in NOVEMBER of each year, but not included in the budget draft.



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

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

TO BE COMPLETED BY INITIATOR

<p>Initiated by: Louisa Garbo</p>	<p>Budget Source (select all that apply):</p> <p>X Specific Project Funding (select all that apply)</p> <p><input checked="" type="checkbox"/> Third Party Contractors</p> <p><input type="checkbox"/> Staff Travel Expense</p> <p><input type="checkbox"/> Staff Overtime Expense</p> <p><input type="checkbox"/> New Staff Member – Temporary for project</p> <p><input type="checkbox"/> Computer Hardware/Software</p> <p><input type="checkbox"/> Furniture & Equipment</p> <p><input type="checkbox"/> Computer Hardware/Software/Supplies</p> <p><input type="checkbox"/> New Staff Resources (see Staff Costing Tool)</p> <p style="margin-left: 20px;"><input type="checkbox"/> Permanent</p> <p style="margin-left: 20px;"><input type="checkbox"/> Temporary</p> <p style="margin-left: 40px;">Temp Duration: _____</p> <p>Other – please describe:</p>
<p>Business Area: Salt Spring Island Local Trust Committee</p>	
<p>Name of Request: Ganges Village Area Plan</p>	
<p>Date of Funding Request: November 10, 2022</p>	<p>Funding Required for (date range): April 1 2023-March 31, 2024, total ask of \$86,500</p>

ISSUE/OPPORTUNITY:

On November 10, 2020, the SSI LTC passed the resolutions adopting the Project Charter, budget and Engagement Plan for the Ganges Village Planning Project. Since then, a Ganges Village Planning Task Force (aka Special Project Advisory Planning Commission) was formed, meeting twice a month to explore issues, policies and visions, and offered recommendations to the SS LTC. A consulting team was retained to conduct a robust public engagement program, working in conjunction with the Task Force. The consulting team also facilitated a two-day workshop with the Task Force and a community Design Idea workshop. A comprehensive report summarizing the public engagement program by the consulting team is available on the [project webpage](#).

This budget request is for the final stage of the Ganges (Shiya’hwt/SYOWT) Village planning process to draft the Ganges (Shiya’hwt/SYOWT) Village Area Plan. The title of the area plan was suggested by Lyackson First Nations.

Ganges Village is the urban core of the Islands Trust Area and faces unique demands on a scale and intensity not experienced elsewhere within the Trust area. Previous community engagement efforts in relation to Ganges Village Planning were undertaken in 1995 and again in 2006. Much has changed since then while much remains unresolved. For example: Ganges is a First Nations village site, Ganges is subject to sea level rise with the greatest social, economic impacts in the Trust area, Ganges is the focal point of homelessness on Salt Spring Island and has the greatest per capita homeless population in the Capital Regional District, Ganges infrastructure is aging and being replaced or upgraded which requires consideration of growth patterns, Ganges is subject to a moratorium restricting new connections to the community water system. Ganges is the economic driver for Salt Spring Island, and to large extent, the Trust area, and with high land values comes desires to revitalize properties, hotels, harbours, and key institutional lands. Meanwhile policies are woefully outdated and do not reflect Trust Council’s implementation of the First Nations Engagement Principles Policy, Trust Council’s Reconciliation Declaration, and Trust Council’s declaration of a Climate Emergency. To address these numerous issues, the SSI LTC has directed staff to create a Project Charter that will deliver a Ganges Village Area Plan.

This project provides the SSI LTC the opportunity to advance various objectives within the Trust Council Strategic Plan including, but not limited to, the following topics:

- *Mitigate and adapt to climate change impacts*
- *Improve community engagement and participation in Islands Trust work*
- *Strengthen housing affordability*
- *Strengthen relations with First Nations and to advance Trust Council’s commitment to Reconciliation*

PROJECTED RESULTS/DELIVERABLES:

The funding request for FY23/24 is to cover costs associated with:

Consultation and coordination between LTC and 13 First Nations	ongoing	\$26,000
Consultant selection process for drafting the area plan and the public consultation of the area plan	Spring 2023 for six months	\$50,000 – consulting contract
Task Force meetings	Over the course of 2023	\$3,500 – (Cost anticipates advertising, and minutes taking at ±\$25/hr)
Technology (mapping, data analysis, etc.) and administrative support for public consultation process	Over the course of 2023	\$2,000
Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	Over the course of 2023	\$5,000
	Total	\$86,500

RISK ASSESSMENT:

Ganges Village is the Islands Trust’s core urban centre, it is facing an immense demand for development. It will grow in the direction that deviates from the objectives set forth in the Trust Council Strategic Plan, which includes their commitment to First Nations Reconciliations, protection and preservation of the environment, and Climate Change without an area plan to provide specific guidelines for future development.

This is the final stage of the Ganges Area Plan planning process, community has the expectation of an area plan being completed to guide the future of the core area. First Nations also anticipate being part of the process to address the future of Ganges Village as the area continue to grow and prospect with First Nations being part of the process.

ALTERNATIVES CONSIDERED:

Option 1: Undertake the drafting of the area plan in-house. This option will require substantially longer timeframe to complete this project, which has already been nearly two years in the making. There is limited resources in the SS office, to undertake the drafting of the area plan, the consultation with 13 First Nations, the facilitation of the Ganges Area Planning Task Force, the collaboration with agencies through the existing Technical Working Group, along with public consultation of the draft area plan and various discretionary process will be quite overwhelming for the staff involved.

Option 2: Instead of creating a standalone document of an area plan, only amend the existing section of the SS OCP – Section B.5.2 Ganges Village Designation, as part of the major amendment to the SS OCP process. This option will provide limited ability to address issues relating to Ganges Village holistically as identified in the original Project Charter.

Option 3: Keep the same project charter and budget but fund the project via a Special Tax Requisition. This project is not relevant to just Salt Spring Island, Ganges Village being the urban heartbeat of the Islands Trust area and Ganges Village Planning is vital to the health of the Islands Trust’s communities as a whole. The project will apply Trust Council’s declarations and implement Trust Councils Strategic Plan. Salt Spring Island contributes the greatest portion of funding to the Islands Trust federation model. Salt Spring Island already uses a special tax requisition to fund SSIWPA which assists other water sustainability projects throughout the Trust area. The impact of funding this project via special tax requisition is to save the overall proposed Trust Council budget of approximately 1%, whereas the special tax requisition would have a more dramatic impact on local Salt Spring Island taxpayers.

CRITICAL SUCCESS FACTORS:

With an unbiased, neutral third-party professional to draft the area plan (based on recommendations from the completed engagement program and the Ganges Village Planning Task Force), will help to address public opinions and the pre-conceived notion of the island Islands Trust’s staff.

RECOMMENDED OPTION:

Approve the request for \$86,500 as requested.

COST/BENEFIT ANALYSIS:

Quantitative Analysis:

- \$50,000 for a contract with a consultant with experience graphic design to content writing. Professional consulting to write area plan usually cost way over \$100,000, but the cost usually included the public engagement component, since the engagement process has been completed, the cost should be substantially lower.
- \$7,000 on technical support and educational material are estimates based on prior processes.
- \$3,500 on task force meetings are estimates based on previous years.

- \$26,000 as capacity fund for First Nations is a low estimates. SS LTC put a pause on the planning process to focus on collaboration with First Nations, this commitment requires funding support.
- The total cost of \$86,500 is very near to the amount that was not carried over from 2021 to 2022 and the amount that was cut by the Executive Committee in early 2022.

PURCHASING PROCEDURE:

As per Islands Trust process for hiring consultants.

PROPOSED IMPLEMENTATION STRATEGY:

Implementation is for the last stage of the Ganges Village Area Plan planning process as identified in the Project Charter and approved by SS LTC and the Regional Planning Committee.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION:

A standard educational and informational online tools have been developed, and a general stakeholder groups was identified in the Ganges Village Public Engagement Program conducted by the consulting team which included a specific list of contacts of stakeholders, community groups, relevant agencies, and various First Nations communities.

Louisa Garbo, Acting Regional Planning Manager
Initiator Name and Title

August 15, 2022
Date

Reviewed by: Name and Title

Date

REVIEWED BY MANAGEMENT TEAM:

Date received:	Approved: <input type="checkbox"/> YES <input type="checkbox"/> NO
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Next steps:

- If approved by management:
 - the business case will be forwarded to FPC for review in NOVEMBER.
 - the funding for the request will be included in Draft 1, Version 1 of the budget which is reviewed by FPC in October of each year.
- If not approved by management:
 - the business case will be forwarded to FPC for information in NOVEMBER of each year, but not included in the budget draft.