

DATE OF MEETING: November 16, 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: Roadmap on Major Projects and a draft Scope of Services

## RECOMMENDATION

1. **That the Salt Spring Island Local Trust Committee accepts the roadmap for the three major projects identified in this staff report.**
2. **That the Salt Spring Island Local Trust Committee requests staff to proceed with the Request for Proposal process to carry out the tasks and the equity-centred public engagement program as described in the Scope of Services.**

## REPORT SUMMARY

This report provides a roadmap for the three major projects identified below; a draft Scope of Services for a Request for Proposal (RFP) for the first project is also included for discussion.

- Data collection/analysis, geospatial mapping, and complete community growth modeling (with funding supported by the UBCM grant);
- The OCP/LUB process (with funding supported by a budget request under consideration);
- Ganges (Shiya’hw̓t/SYOWT) Village Area Plan (with funding supported by a budget request under consideration).

## BACKGROUND

### SS OCP/LUB Project

There has been no comprehensive review of the SS OCP since its adoption in 2008. The need to update the SS OCP was identified as a priority in response to policy, social, and technological change and to address contemporary community challenges the current document no longer serves. Those challenges include a lack of affordable housing and housing options, growth pressures, climate resiliency planning, infrastructure issues (such as the water moratorium), workforce stability challenges, transportation networks, and First Nations Reconciliation. The SS OCP update is intended to provide a framework to guide the development of a complete community by diversifying and increasing housing options at appropriate locations, advancing First Nations Reconciliation, reducing infrastructure costs, reducing greenhouse gas (GHG) emissions, and improving walkability. The SS LTC passed the following resolution at their meeting on May 18, 2023, requesting staff to apply for grant funding to support the efforts.

**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**

#### The Ganges (Shiya’hwt/SYOWT) Village Area Plan Project

Considering accommodate other project priorities and ensure projects proceed in a coordinated, sustainable, and resilient manner, the SS LTC determined an amendment to the policy section on Ganges Village, the SS LTC passed the following resolution to prioritize other work prior to completing this project.

##### **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 patterns.

**CARRIED**

#### Data Collection/Analysis, Geospatial Mapping, and Complete Community Growth Modeling

During the discussion on the strategic directions and work program review at a Special Meeting on April 28, 2023, the SS LTC considered a Complete Community (CC) grant opportunity from the Ministry of Housing, administered through the Union of BC Municipalities (UBCM), and passed the resolution below. This funding would allow the hiring of a consultant to analyze infrastructure data such as sewer and wastewater capacity and other servicing capacity to further the advancement of the OCP/LUB Project.

##### **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.

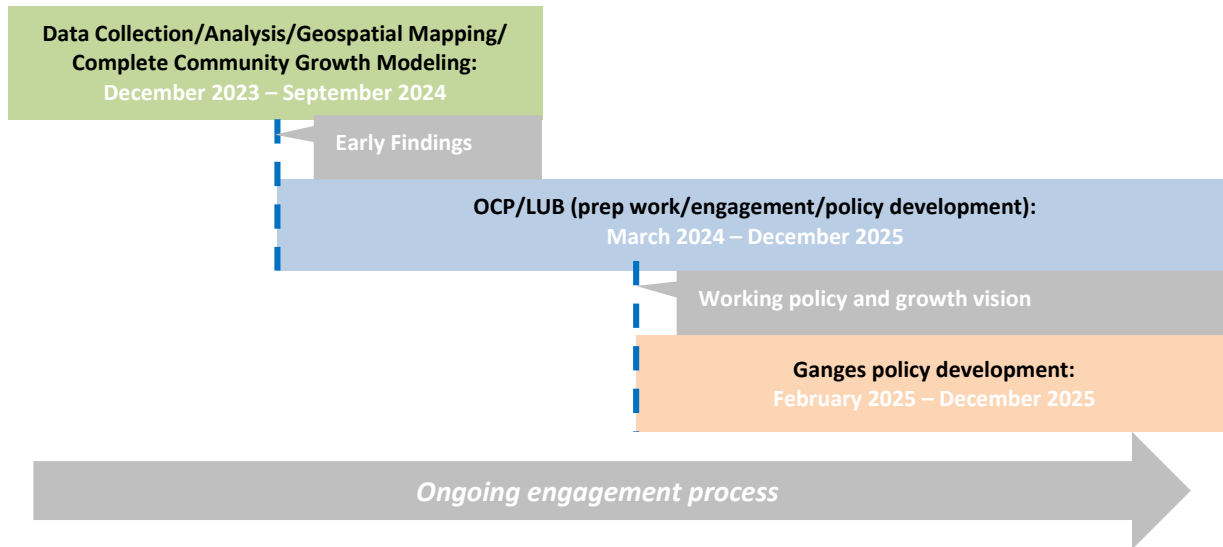
**CARRIED**

The objective of the CC 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.

#### **DISCUSSION**

The Islands Trust was notified in late September of the successful application that a \$150,000 grant had been received. Since the work to be done under the Complete Community grant must be completed within a year and the data collection and analysis intended to support an evidence-based decision-making process, this undertaking requires priority action. A projects roadmap below delineates the anticipated timelines and dependency points of the three major projects (see Attachment #2 for more information).

## PROJECTS ROADMAP



The Complete Communities Grant funding will be used to retain professional consultants to gather, assess, analyze, model future growth in the community, and provide recommendations on the best approach to help build a complete community for Salt Spring Island. The attached draft Scope of Services identifies the much-needed comprehensive data collection and analysis directions of the LTA's sources for identification of development opportunities and constraints. Per the Terms and Conditions of the CC grant, the consultant must complete all work by September 27, 2024, one year after the grant's award date. The data collected will support policy development for the upcoming SS OCP/LUB project and benefit the Ganges (Shiya'hwat/SYOWT) Village Area Plan project. Given the broad policy nature of these projects, this work will have long-term benefits in informing decision-making and policy development processes into the future.

The grant aims to support local communities to develop evidence-based analysis to build complete communities by funding data generation, such as data collection and analysis and geospatial mapping to inform policy development and decision-making. The main criteria of the grant require the project to assess the community completeness under at least three of the four lenses (housing, transportation, daily needs/public amenities, and infrastructure) as identified in the Ministry of Housing's [Complete Communities Guide](#). The data collection, analysis, geospatial mapping, and growth modeling will address issues from all four lenses.

The criteria established in the CC Grant for assessing the current communities' completeness will include a situation analysis that identifies the community's strengths, opportunities, and challenges to help build a more complete community. The analysis results intend to support the LTA's implementation plans (in the case of Salt Spring, an amendment to the SS OCP and relevant policy documents. The attached draft Scope of Services was prepared to achieve the objectives established in the grant guidelines. This grant funding cannot be used to subsidize policy development; however, the end-products will inform and support upcoming policy projects, including the SS OCP's policy development and the SS LUB's regulatory update.

## Consultation

The attached draft Scope of Services highlights the fundamental tasks that need to be carried out by the consultant; the proposed tasks may shift based on feedback from the early engagement with the First Nations communities or input from the equitable public engagement program. At their October 12, 2023, meeting, the SS LTC pointed out the importance of developing an inclusive, equitable public participation process and passed the resolution as shown below. For this reason, the Scope of Services includes the specific framework for the early engagement with the First Nations community and the public in seeking their input on building a complete community.

### SS-2023-121

#### It was **MOVED** and **SECONDED**,

That the Salt Spring Island Local Trust Committee take immediate action to move beyond the now outdated practice of simple 'inclusion' in public processes and begin a practice of 'equity in participation' for all its public engagement processes and this will be accomplished by:

1. Directing staff to prepare a Terms of Reference and Request for Proposals for LTC approval to source qualified professionals to develop an equity-based public engagement strategy for the organization that adheres to the IAP2 Core Values for the Practice of Public Participation, and subsequently developing and implementing aligned public engagement work plans for the Official Community Plan/Land Use Bylaw Review and Ganges Village Planning projects, and
2. Allocating appropriate public engagement funding for projects currently underway.

**CARRIED**

**Trustee Harris Opposed**

As indicated in the attached Scope of Services, the engagement process with the public will be guided by the *Diversity, Equity, and Inclusion* principle of the International Association for Public Participation (IAP2). The qualified consulting team will develop a more meaningful and intentional public engagement program with an equity community outreach approach that is ***inclusive, respectful, transparent, wholly, and equitably involved***, where anyone and everyone has access to relevant information on the issues related to this project and the engagement process itself.

## Rationale for Recommendation

This report provides the SS LTC with a roadmap for the major projects to be undertaken within the SS LTC Work Program. Input from First Nations and other interest and rights holders may lead to adjustments in the process or the content of project outcomes. The public engagement section within the Scope of Services is consistent with the direction provided by the SS LTC.

## ALTERNATIVES

### 1. Decline to proceed with the Complete Communities Grant

If SS LTC is uncertain as to the direction they wish to take with this grant, given the timelines and expectations of the grant, it would be prudent to request staff to return the Complete Communities Grant funding. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee requests that staff returns the Complete Communities fund grant and not proceed with the project.*

**NEXT STEPS**

Regardless of the outcome of this report, staff is committed to providing a scope of services for the OCP-LUB Amendment Project and Ganes (Shiya/SWYOT) Area Plan following LTC’s request for such. At that time, the timing of this roadmap may shift, as noted in the report.

Submitted By:	Louisa Garbo, Island Planner	November 8, 2023
Concurrence:	Chris Hutton, Regional Planning Manager	November 9, 2023

**ATTACHMENTS**

- Attachment 1 Draft Scope of Services
- Attachment 2 Tentative Timelines on Projects

## Scope of Services

### Data Collection/Analysis, Geospatial Mapping and Complete Community Growth Modelling

#### Background

The Salt Spring Island Local Trust Committee (SS LTC) is seeking consulting service of a qualified consultant or consulting team to provide comprehensive data collection, analysis, and geospatial studies of the local trust area (LTA) to help identify alternate development scenarios that foster long-term community sustainability, to manage and direct growth. The assessment outcome should provide policymakers with a synthesis of necessary data and key information to support decision-making that will maximize opportunities to support complete community development and fulfilment of the Islands Trust mandate. Since the tasks identified in this Scope of Services are supported by the Complete Community Grant administered by the Union of BC Municipalities (UBCM), the analysis must focus on growth through the lenses of *housing, daily needs, transportation, and infrastructure*, as identify in the Ministry's [Complete Community Guides](#).

The results of this assessment must directly inform policy development for Salt Spring Island and provide residents, the public, professionals, and staff accurate information when considering any changes to the land use planning framework as it applies to housing and land use development. Most importantly, the products must be rooted in evidence and support future evidence-based decision-making.

The qualified consulting team to lead a complete community assessment must bring together expertise in:

- equity-based engagement of public, community, and government interest holders
- cultural knowledge and equity-based engagement with First Nations rights and title holders of the Lekwungen and SENĆOŦEN-speaking Nations on whose territory the Salt Spring Island Local Trust Area (LTA) is located
- environmental planning and hazard land analysis, including climate risk and vulnerability analysis
- data collection and analysis
- geospatial mapping
- growth management and growth policy
- civil engineering
- urban design
- demographic and forecast modelling, including housing and employment
- economic impact analysis

This assessment includes the following, in no particular order:

- assemble and review existing related policies, plans, and data
- analyse and engage with rights, title, and interest holders
- identify gaps in data and/or evidence
- provide policy recommendations
- generate at least three viable, potential growth scenarios that enable the progression of a complete community and implementation of the Islands Trust Mandate (scenarios that include projected units, infrastructure implications, geospatial mappings, relevant illustrations, and other performance measures on community completeness)

## Objectives

The purpose of the consulting service is to conduct a comprehensive collection and analysis of data to help identify areas, through geospatial mapping and analysis, suitable for development growth and transportation and infrastructure improvement necessary to support those growths and to assess the strengths, opportunities, and challenges for the island to become a complete community. The assessment will require inter-governmental coordination and engagement with First Nations and the public to help develop policies that address the following:

- more diverse housing options for the community workforce and various income and social groups through diversifying and retrofitting housing forms and accommodation of purpose-built affordable housing
- increase housing supply in appropriate locations as they relate to infrastructure servicing, transportation options, and walkability
- discourage or mitigate development in natural hazard, environmentally sensitive, conservation or reserve areas while incentivizing increased density in areas near existing infrastructure and amenities, i.e., within existing village hubs
- promote climate change resiliency planning through energy-efficient development that reduces carbon emissions, building design standards support green transportation infrastructure, complete streets and third places
- protection of the natural environment and archaeological heritage
- ensure equitable access to safe housing, infrastructure, and community services
- support and promote housing for First Nations, preserve cultural and day-to-day practices, and walk the path of First Nations Reconciliation
- engage service providers to identify misalignment and build inter-agency connectivity.

## Scope of Services

The specific tasks identified below intend to provide directions for achieving the objectives outlined above; staff is open to recommendations from the selected consultant to ensure delivery of a supportable, comprehensive data assessment of the area's infrastructure, transportation, water, archaeological and ecosystem significance, and climate resiliency to guide the development of a complete community.

The Scope of Services for the contract includes five main components with associated activities described below:

### 1. An equity-based community engagement program:

- develop a more meaningful and intentional public engagement program with an equity community outreach approach that is inclusive, respectful, transparent, wholly and equitably involved, where anyone and everyone has access to relevant information on the issues related to this project and the engagement process itself; a public engagement program that builds on equity-centred engagement and consistent with the IPA2's *Diversity, Equity and Inclusion* (DEI) principles and execution practices;
- review of community context and identified goals that support complete communities through robust and comprehensive public engagement and engagement with First Nation communities, as well as relevant ministries, agencies, local organizations, and governance organizations
- development of key messages to communicate an accepted island concept of a complete community;
- identify strategic goals to support complete community building
- the engagement process should apply the complete community lens that includes housing options, proximity to daily needs (i.e., key amenities), walkability and transportation, and the cost of services;
- in addition to the public, identify governance partners as well as interest groups and identify equity-seeking groups and accessibility needs

- options and mechanisms for engagement that provide a range of ways to engage;
- present the engagement program to the SS LTC for comments.

## 2. Data collection and analysis:

- review and incorporate internal and external studies on the geography of the area, level of hazard, climate risk, environmental data, plans, and policies, which include coordination with Islands Trust's GIS staff and the Integrated Cadastral Information (ICI) Society to obtain information on existing conditions relating to land use (i.e., SS OCP land use designations, zoning, and housing data), socio-economic, environmental assets, transportation network, and infrastructure servicing
- prepare mapping of existing density benchmarks for built-up areas and designated undeveloped areas (based on existing land suitability map of SSI)
- data collection from agencies and organizations such as CRD, MOTI, North Salt Spring Water District, Salt Spring Community Services, School District, Salt Spring Fire and Rescue, RCMP
- data collection from Islands Trust Conservancy, Islands Trust Fresh Water Specialist
- data collection from publicly available sources such as:
  - Census data (Statistics Canada)
  - Provincial Digital Road Atlas (DRA)
  - BC Assessment Actual Use Codes
  - Transit data (BC Transit)
  - Sidewalk and walking trail data
  - Tax revenue data
  - Topographic maps
  - Environmentally sensitive areas
  - Natural hazard areas
  - Agricultural Land Reserve (ALR)
  - Federal and Provincial Crown Land

## 3. Data assessment:

- Summarize the community's strengths, weaknesses, opportunities, and challenges related to goals based on information gathered from the public engagement and consultation with the First Nations process. Provide a schematic overview/growth modeling, including servicing systems, servicing capacities, roads, highways, active transportation, archaeological potential, wetlands, and stream assimilative capacity, at a minimum, based on the following data collected:
  - profile and future growth projection (10-20 years);
  - most recent housing needs assessment
  - data collected on the current population
  - existing designated undeveloped areas, including an inventory of registered and draft approved plans of subdivision, their expected developable densities, and implications for overall developable density for the designated undeveloped areas
  - OCP land use designations and zoning
  - land availability inside existing built-up areas and the opportunities for infill of residential units;
  - trends and implications relating to edge development, including at the outer boundaries of the village hubs and service areas
  - potential employment lands and their capacity
  - current and planned servicing capacity including, but not limited to, stormwater and water systems
  - amenity siting, brownfield remediation, and future active transportation infrastructure/corridors
  - walkability and access to amenities within nodes/hubs
  - existing road networks and assessments
  - areas with sensitive environmental conditions and archaeological and cultural significance



- analyse gaps in existing data, gather and collect additional relevant data determined, based on best practices, to be critical to support building a complete community

#### 4. Assessment Report and Recommendations:

Based on comprehensive information, data collection, and input from public engagement, provide the following:

- delineate strategic lands in the LTA and assess development potential
- identify policy direction related to centres, nodes, corridors, built areas, greenfields, and complete communities
- identify development, redevelopment, and intensification opportunities nodes where people can travel to most daily needs within short walking or cycling distances and connect to other services and amenities using transit or other transportation that aims to reduce GHG emissions from transportation
- prepare mapping to identify potential density benchmarks for built-up areas and designated undeveloped areas (based on the existing land suitability map of SSI)

#### 5. Growth Scenarios

- develop three alternative growth scenarios with related spatial maps and graphics to identify general locations for housing growth, required infrastructure, intensification rates, and designated undeveloped area densities, as well as housing mix:
  - scenarios should identify general locations for growth, including population and employment forecasts, required infrastructure, intensification rates, designated greenfield and infill area densities, as well as housing mix and employment options
  - develop criteria to evaluate options and select a preferred option in consultation with First Nations communities and the community through open houses or public meetings
  - identify development, redevelopment, and intensification opportunities
  - provide rationale for alternative intensification and/or density targets, if necessary;
  - analysis of alternative growth scenarios with related maps and graphics
  - identify the potential for each scenario to support a simplified path to developing affordable housing
  - provide a rationale for alternative intensification and/or density targets, if necessary
- establish recommendations for interventions and/or policy changes that the SS LTC can implement or adopt to manage better and achieve sustainable growth and development most likely to meet the anticipated housing needs of residents.

#### The consulting team's responsibilities will include the following:

- Develop a detailed work plan in response to the four components of the services identified in Section 3.4 Scope of Services
- Implement the activities identified in the Scope of Services and the approved work plan;
- Organize (including all arrangements and set-ups) and conduct all consultation and engagement activities identified in the approved engagement plan
- Provide necessary technologies for interacting with participants in the consultation process and responding to inquiries from the communities relating to the early engagement process
- Provide progress reports and recurring meetings with staff as identified in the work plan
- briefings to the SS LTC at appropriate intervals
- Review of community context and identified goals that support complete communities through robust and comprehensive public engagement and consultation activities with First Nations communities, ministries, agencies, local organizations, and the public at large

- Data collection, compilation, and updates (e.g., spatial data/mapping/digitalization) on housing, transportation, daily needs (especially within the villages), and infrastructure (i.e., stormwater, water, sanitary sewer, transportation)
- Updated GIS layers, and all pertinent GIS data shall be delivered to Islands Trust in a format compatible with the Islands Trust’s programs
- Submit the progress reports summarizing the activities with key issues identified
- Provide a final assessment report with three scenarios and recommendations described in the Scope of Services section
- Present a final assessment report and recommendations to the SS LTC

**Progress Reports and Deliverables**

- Develop a detailed work plan to include scope, approaches to a public engagement program, data collection/analysis and geospatial analysis, and timelines to accomplish the tasks described in this Scope of Services
- An Equity-based Public engagement program consistent with IAP2 standards for SS LTC review and comment;
- Progress reports on data collection, early findings, and key issues identification, at a minimum, on the four main components
- Supply Islands Trust GIS staff with data collected
- Geospatial mapping on elements identified in the Scope of Services
- Final assessment report
- Scenarios and recommendations on how to manage future development, including best practices in managing infrastructure for future growth that include, at a minimum, the following elements:
  - policy recommendations
  - infrastructure consideration
  - short- and long-term initiatives for implementation
  - identification of areas for additional study, planning, etc.
  - partial plan, diagrams, and map illustrating the main components of the scenarios
  - any data tables in original format collected as part of the project
- Completion of all deliverables required by late August 2024.

Tentative Timelines on Projects

Activities/Tasks	2023												2024												2025											
	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D			
<b>Data Collection/Analysis</b>																																				
Grant applications:																																				
Complete Community Grant																																				
CMHC HAF																																				
Draft Scope of Services & Terms of Reference																																				
RFPs:																																				
FNs and public early engagement on complete community assessments																																				
Data collection/analysis and Geospatial Mapping																																				
Ongoing review of consultants' data and progress																																				
Research and data analysis/mapping																																				
LTC review of consultation results/policy options																																				
<b>Preparing for OCP/LUB project</b>																																				
LTC review of Terms of Reference																																				
Develop Project Charter																																				
LTC/FNs endorsement of Project Charter																																				
Business case approval																																				
Develop public outreach info: project webpage/brochures/postcards																																				
Coordinate with TWG and APCs																																				
Ongoing consultation and agencies and local groups collaboration																																				
OCP policies review																																				
<b>Ganges (Shiya'hwt/SYOWT) Village Area Plan project</b>																																				
FNs and public engagement on policy development																																				
Coordinate with TWG and APCs																																				
Ongoing consultation and agencies and local groups collaboration																																				
<b>Policy development stage</b>																																				
Develop policies																																				
Revision /1st reading																																				
Early referral/legal review																																				
Public outreach on draft policies																																				
Revision/2nd reading																																				
Public outreach/CIM on proposed bylaw/public hearing																																				
3rd reading/Executive Committee/Ministry																																				
Final adoption																																				
Associated SS LUB amendment																																				
Procedural updates/communication																																				

SS LTC Decision Points **D**  
Project Milestones **M**