

File No.: 6500-20
Salt Spring Island OCP-LUB
Update Project

DATE OF MEETING: March 7, 2024
TO: Salt Spring Island Local Trust Committee
FROM: Jason Youmans, Island Planner
Salt Spring Island Team
COPY: Chris Hutton, Regional Planning Manager
Salt Spring Island Team
SUBJECT: Terms of Reference: OCP-LUB Update Project

RECOMMENDATIONS

1. That the Salt Spring Island Local Trust Committee endorse the Terms of Reference for the OCP-LUB Update Project attached as Appendix 1 to this staff report.
2. That the Salt Spring Island Local Trust Committee direct staff to provide a draft Project Charter based on the Terms of Reference in Appendix 1.
3. That the Salt Spring Island Trust Committee direct staff to provide a draft scope of services for review and comment for a planning consultant to undertake the work specified in the Terms of Reference in Appendix 1 and the OCP-LUB Update Project Business Case.
4. That the Salt Spring Island Local Trust Committee direct staff to provide a draft community engagement strategy for the OCP-LUB Update Project.
5. That the Salt Spring Island Local Trust Committee direct staff to provide options for engaging First Nations in the OCP-LUB Update Project.

REPORT SUMMARY

Appendix 1 of this report provides an updated Terms of Reference (ToR) for the Salt Spring Island Local Trust Committee's project to amend the Salt Spring Island Official Community Plan and Land Use Bylaw. This restructured ToR is an effort to simplify the ToR that was considered by SS LTC at its December 14, 2023 regular meeting and on which SS LTC offered a range of comments and suggested improvements. For reference, staff have also included as Appendix 2 to this report the ToR received at the December 2023 meeting, with changes tracked in accordance with SS LTC's discussion that day.

Staff recommend that SS LTC endorse the version included here as Appendix 1, as it provides greater focus for the OCP-LUB Update Project.

BACKGROUND

At its meeting on December 14, 2023, the SS LTC reviewed and discussed a proposed ToR for the OCP-LUB Update project. Comments provided by the SS LTC included the following:

- include a statement regarding the LUB update implementation
- add food security

- add all housing must be developed in appropriate places;
- include adequate monitoring program to the objectives section;
- remove the questions from phase one and phase two;
- add context for being a complete “island” community;
- include consultation with First Nations with interests in the area, including specific to First Nations living “on island”;
- remove Potential Engagement Toolkit and Methods table
- include a variety of Technical Working Groups in the Summary of the Engagement Strategies table and develop terms of reference for those;
- remove preliminary contact table
- remove formal referral table
- remove target timelines table and focus on phases;
- separate public hearing costs in the budget table;
- identify who generates change in the project change management section;
- add inter agency protocol agreements

ISSUES AND OPPORTUNITIES

To ensure that staff can develop and execute a project plan that meets SS LTC’s expectations, staff require some discussion and general direction across a number of important issues identified below.

Project Purpose

SS LTC should consider and provide direction as to what it perceives to be the shortcomings of the existing OCP to help inform the design of the OCP-LUB Update process. If the document’s age and the fact that it hasn’t undergone a major update since its adoption is the primary concern, then that implies that a wholesale review and rewrite may be on the table. If, however, there are specific sections or themes within the document that SS LTC feel no longer serve the community well, then it can direct that the project be limited to those thematic areas.

The Terms of Reference attached as Appendix 1 assumes that increasing housing options and housing equity is this SS LTC’s prevailing concern, and nests that primary issue in the context of three other priority areas that Islands Trust has signalled to be important. Those are:

- 1) Advancing the interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- 2) Enhancing ecosystem integrity and connectivity; and
- 3) Building climate change resiliency.

This framing of the project’s goals is less ambitious than the ToR considered by the LTC in December, but should prove more achievable.

SS LTC can clarify the land use themes it would like to see captured through this project by address the following questions:

- Does the goal of increasing housing options and housing equity, and couching this goal within the context of Indigenous reconciliation, ecosystem integrity and climate change resiliency, capture SS LTC’s intentions for this project? If not, what does it miss and how can the project goals set out in the draft Terms of Reference be amended accordingly?

- Does Part A of the OCP continue to reflect the general vision, goals and objectives of the community? If “no,” then a major re-imagining of the document with a commensurate level of community engagement may be in order. If “yes,” then SS LTC may wish to take a more narrow view of where the plan needs to be enhanced, such as that captured in the Terms of Reference in Appendix 1.

Project Timelines

It should be apparent that the breadth of the project will affect its completion time. The greater the breadth, the more complex the project becomes to manage, with a wider range of interest-holder involvement and the potential commission of professional reports and analyses to support policy development.

If SS LTC is keen to see bylaw amendments adopted before the end of its political term in October 2026, then it should consider a narrower scope.

Community Engagement

SS LTC should consider the nature of community engagement that it wishes to employ in this project. Important questions that SS LTC should consider are:

Community-Led Engagement

In the ToR attached as Appendix 1, staff have proposed a round of community-led engagement (Phase 2: Targeted Community Visioning) that staff hope can be used to formulate a shared vision for the path forward toward more housing options and housing equity in the community.

However, SS LTC should consider whether such open community-led engagement is necessary, or whether SS LTC feels it has sufficient information and a sufficient mandate to dive straight into the policy development process based on the work done by various community groups and SS LTC task forces in recent years.

APC/AAPC/HAPTF

The SS LTC has three existing advisory planning commissions: the Advisory Planning Commission (APC); Agricultural Advisory Planning Commission (AAPC) and Housing Action Program Task Force (HAPTF).

The draft Terms of Reference attached as Appendix 1 anticipates one LTC-appointed advisory commission to serve as the project’s lead advisory body (Project Advisory Committee). This singular advisory body could be the existing APC or a new special APC appointed for the purpose. The ToR also considers the potential for a range of consultant-appointed subject area working groups if they are deemed necessary.

SS LTC Bylaw No. 467 sets out the purpose of its advisory planning commissions as follows:

- 1.1 An Advisory Planning Commission to advise the Local Trust Committee on matters respecting land use, community planning, or proposed bylaws and permits, pursuant to the *Local Government Act* that are referred to it by the Local Trust Committee.
- 1.2 An Agricultural Advisory Planning Commission to advise the Local Trust Committee on all matters respecting agriculture referred to it by the Local Trust Committee.
- 1.3 Any Special Projects Advisory Planning Commission(s) to advise the Local Trust Committee on one or more special projects that are matters respecting land use, community planning, or proposed bylaws and permits, pursuant to the *Local Government Act* that are referred to it by the Local Trust Committee.

If SS LTC feels that the Advisory Planning Committee is not suited to act in the capacity required of this project, it may choose to appoint another Project Advisory Committee. Bylaw 467 enables the LTC to terminate or appoint members as it sees fit, in case SS LTC believes that the APC could work.

- 2.8 Notwithstanding anything elsewhere contained within this bylaw, the Local Trust Committee may at any time or from time to time, terminate the appointment of any member of any Commission appointed pursuant to this bylaw. This will include any Commission member who

Staff anticipates that the Project Advisory Committee will help workshop strategies proposed by staff and consultants, as well as review reports (engagement summaries, policy options, draft legislation, etc.) produced by staff and consultants. Staff also hope they will be enthusiastic champions of the project and provide support at public events.

SS LTC should consider the role it anticipates its existing planning commissions to play in the OCP-LUB Update Project. There are three options available:

- 1) Use the LTC's existing Advisory Planning Commission or Housing Action Program Task Force as the Project Advisory Committee¹;
- 2) Terminate and/or appoint new members to the existing commission it wishes to use as its Project Advisory Committee; or
- 3) Create a new project-specific special advisory planning commission as a Project Advisory Committee and consider what, if any, role it wishes its existing planning commissions to play in the OCP-LUB Update process.

See Appendix 3 of this staff report for a draft information flow diagram for the OCP-LUB Update Project that corresponds to the project structure proposed in the Terms of Reference in Appendix 1.

¹ Referring items to the Agricultural Advisory Planning Commission as appropriate.

General Community Engagement

In an effort to bring greater consistency to land use planning projects across the Islands Trust Area, staff intend to draw on lessons being learned from successful engagement initiatives taking place right now in other Local Trust Areas, including Gabriola Island and Denman Island.

First Nations Involvement

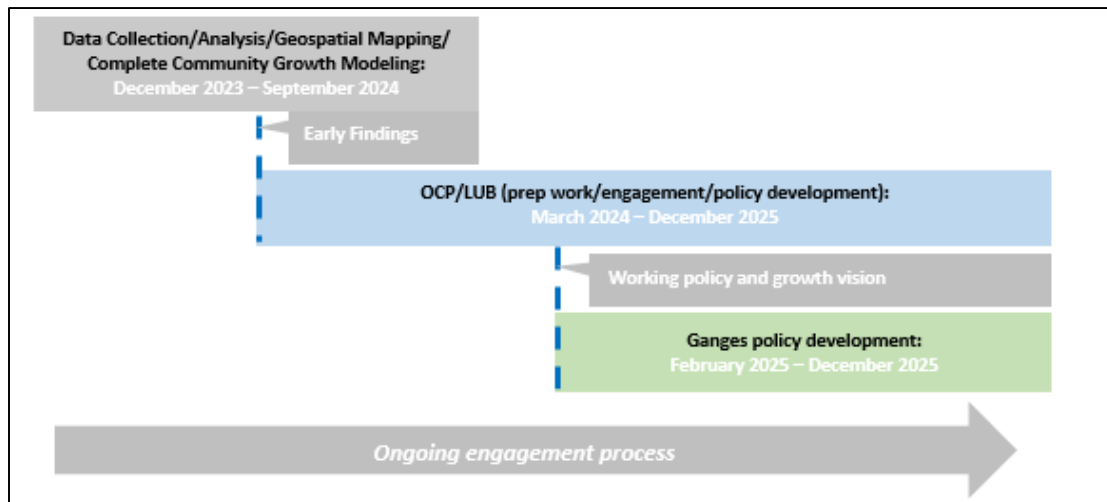
Any major revision to the OCP should be taken as an opportunity to ensure that reference in the document to Indigenous peoples and their interests are modernized and consistent with the commitments to reconciliation that Islands Trust has made. Beyond this, SS LTC should also consider the depth of engagement with area First Nations that it wishes to achieve through this project. SS LTC will recall that some Nations have identified an interest in process co-design or co-planning.² While co-design is ideal, it may also not align with SS LTC's timeline and budget.

Early consultation with Nations is required to ascertain their interests.

Relationship to Other Initiatives

As discussed elsewhere in this agenda package, SS LTC is about to embark on a Complete Communities Assessment for Salt Spring Island. The results of that CCA will inform and influence some of the policy directions in the OCP-LUB Update Project.

The LTC's major projects roadmap frames the relationship of the Complete Communities Assessment to the LTC's larger OCP-LUB amendment process as follows:



² See attached letter from Cowichan Nation Alliance regarding the Ganges Village Planning Process and opportunities for process co-design.

RATIONALE FOR RECOMMENDATIONS

That the Salt Spring Island Local Trust Committee endorse the Terms of Reference for the OCP-LUB Update Project attached as Appendix 1 to this staff report.

Endorsing the attached Terms of Reference will give confidence to SS LTC, staff, and the wider community about the general parameters of the project. It will then allow staff to begin developing more detailed project management materials.

That the Salt Spring Island Local Trust Committee direct staff to provide a draft Project Charter based on the Terms of Reference in Appendix 1.

A project charter is important to provide a concise public-facing summary of the project as simple project control document and for the benefit of SS LTC and staff.

That the Salt Spring Island Trust Committee direct staff to provide a draft scope of services for review and comment for a planning consultant to undertake the work specified in the OCP-LUB Update Project Business Case.

SS LTC requested \$96,000 for this project for the 2024/25 fiscal year. \$50,000 of that is anticipated to be used to hire a consultant to lead the community engagement component of the project, and based on that engagement, help generate some preliminary policy directions. A draft scope of services will provide SS LTC with an idea the tasks that a consultant would be anticipated to fulfill as their part of the project.

That the Salt Spring Island Local Trust Committee direct staff to provide a draft community engagement strategy for the OCP-LUB Update Project.

Community engagement, as reflected in the Terms of Reference attached as Appendix 1, suggests an engagement approach. A draft community engagement strategy can provide SS LTC with a more detailed picture of when and how different segments of the community would be engaged in the project.

That the Salt Spring Island Local Trust Committee direct staff to provide options for engaging First Nations in the OCP-LUB Update Project.

Regardless of whether SS LTC endorses the Terms of Reference attached as Appendix 1, staff intend to undertake some informal communications to understand local First Nations expectations for involvement in this project. Staff also hope that the Ministry of Municipal Affairs can provide some clarity around its expectations for First Nations project participation well before a revised bylaw makes it to the desk of the Minister of Municipal Affairs for their approval. Staff will use this informal research to report back to SS LTC with some options for First Nations project engagement.

ALTERNATIVES

The Salt Spring Island Local Trust Committee may consider the following options:

1. The SS LTC may request further information or amendment before accepting the Terms of Reference as presented. SS LTC could consider the following resolution :

That the Salt Spring Island Local Trust Committee requests staff to revise the OCP-LUB Update Terms of Reference as follows:

- Item #1
- Item #2.....

2. SS LTC may determine that the ToR considered in December 2023 more closely aligns with its project goals, and therefore either endorse the revised version attached as Appendix 2, or make further changes at SS LTC's discretion. If this is the case, SS LTC could consider the following resolution:

That the Salt Spring Island Local Trust Committee endorse the Terms of Reference for the OCP-LUB Update Project attached as Appendix 2 to this staff report.

NEXT STEPS

If SS LTC accepts the recommendations of this staff report, staff will:

- Begin developing a brand identity for the OCP-LUB Update Project, including a project webpage, to provide preliminary educational information on the purpose of the OCP and LUB and the path forward
- Continue to advance the Complete Communities Assessment Project
- Develop a plan to assemble a Baseline Conditions Report
- Develop the documents referenced in the resolutions of this staff report
- Make preliminary contact with area First Nations to begin developing a strategy for their involvement in the planning process.

Submitted By:	Jason Youmans, Island Planner	February 27, 2024
Concurrence:	Chris Hutton, Regional Planning Manager	February 28, 2024

ATTACHMENTS

- Attachment 1 OCP-LUB Update Project - Draft Terms of Reference (Restructured)
Attachment 2 OCP-LUB Project Draft Terms of Reference (per December 14, 2023)
Attachment 3 OCP-LUB Update Project Information Flow Diagram
Attachment 4 Cowichan Nation Alliance Letter re. Ganges Village Planning



Salt Spring Island OCP-LUB Update Project Terms of Reference

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BACKGROUND/CONTEXT

An Official Community Plan (OCP) is a statement of objectives and policies to guide local government decisions on planning and land use within the plan's geographic area.

Taken together, the policies that comprise an OCP form the medium-term vision of a community and provide predictability for residents about the community's priorities and the type of land use change they can expect to observe around them. Section 473 of the [Local Government Act](#) describes the required content of an OCP. Section 474 of the *Act* describes optional content that local governments *may* include in their OCPs.

Salt Spring Island OCP Bylaw No. 434 was adopted in 2008 and has undergone only a handful of amendments since that time; the last being a modest change to industrial lands policy in 2020. Salt Spring Island Land Use Bylaw No. 355 (adopted in 1999) was never comprehensively updated to enact the policy direction expressed in the OCP.

PURPOSE

The purpose of the Salt Spring Island OCP-LUB Update Project is to modernize the Salt Spring Island official community plan and land use bylaw to provide a framework that will guide residential growth and change on Salt Spring Island over the next decade or more. It will do so in a manner that addresses contemporary challenges while remaining consistent with the Islands Trust Policy Statement.

PROJECT GOALS

The goal of the Salt Spring Island OCP-LUB Update Project is to **increase housing options and housing equity** on the island in ways that:

- Advance the interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- Enhance ecosystem integrity and connectivity; and
- Build climate change resiliency.

PROCESS GOALS

The goals of the Salt Spring Island OCP-LUB Update Project process are to:

- Strengthen relationships with area First Nations through their early and ongoing engagement in the design and execution of a project process that reflects shared values;
- Ensure broad opportunities for community input through a robust public engagement process that reflects the diversity of the community;
- Ensure the Salt Spring Island OCP and LUB are consistent with the Islands Trust Policy Statement;
- Build on the strengths of the existing OCP by retaining those elements that continue to reflect the Island's aspirations; and
- Where appropriate, analyze and incorporate the evidence and recommendations of other governments, agencies, and non-governmental organizations and consider enacting policy and regulatory changes accordingly.

PROJECT SCOPE

The scope of the Salt Spring Island OCP-LUB Update Project will be guided by focus on the above-noted goal and consistency with the [Islands Trust Policy Statement](#).

The five themes below will define the structural parameters of the project:

A. Engage First Nations in Process Design and Execution

For several years, First Nations with treaty and territorial interests on Salt Spring Island have told the SS LTC that they want to be at the table from the earliest days of major projects. As a substantive update to the Salt Spring OCP and LUB will guide change on the Island for at least a decade, it is anticipated that area First Nations will take a significant interest in the OCP-LUB Update Project and expect a level of involvement beyond simply commenting on policies as they are developed. This will take an investment of both time and budget, but will result in a product that is responsive to the [Islands Trust Reconciliation Declaration](#).

B. Update, Streamline and Build On Content in the Existing OCP and LUB

The existing OCP will be used as the point of departure for the update. While a number of community priorities have emerged that merit attention, Salt Spring Island remains an Island within the Islands Trust Area, and as such, any OCP the community generates must be consistent with the Object of the Islands Trust. Therefore, it is anticipated that many of the policy directions around environmental protection and managing growth found in the current document will endure, albeit in a refreshed form. The Islands Trust Policy Statement is currently undergoing a major amendment, the results of which will inform the scale of change that a renewed OCP can invite. Experience has demonstrated that the current OCP is too prescriptive in areas where greater flexibility may be required to achieve community objectives.

The Land Use Bylaw will then be updated in accordance with the policy direction of the OCP.

C. Use Existing Reports and Plans to Inform Policy and Regulation

Over the past five years Islands Trust and a number of local agencies and advocacy groups have published reports and plans that identify recommended actions for the LTC in high priority areas and other land use topics. These reports and plans should be the first point of reference as SS LTC considers updates to, and development of new, OCP policies and LUB regulations.

Guiding documents will include, but are not limited to:

- Islands Trust Reconciliation Action Plan
- Salt Spring Island Watershed Protection Plan
- Summary of Recommendations (SS LTC Housing Action Program Task Force)
- Homes for Islanders (Salt Spring Solutions)
- Salt Spring Island Community Wildfire Resiliency Plan (Capital Regional District)
- Salt Spring Island Active Transportation Plan (Capital Regional District)
- Salt Spring Island Area Farm Plan Renewal (Salt Spring Island Agricultural Alliance)

D. Use Islands Trust Housing Project Toolkit

This project will apply the project methodology proposed in the Islands Trust Housing Toolkit, which sets out a structured approach to LTC action on addressing housing issues. In particular, this project will use the Suitable Land Analysis that has been developed as part of the Toolkit to identify areas of the island that are more, or less, suitable for residential development.

E. Update Existing Development Permit Areas and Consider New Development Permit Areas

Existing development permit areas should be revisited to ensure they are consistent with current best practices and evidence-based planning. Additional development permit areas should be considered, such as wildfire resiliency DPA and watershed protection DPA.

PLANNING PROCESS AND TIMELINE

The OCP/LUB Update Project is expected to take 30 months. Figure 1 provides an overview of the process, while Table 1 outlines the planning process showing key project phases, key activities and deliverables. While project activities are reasonably well defined, public engagement activities can be adapted based on the feedback of a Project Advisory Committee and other community interest holders, provided it meets overall project timelines and objectives.

Figure 1: Planning Process Timeline



Table 1: Planning Process

PHASE	ACTIVITIES	KEY DELIVERABLES
Phase 1 PROJECT INITIATION February 2024 to September 2024	<i>Early First Nations Engagement</i> - Advise of intention to launch OCP/LUB update project - Engage in discussions about co-development of project process - Understand capacity expectations to participate	Letters of Understanding with individual Nations or organizations representing multiple Nations
	<i>Research and Analysis</i> - Complete Communities Assessment undertaken by consultant - Compile Baseline Conditions Report - Compile OCP policies that have not been implemented	Complete Communities Assessment Report Baseline Conditions Report Unimplemented Policies Report

PHASE	ACTIVITIES	KEY DELIVERABLES
	<i>Community Engagement Preparation</i> - Develop project website and other communication materials - Identify key community interest holders - Form Project Advisory Committee - Confirm Engagement Strategy	Engagement Strategy Establish Project Advisory Committee Establish Consultant-Led Working Groups
Phase 2: TARGETED COMMUNITY VISIONING October to December 2024	<i>Ongoing First Nations Engagement</i> Understand First Nations vision and goals for Salt Spring Island	Phase 2 First Nations Engagement Summary
	Develop housing options and housing equity vision statement, identify key issues and assess priorities. This could include: - Community events/workshops - Community-led group interest holder meetings - Community survey - Interest holder interviews - Meetings tailored to particular demographics or specific interest areas	Phase 2 Engagement Summary Vision Statement Comprehensive list of planning issues and priorities
Phase 3: PLAN DEVELOPMENT January 2025 to June 2025	Develop and explore policy options related to key issues through: - Project Advisory Committee meetings - Form consultant-led subject-area working groups as needed	Preferred Policy Options
	Staff development of Draft OCP amendments	Draft OCP amendments
Phase 4: DRAFT OCP REVIEW and INITIATE LUB	<i>Ongoing First Nations Engagement</i> First Nations review of Draft OCP amendments	Phase 4 Engagement Summary
	- Community events/open house to review Draft OCP amendments - Interest holder meetings - Survey to assess reception to the Draft OCP amendments	Phase 4 Engagement Summary Final Draft OCP

PHASE	ACTIVITIES	KEY DELIVERABLES
UPDATE July 2025 to November 2025	Staff development of Draft LUB amendments	Draft LUB amendments
Phase 5: OCP ADOPTION and DRAFT LUB REVIEW September 2025 to January 2026	• Final edits to the Draft OCP • Public Hearing • Executive Committee approval • Ministerial approval	Adopted OCP Monitoring Plan
	<i>Ongoing First Nations Engagement</i> • First Nations review of Draft LUB amendments	Phase 5 First Nations Engagement Summary
	• Community events/open house to review Draft LUB amendments • Interest holder meetings • Survey to assess reception to the Draft LUB amendments	Phase 5 Engagement Summary Final Draft LUB
Phase 6: LUB ADOPTION February 2026 to June 2026	• Final edits to the Draft LUB • Public Hearing • Executive Committee approval	Adopted LUB

COMMUNITY ENGAGEMENT

Community engagement and participation is a fundamental part of the OCP/LUB Update planning process. While SS LTC retains final authority over whether the plan is adopted, a strong level of input and ownership is important for the plan's legitimacy. The planning process will seek to be equitable and reach a broad spectrum of the community.

Community members will be able to participate in the planning process for the Salt Spring Island OCP/LUB Update in a number of ways, including:

- Applying to join the OCP/LUB Update Advisory Committee
- Being recruited to a consultant-led working group
- Participating in community-led engagement activities
- Completing community surveys

- Attending open houses
- Sharing ideas and thoughts with SS LTC when the plan is presented at LTC open meetings and/or public hearings

The Salt Spring Island Local Trust Committee has requested that staff apply the principles of [Beyond Inclusion – Equity in Public Engagement](#) to this project. Those principles are:

- 1) Invite participation within an authentic and accountable engagement process
- 2) Plan early and proactively
- 3) Establish respectful relationships with Indigenous Peoples
- 4) Engage the internal diversity of a community
- 5) Work in a reciprocal relationship with communities
- 6) Tailor engagement plans to the context
- 7) Commit to ongoing learning and improvement
- 8) Advance systemic equity

The International Association of Public Participation (IAP2) provides a commonly applied spectrum of participation categories in public processes as follows:

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.

Table 2 below shows the level(s) of engagement that staff anticipate at each stage of the OCP Update Project:

Table 2: IAP2 Engagement Levels

PHASE	LEVEL OF PUBLIC PARTICIPATION	ENGAGEMENT TOOLS	PRIMARY ENGAGEMENT GOALS
All Phases	Consult Involve Collaborate	Project Advisory Committee and Subject-Area consultant-led working group meetings	To provide the SS LTC with confidence both process and plan have gone through a community filter To obtain advice, creative ideas and feedback throughout the project. To provide confidence to the SS LTC on technical matters
Phase 1: Project Initiation	Inform Consult	Project updates; Interest holder interviews; Data collection from agencies and NGOs	To build information base and begin to raise awareness of the project
	Inform	Workshops; community	To raise awareness of the OCP Update

PHASE	LEVEL OF PUBLIC PARTICIPATION	ENGAGEMENT TOOLS	PRIMARY ENGAGEMENT GOALS
Phase 2: Community Visioning	Consult Involve	surveys; interest holder meetings; community-led engagement	process, understand community vision, issues and aspirations, engage the community on ideas for the future
Phase 3: Plan Development	Inform Consult Involve	Project Advisory Committee meetings, design workshops	Work with appointed community members to develop and refine ideas and generate solutions
Phase 4: Draft OCP Review & Initiate LUB Update	Inform Consult	Open houses; community surveys; media; social media	To receive feedback from the public on the draft OCP
	Inform	Website update; social media and media update	To advise that staff are commencing Draft LUB update based on new OCP policies
Phase 5: OCP Adoption & Draft LUB Review	Inform	Public hearing; media, social media	To inform the public of the final Draft OCP and opportunities to make submissions to the SS LTC
	Inform Consult	Open houses; community surveys; media; social media	To receive feedback from the public on the draft LUB
Phase 6: LUB Adoption	Inform	Public hearing; media; social media	To inform the public of the final Draft LUB and opportunities to make submissions to the SS LTC

PROJECT ADVISORY COMMITTEE

A Project Advisory Committee will be established¹ as a special advisory planning commission to provide advice to the Project Team and act as a filter before project materials are provided to SS LTC for consideration.

The Project Advisory Committee will be comprised of up to 11 individuals from the community, ideally with broad geographic, social, cultural and professional representation.

Key roles of the Steering Committee will be to:

- Advise on community engagement to ensure broad outreach is effectively undertaken throughout the community;
- Promote the project and public engagement opportunities within the community;
- Provide support to staff and consultants at public engagement events;
- Review background documents as directed by staff; and
- Provide feedback to staff and SS LTC on plan concepts, policy options, and the draft plan

¹ SS LTC may decide to use existing Advisory Planning Commission for this purpose.

SUBJECT-AREA CONSULTANT-LED WORKING GROUPS

The consultant that will lead engagement and policy option development on this project will establish subject-area working groups if the need for specialized expertise is identified.

The following subject-area working groups could be established:

- Housing Options and Housing Equity Working Group
- Climate Change Resiliency Working Group (with the following potential sub-groups):
 - Freshwater Sub-Group
 - Forest/Wildfire Sub-Group
 - Shoreline Sub-Group

Key roles of the consultant-led working groups will be:

- To review and synthesize relevant documents; and
- To provide policy advice based on document review and professional expertise

AGENCY WORKING GROUP

A working group of staff from government agencies with jurisdiction over various Salt Spring Island services will be convened to ensure that those interests are appropriately reflected in the planning process and final documents.

KEY COMMUNITY INTEREST HOLDERS

RESIDENTS	SERVICE GROUPS	ADVOCACY GROUPS	AGENCIES
Of Salt Spring Island Of British Columbia	SSI Community Services Island Pathways Lions/Rotary and other Service Clubs SSI Hospital Foundation Salt Spring Foundation Faith Organizations Salt Spring/Fulford Seniors Salt Spring Conservancy	Agricultural Alliance Salt Spring Community Health Society Salt Spring Solutions Transition Salt Spring Positively Forward Chamber of Commerce Salt Spring Island Accommodations Group Salt Spring Water Preservation Society Salt Spring Arts Council Society Salt Spring Housing Council Society	Capital Regional District (CRD) North Salt Spring Waterworks District (NSSWD) Ministry of Transportation and Infrastructure (MOTI) Ministry of Municipal Affairs School District 64 Island Health Agricultural Land Commission BC Ferries

ROLES AND RESPONSIBILITIES

Salt Spring Island Local Trust Committee

SS LTC are the project champions. They set the project priorities, allocate resources and are the ultimate approval authority.

Planning Staff

This project will be managed by the Regional Planning Manager, and coordinated by an Island Planner, with support from other planners and administrative staff as required. Staff will oversee consultants undertaking community engagement, technical studies and data acquisition and processing. Staff will lead the actual policy writing.

OCP-LUB Update Project Advisory Committee

The OCP-LUB Update Project Advisory Committee will provide advice to Planning Staff and SS LTC on matters concerning the project. It will receive draft strategies from staff or consultants before implementation, and review draft summaries and reports before submission to SS LTC. The Project Advisory Committee will have the opportunity to review the draft OCP or sections thereof as they are completed and make recommendations to staff for amendment before submission to SS LTC.

Residents and General Public

All individuals with an interest in the local area will be invited to participate in the planning process through providing input to identify issues and opportunities and review draft OCP concepts, plans and guidelines.

Interest Holder Groups

Interest holder groups such as service and advocacy groups will contribute to the planning process in the same way as residents, but may also be the subject of focussed consultation with respect to their particular areas of interest. Interest holder groups can also help with outreach, issue identification, opportunities and actions and reviewing policy options.

Consultants

Consultants may be retained to provide expertise or to undertake studies to supplement the expertise of the Project Team. Special topic areas could include community engagement, wildfire risk mitigation, watershed protection, and hazard areas.

RELATIONSHIP TO OTHER INITIATIVES

The OCP/LUB Update Project will ensure that the OCP advances, or considers opportunities to advance, other Islands Trust, agency, or community initiatives. Current initiatives that will influence the content of the OCP and LUB are:

Islands Trust Policy Statement: The Islands Trust Policy Statement is currently undergoing a renewal process of its own. It is anticipated that by the time a renewed Salt Spring Island OCP is ready for adoption the Policy Statement project will be complete. Any OCP adopted by the Salt Spring Island Local Trust Committee must be consistent with the Islands Trust Policy Statement.

Islands Trust Reconciliation Action Plan: The Islands Trust Reconciliation Action Plan describes the organization's path toward better relationships with the First Nations with treaty and territorial interests in the Islands Trust Area. The Salt Spring Island OCP-LUB Update Process should advance that plan, particularly Actions 3.2, 3.3 and 3.4.

Salt Spring Island Watershed Protection Plan: The Salt Spring Island Local Trust Committee recently endorsed a Watershed Protection Plan for the Island. The OCP-LUB Update Process should consider opportunities to advance the recommended actions of that plan.

Salt Spring Island Community Wildfire Resiliency Plan: The CRD recently completed a Wildfire Resiliency Plan for the island. This plan contains several actions that SS LTC can consider to support community wildfire resiliency. These actions could be advanced through the OCP-LUB Update Process. Alternatively, policies proposed through the OCP-LUB Update Process should not be inconsistent with the recommendations of the Resiliency Plan.

Salt Spring Island Active Transportation Network Plan: The CRD recently completed an Active Transportation Network Plan for the Island. The renewed OCP should facilitate or complement the actions proposed in that plan.

Current non-governmental initiatives that could influence the OCP-LUB Update Process include:

Transition Salt Spring Climate Action Plan 2.0: The 2020 Climate Action Plan authored by Transition Salt Spring provides a range of recommended actions that SS LTC could take to advance climate change resilience in the community. The OCP Update Process should consider opportunities to advance those recommended actions.

Salt Spring Solutions Homes for Islanders: This 2023 publication from Salt Spring Solutions proposes a range of initiatives that SS LTC could consider to advance housing options for middle and low-income earners on Salt Spring Island. The OCP Update Process should consider opportunities to implement the recommended actions of this report.

BUDGET

Item Descriptions	Total Budget Cost
Early and ongoing consultation with 13 First Nations with treaty and territorial interests on SSI	\$26,000
Consultant to conduct and facilitate a robust and inclusive public engagement program and policy options development	\$50,000
Consultants to provide technical assistance if required	\$10,000
Communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	\$9,000
Technical support on virtual and in-person sessions, and facility rental for in-person sessions, open houses and community engagement meetings	\$3,000
Total	\$96,000

DELIVERABLES

The following deliverables will be achieved through the Salt Spring Island OCP-LUB Update Project:

1. Updated Salt Spring Island Official Community Plan
2. Updated Salt Spring Island Land Use Bylaw
3. Monitoring Plan

PROJECT CHANGE MANAGEMENT

A change management structure is proposed to ensure that the project achieves its intended objectives and outcomes on time and on budget. The Regional Planning Manager will bring forward any changes that would affect the project budget or timeline outlined in this for LTC and approval. The evaluation will assess the following, as necessary:

- Budget and schedule impacts;
- Alignment to the project objectives
- Contract implications
- Relational implications (public, inter-governmental)
- Feasibility and benefits of the change
- Complexity and/or difficulty of the change options requested
- Scale of the change solutions proposed
- Risk to the project in implementing the change
- Risk to the project in not implementing the change
- Impact on the project in implementing the change (time, resources, finance, quality)

DRAFT



Salt Spring Island OCP-LUB Project Terms of Reference

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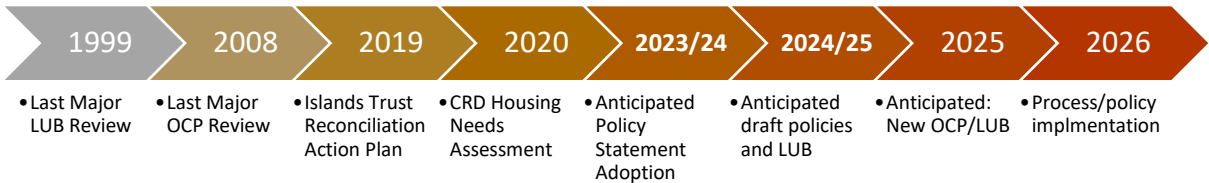
BACKGROUND/CONTEXT

An official community plan, as outlined in the Local Government Act section 471, describes the long-term vision of communities. These plans typically include, but are not limited to, the following:

- A statement of objectives and policies that guide planning and land use management
- Policies to guide a community’s sustainability and resilience
- A long-term development plan for a community
- A local government’s responsibilities

The Salt Spring Local Trust Committee (LTC) is responsible for making decisions on how land and marine areas are zoned and how uses are developed consistent with the Salt Spring Island Local Trust Committee Official Community Plan (OCP), a bylaw encompassing objectives and policies that serve as a development blueprint guiding existing and future development in Salt Spring Island. The Salt Spring Island Local Trust Committee Land Use Bylaw (LUB) provides development standards for specific zones to ensure land uses are developed consistent with the policies established in the OCP. Amendments to the LUB would be required to reflect any policy changes to the OCP.

~~In general, the existing OCP is a sound, well-drafted document that has served the Salt Spring Island community well over the past 15 years. However, there~~There has been no full review of the OCP since its adoption in 2008; the last amendment was an update regarding industrial lands per Bylaw No. 488, 2020. ~~There has also been no comprehensive update to the LUB to implement the OCP policies since the adoption of the OCP.~~ The need to update the 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



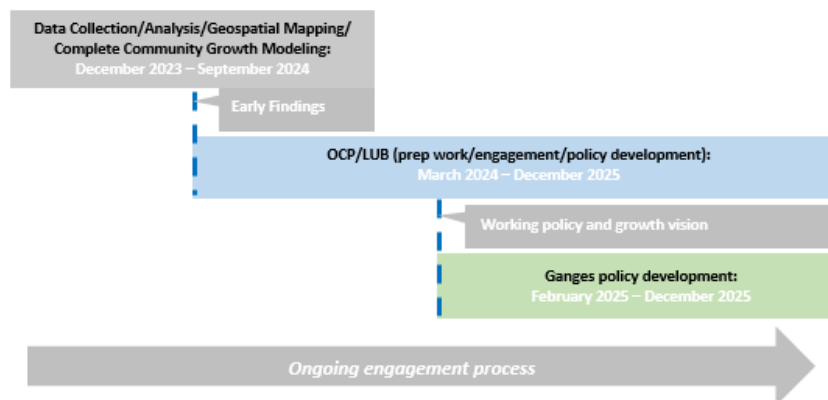
resiliency planning, infrastructure issues (such as the water moratorium), workforce stability challenges, transportation networks, and First Nations Reconciliation.

Furthermore, the most recent housing assessment conducted for the Salt Spring Island indicated that the population of Salt Spring Island grew by 10% between 2006 and 2016, and that the island could experience more rapid population growth in the future. Several housing reports and studies of the island over the years have identified the need for affordable housing and diverse housing options to address the growing housing crisis; however, to ensure a sustainable future for the island, housing must be developed in appropriate locations.

PROJECT ROADMAP

The Salt Spring Island Local Trust Area is an unincorporated area in the Capital Regional District (CRD). Many Services are provided by CRD. Road services are provided by the Ministry of Transportation and Infrastructure (MOTI). Improvement districts provide water service to various communities in the LTA. Collaboration with agencies is therefore crucial to achieving viable and helpful outcomes in this OCP-LUB project. A comprehensive, holistic analysis of available data is essential to support an evidence-based decision-making

process. A professional consulting team will be conducting data collection, synthesis and analysis, as well as a robust engagement process with First Nations and governance stakeholders, local organizations, and public interest holders to gain better knowledge of the supporting systems in the LTA, and develop growth scenarios and policy recommendations that will inform this project. The project roadmap below offers the sequence of the undertaking of the LTC's major projects.



PROJECT OBJECTIVES

The OCP-LUB project intends to achieve the following objectives:

- 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;
- ensure food security;
- discourage and prevent development in natural hazard or environmentally sensitive 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, and building design standards support green transportation infrastructure and complete streets;
- 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 their cultural and day-to-day practices, and advance First Nations Reconciliation; ~~and~~
- implementation actions within the OCP to help achieve a complete community where residents could live, work, and play within short walking distance; and
- periodic review through monitoring reports containing indicators and evaluation of the implementation progress.-

ENGAGEMENT GOALS

The OCP and LUB are land use policies that have significant impact on the future of living in this area. Residents and other interested parties therefore have an essential role to play in the development of these plans. The engagement process for this project aims to achieve the following engagement goals:

Inclusive- The engagement process seeks to ensure that every voice can be heard authentically, and to create opportunities for people to contribute when, where, and how they feel most heard. The priority

interest of First Nations is a crucial element of the inclusion strategy, and the [First Nations Engagement Principles](#) of the Islands Trust will apply.

Respectful - The engagement process seeks to ensure that every voice is treated equitably and that the feelings, rights, and traditions of others are honored through the engagement process. Input from the engagement will be wholly and broadly considered.

Community Voice - The engagement process will share relevant and accurate information to increase the community’s self-determination so they can better express their diverse interests, needs, and perspectives in the planning process.

Transparent - The engagement process will be communicated clearly and openly, including the purpose, timing, roles and responsibilities, constraints, and outcomes. Timely feedback will be provided for the participants including the range of views expressed and how the decision-makers will consider the public input.

Innovative - The options and mechanisms for engagement will provide a range of ways for citizens and interest-holders to participate in this project effectively. Likewise, the process encourages innovation from participants as it seeks input around the identified issues and encourages new approaches in how the policies and regulations may be developed for the Salt Spring community.

Wholly and Equitably Involved - The engagement process seeks to ensure that anyone and everyone has access to relevant information on the issues related to this project and the engagement process itself. Most importantly, the engagement process will ensure relevant information is available in various ways and through multiple sources.

Ongoing Evaluation - The engagement process for this OCP-LUB project will be evaluated on a regular basis to foster ongoing learning and improvement.

Engagement Phasing

The engagement phasing correlates with the Projects Roadmap identified above, more details on the engagement process is described within the next section.



	Phase I	Phase II	Phase III	Phase IV
Tentative Timelines	Starting in January 2024	March 2024 and ongoing	Late 2024	Early 2025
Purpose of the engagement	This phase is not part of the OCP-LUB project, but it offers early dialogues with the local residents and interest-holders on building a more complete community for the island. <i>Questions may include the following to assist the consulting team in their data gathering:</i> <i>What do people prioritize within their neighborhood?</i> <i>What is missing?</i> <i>How do people get around?</i> <i>What factors and elements affect people's safety and enjoyment of walking?</i>	Offers early and ongoing dialogues and collaboration with the communities, interest-holders, First Nations, ministries, agencies, local organizations on policy development and land use bylaw changes that help achieve the collective goals identified earlier in the process. <i>Questions and comments will be focusing on:</i> <i>Housing</i> <i>Public amenities</i> <i>Transportation and infrastructure</i> <i>Walkability</i> <i>Cultural and</i>	Seek feedback on the draft OCP policies and potential land use regulations that reflect input from Phase I and Phase II.	Begins the formal referral and public comment process on the draft OCP bylaw and potential land use bylaws, and the subsequent public meetings and legislative process.

		archeological protection, etc.		
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SCOPE OF WORK

The OCP-LUB project aims to help guide the development of a complete community with policies and regulations to address housing, climate resiliency planning, infrastructure servicing, and environmental protection, and to advance the Trust Council's Reconciliation Declaration that support the First Nations tradition and culture and respect their territorial interest on Salt Spring Island.

Early First Nations Engagement

Task 1 - First Nations communities' engagement

- The engagement are designed to ensure meaningful engagement and collaboration with First Nations. Early engagement will start in the Complete Community Assessment, and led by an Indigenous engagement expert with high professionalism, experience, integrity, confidentiality, and expertise to facilitate dialogue with the [thirteen First Nations with territorial interests, and the](#) local First Nations communities on the island. This early engagement effort intends to establish a meaningful dialogue with the First Nations communities to ensure respect for the Free, Prior, and Informed Consent of Indigenous People. The engagement process itself will be reflective of the Trust Council adopted policy on [First Nations Engagement Principles](#), the foundation documents of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), and the Truth and Reconciliation Commission Calls to Action. The engagement process will ensure that the rights, interests, priorities, and concerns of the First Nations communities on the island are acknowledged and respected. The process will be guided by considerations and responses from First Nations on how to proceed in a mutually respectful, collaborative, relationship-building framework.

Public, Local Organizations, and Governance Partners Engagement

Task 1 - An Equitable Public Engagement Program

- An equitable public engagement program is designed to ensure that members of the community impacted by a decision have the opportunity to inform decision-making by removing barriers to their participation by providing resources and opportunities to address historic and ongoing disadvantages faced by marginalized groups. An early engagement process intends to identify elements supporting a complete community for Salt Spring Island. The process will be guided by the principles established in the [Equity in Public Engagement – A Guide for Practitioners](#) by Simon Fraser University Centre for Dialogue. The process should also be designed to ensure equity and accommodate a progression of dialogues throughout the life of the project and promote the following principles:
 - *Principle 1: Invite participation within an authentic and accountable engagement process*
 - *Principle 2: Plan early and proactively*
 - *Principle 3: Establish respectful relationships with Indigenous Peoples*
 - *Principle 4: Engage the internal diversity of a community*
 - *Principle 5: Work in reciprocal relationship with communities*
 - *Principle 6: Tailor engagement plans to the context*
 - *Principle 7: Commit to ongoing learning and improvement*
 - *Principle 8: Advance systemic equity*
- The Engagement Plan will be developed in accordance with the International Association for Public Participation (IAP2) engagement framework, and designed to incorporate its *Diversity, Equity, and Inclusion* principle

Task 2 - Public communication and engagement tools

- The essential communication and engagement tools provided by Islands Trust are listed below. Additional tools and methods may be proposed and negotiated within the project budget and schedule by a successful project consultant.
- Communications and engagement capabilities, including limited advice and local procedural support, media outreach, social media management, and local survey tool coordination.
- A Salt Spring Island email newsletter is available for notification and other push notification.

Task 3 - Agencies Collaboration

- A Technical Working Group (TWG) consists of staff from various ministries and other governance agencies, local non-profit and registered community groups. Islands Trust staff will work with the TWG to promote cross-government policy alignment.

Task 4 - Interest Holders and Local Organizations

- In addition to the consultant-led community meetings, collaborate with the community groups and interest holders.
- Explore options for community-led engagement.
- Establish relationships for frequent consultation or collaboration, potentially through recurring meetings, with organizations or registered non-profit organizations that represent a target or highly affected audience or may be based on geographical communities on particular issues or sector interests.
- A preliminary list of key interest holders is outlined in the *Preliminary Contact* table.

Potential Engagement Toolkit and Methods

Town Hall	When to use
To be hosted by LTC with relevant information and agendas. An open assembly where people come to share their views and concerns and provide information. Typically organized as an in-person event but can also be conducted in an online format.	• To disseminate information or raise awareness of an issue • To seek views or reactions • To reach a large number of people in a single event • Have resources and time to promote
Web streaming	When to use
Use of online channels such as live streaming or social media discussions that allow people to share information with their followers and friends. Islands Trust currently does not have the capability, but the consulting team may be able to accommodate.	• To disseminate information • To raise awareness of a specific or set of issues
Online discussion forums	When to use
Web-based discussion forums to allow for discussion and interaction between participants. Depending on the design, participants can be anonymous or self-declare their identities when they opt in to participate; they may be required to register.	• To disseminate information • To obtain feedback in a public forum • Limited budget • To access a broad audience and allow conversations across time and place
Workshop	When to use
In-person sessions focused on obtaining feedback or collaborating on a specific topic. While there are a number of ways to run workshops, they are characterized by facilitation and interaction.	• For discussions on criteria or analysis of alternatives • To provide opportunity for interaction and relationships between participants • Have access to good facilitators
Roundtables (experts and/or public)	When to use
It often involves a short presentation by the host and/or invited experts, followed by dialogue and discussion designed to answer specific focus questions or examine a particular issue.	• Focus on a thorough discussion of an issue • Often with known audiences • Have access to good facilitators
Collaborative planning processes	When to use
A process that brings together a range of people to discuss and make determinations on relatively narrow issues. Discussions are analytic, reflective, and results-oriented focusing on collaboratively developing solutions rather than participants responding to established proposals (online or in person).	• To generate ideas • To develop plans • To enhance public support for government decision-making
Advisory panel	When to use
An appointed body of individuals convened to meet to provide advice to a decision-maker, with whom final authority and accountability rests. Participant selection may be targeted to those with relevant	• To inform decision-making • When expert advice is sought, with an expectation of a high degree of influence over recommendations, decisions or outcomes

subject matter expertise or experience.	When there is a need for consensus on available evidence or information
Deliberative dialogue	When to use
Deliberative dialogue can be defined as a process of collective and procedural discussion where an inclusive and representative set of participants consider facts from multiple perspectives, converse with one another to think critically about options, and refine and enlarge their perspectives, opinions and understandings. For example, Study Circles and Dialogue to Change processes combine organizing, deliberative dialogue, and action strategies to facilitate multiple types of change, from public policy to volunteerism.	- When you are working with a complex, political issue with high degree of uncertainty - When one of your goals is to find common ground for action - When there is sufficient time and resources for planning preparation, and participation
Standing forums	When to use
Standing Forums build formal relationships for frequent consultation or collaboration, often with an organization or authority representing a target or highly affected audience. May be based on geographical communities; or particular issues or sector interests. The timeframe for this method is long-term and ongoing i.e. bilateral mechanisms with First Nations, youth forums, etc.	- To inform decision makers of the views and interests of partners, stakeholders, rights holders or citizens - To ensure long-standing working relationships and/or partnerships - To engage with hard to reach groups - To fulfill legal or statutory requirements
Oral histories	When to use
Oral histories are at the heart of Indigenous teaching and learning. They educate the listener about cultural traditions, beliefs, values, customs, rituals, history, practices, relationships, and ways of life (being knowing and doing). Oral histories have often been passed down through many generations and are carefully held and shared by a recognized knowledge holder. Relationships are established between the teacher and the learner through the passing of knowledge in oral history. Patience and trust are essential for preparing to listen and learn. Oral histories that have been received should be treated with respect and can only be shared with permission, per the community or Nation protocols.	- As a foundation for holistic learning, relationship building and experiential learning - In partnership with the First Nations communities, and with appropriate protocols
Circle work	When to use
Circle Work encourages dialogue, respect, the co-creation of learning content, and social discourse. The nuance of subtle energy created from this respectful approach to talking with others provides a sense of communion and interconnectedness that is not often present in the common classroom communication methods. Circle Work is an encompassing term that includes the circle teachings of facilitators and practitioners from diverse cultural backgrounds. Talking or Sharing Circles is a specific practice used by Indigenous peoples in discussion, deliberation, and decision-making. Talking or Sharing Circles will be carried out differently depending on the traditional practices of each Nation or community.	- When the intention is to open hearts to understand and connect with one another - To make sure all voices are heard in a respectful manner - In partnership with the First Nations communities, and with appropriate protocols
Public hearings	When to use
They are open forums where citizens are invited to hear proposals from public authorities and are given the opportunity to respond.	- Upon LTC endorses a draft bylaw - Feedback is being sought from people with high influence/interest - To identify potential political and legal obstacles

Summary of the Engagement Strategies

	Government-to Government (not part the OCP-LUB project)	First Nations Communities	Public Engagement	Technical Working Group	Local groups	Appointed Groups
Timing	ASAP	Upon budget approval	Feb – May 2024	Ongoing in 2024	Ongoing in 2024	Ongoing
Parties involved	SS LTC and 13 First Nations' Chiefs and Councils	Local First Nations communities in SS	General public	Ministries/CRD/Agencies	Registered non-profit/charity groups	Advisory Planning Commissions
Format	Big Fest/Individual fests	Distinctive-based/collaborative meetings	Virtual/in-person open houses or workshops electronic/online interactive programs	Recurring zoom meetings	zoom	in-person
Facilitators	First Nations/ LTC/MLA	Indigenous consultant familiar with local First Nations communities	Consultants	Islands Trust staff	Islands Trust staff and consulting team	Islands Trust staff

Budget	Islands Trust/project budget	Project budget/grant	Project budget/Grant	N/A	Project budget	Project budget
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Preliminary Contact

First Nations with treaty and territorial interest	Ministries/agencies	Community groups/organizations
• Ts'uibaa-asatx (Lake Cowichan) First Nation • Lyackson First Nation • MÁLEXEL (Malahat) Nation • Penelakut Tribe • Stz'uminus (Chemainus) First Nation • WJOLELP (Tsartlip) First Nation • STÁUTW (Tsawout) First Nation • WSIKEM (Tseycum) First Nation • BOKEĆEN (Pauquachin) First Nation • WYÁNEĆ Leadership Council • Halalt First Nation • Cowichan Tribes	• CRD • NSSWD • School District (SD64) • Salt Spring Fire and Rescue (SSIFR) • Agricultural Land Commission (ALC) • Ministry of Transportation and Infrastructure • Health Service Agencies VIHA (Salt Spring Island Health Unit) • BC Housing • Ministry of Municipal Affairs • Islands Trust Conservancy • FLRNORD (provincial authority of crown leases) • Coast Guard (federal authority)	• Wagon Wheels Society • Salt Spring Conservancy • Development community • Salt Spring Island Arts Council • Salt Spring Island Housing Council Society • Salt Spring Island Watershed Protection Alliance (SSIWPA) • Water Preservation Society • Green Community Design • Community Services • Salt Spring Island Harbour Authority • Chamber of Commerce • others

Formal Referral

Formal referrals of land use bylaws to agencies, organizations, and First Nations typically occur at the time of first reading. Statutory notification of any proposed bylaw will be made in accordance with Section 475 of the *Local Government Act* at the time of the public hearing. Notification will be sent to the following agencies and organizations when the timing of the formal referral process has been determined:

Public Agencies	Islands Trust/Local Government	First Nations*
• BC Assessment Authority • CRD – All Referrals • CRD – SSI Economic Sustainability Commission • CRD – SSI Building Inspection • CRD – SSI Director • CRD – SSI Transportation Commission • CRD – Housing Secretariat • Vancouver Island Health Authority • Ministry of Transportation and Infrastructure (MOTI) • Agricultural Land Commission	• Galiano Island Local Trust Committee • Mayne Island Local Trust Committee • North Pender Island Local Trust Committee • Thetis Island Local Trust Committee • Cowichan Valley Regional District • Islands Trust Bylaw Enforcement and Compliance • Islands Trust – Trust Conservancy Board	• Cowichan Tribes • Halalt First Nation • Lake Cowichan First Nation • Lyackson First Nation • Penelakut Tribe • Stz'uminus First Nation • Malahat First Nation • Pauquachin First Nation • Tsartlip First Nation • Tsawout First Nation • Tseycum First Nation • Semiahmoo First Nation • Tsawwassen First Nation • Hul'qumi'num Treaty Group (for information only) • Te'Mexw Treaty Association (for information only)
	Community Agencies/Groups • BC Ambulance Service • North Salt Spring Waterworks District • RCMP • SSI Fire-Rescue • SSI Advisory Planning Commission • SSI Agricultural Advisory Planning Commission • Housing Action Program Task Force	<i>*And others as determined by SIPA & Ministry of Municipal Affairs</i>

PROJECT PROCESS SUMMARY

The outcomes of the engagement processes help build the foundation of the policy development and land use regulations update of the OCP-LUB project. The kick-off of the legislative process begin once the draft policies of the OCP has been developed.



TARGET TIMELINES

	2023												2024												2025												
Activities/Tasks	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				
Grant applications: Complete Community Grant CMHC HAF					M																																
Business case approval							M						D																								
Draft Scope of Services & Terms of Reference									D																												
Develop Project Charter																																					
LTC/FNs endorsement of Project Charter														M																							
PART I: Data Collection/Analysis																																					
Data collection/analysis and Geospatial Mapping																																					
Ongoing review of consultants' data and progress																																					
Data assessment														M																							
LTC review of consultation results/policy options																					D																
PART II: Early First Nations Engagement																																					
Government-to-government														M																							
First Nations communities																																					
PART III: Public Engagement																																					
Develop communication material: project webpage, brochures, postcards																																					
Launch public engagement program																																					
Assist in community-led discussion groups																																					
Coordinate with TWG and APCs																																					
Policy development stage																																					
Draft policies & regulations																																					
FNs and public engagement on policy development																																					
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																																					
Procedural updates/communication																																					

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

BUDGET

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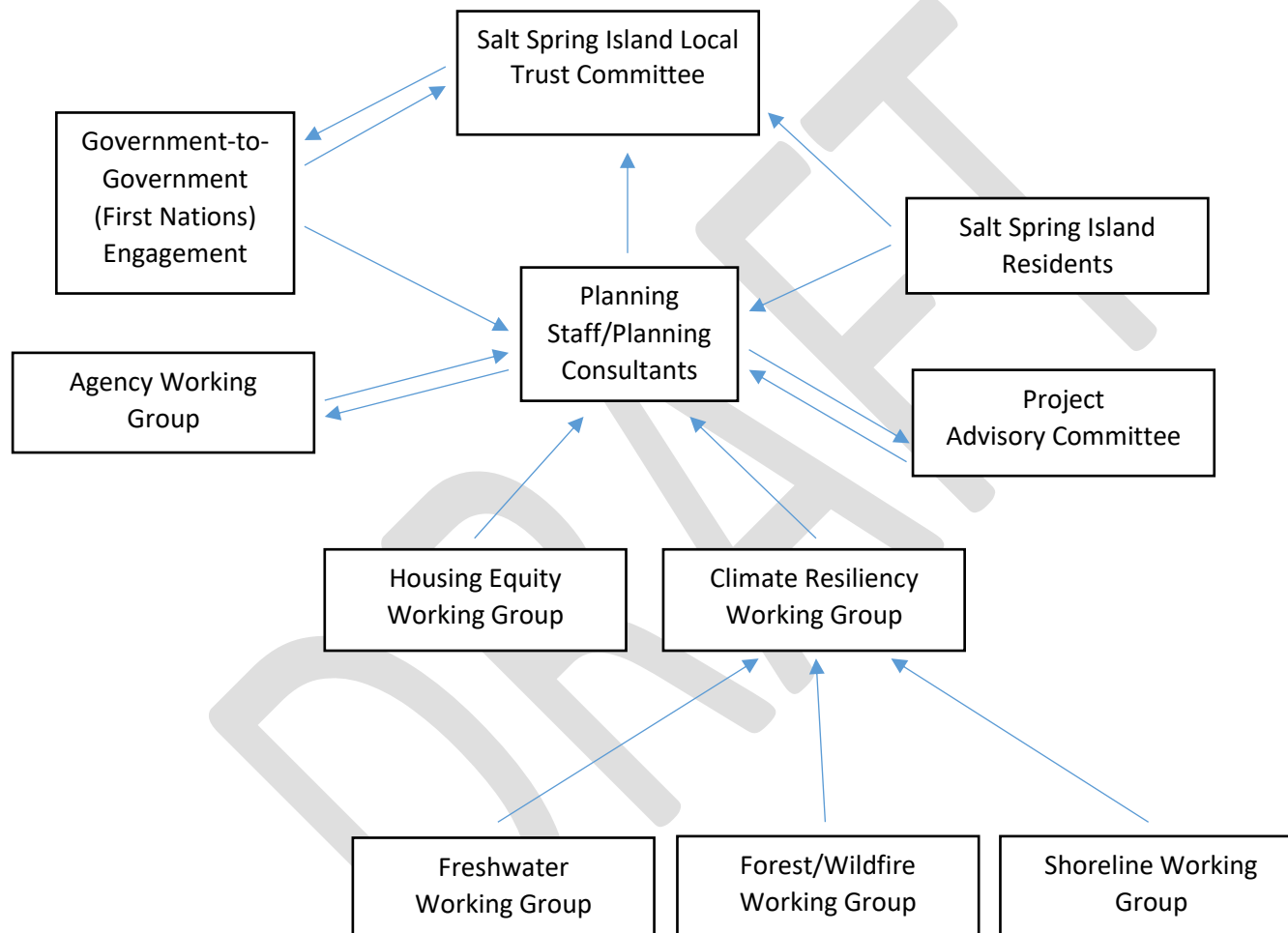
Development of e Communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications, facilities rental, public hearing costs	\$9,000
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	\$96,000

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- Alignment to the project objectives
- Contract implications
- Relational implications (public, inter-governmental)
- Feasibility and benefits of the change
- Complexity and/or difficulty of the change options requested
- Scale of the change solutions proposed
- Risk to the project in implementing the change
- Risk to the project in not implementing the change
- Impact on the project in implementing the change (time, resources, finance, quality)

OCP-LUB Update Information Flow Diagram





Lyackson First Nation



Cowichan Tribes



Stz'uminus First Nation



Penelakut Tribe



Halalt First Nation

Cowichan Nation

c/o 5760 Allenby Road
Duncan, BC V9L 5J1
Ph: (250) 748-3855

11 May 2021

Louisa Garbo
Planner, Islands Trust
1-500 Lower Ganges Road
Salt Spring Island, BC, V8K-2N8

VIA ELECTRONIC MAIL: lgarbo@islandstrust.bc.ca

Re: Shiya'hwt (Ganges Village) Planning Project

Dear Ms. Garbo,

I write to follow-up on the meeting between your planning team and the Cowichan Nation Working Group in January 2021. We understand that you have been tasked with leading the development of a comprehensive community planning process to develop a new local area plan for *Shiya'hwt* (Ganges Village). This plan will establish a vision and specific policies to guide change and development for the coming decades.

According to the Project Charter provided to the Cowichan Nation member communities lists as an objective to "Consider policies to implement Islands Trust's commitment to [sic] the reconciliation with First Nations, and to advance preservation of First [sic] Nation's heritage".

As the Islands Trust is well aware, the Cowichan Nation member communities have a deep, rich and ongoing connection to the lands and waters of *Shiya'hwt*. Our Nation retains unceded Aboriginal rights and title to our use and occupation sites at *Shiya'hwt*, including its resources, and maintains a sacred responsibility to care for those areas and for our ancestors resting there.

These are not matters to be discussed at a multi-agency Technical Working Group, which appears to be the venue through which the Islands Trust team prefers to engage with us.

Given the Islands Trust's myriad declarations and commitments to advancing true and lasting reconciliation with First Nations, including upholding the Truth and Reconciliation calls to Action and the principles of the United Declaration on the Rights of Indigenous Peoples, we expect to be meaningfully engaged in this planning process through bilateral discussions with the Islands Trust on topics of relevance to our interests. In this post-*Declaration on the Rights of Indigenous Peoples Act* era, the Cowichan Nation Alliance member communities are of the view that nothing less than a true partnership is needed to sustainably manage *Shiya'hwt* and that this planning process should be an exercise in joint planning.

If the Islands Trust is of the view that working in true partnership with the Cowichan Nation is somehow operating in excess of its jurisdiction or lies beyond its statutory authority than we propose that the Islands Trust consult with the province in this regard to determine how we can move forward.

Sincerely,



Eamon Gaunt
Cowichan Tribes, on behalf of the Cowichan Nation

cc. Lisa Wilcox, *kwakwemtenaat*, Islands Trust
Stefan Cermak, Islands Trust
Candace Charlie, Cowichan Tribes
Caitlin Kenny, Halalt First Nation
Karyn Scott, Lyackson First Nation
Raven August, Halalt First Nation
Ray Gauthier, Coast Salish Development Corp.
Josh James, Penelakut Tribe