

File No.: File Number(s)  
(File Name or Cross Ref. No.)

DATE OF MEETING: October 1, 2024  
TO: Salt Spring Island Local Trust Committee  
FROM: Chris Hutton, Regional Planning Manager  
Salt Spring Island Team  
SUBJECT: Salt Spring Major Projects – Business Cases

## RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee approve the Attached Major Project Business Case for the OCP-LUB Project for submission to the Regional Planning Committee and Financial Planning Committee for the fiscal 2025-2026 year budget.

## REPORT SUMMARY

Present business case for the allocation of funding and staff resources for continuation of the Salt Spring Island OCP-LUB Project and Water Sustainability Projects in the next fiscal.

The report suggests an increase to the OCP-LUB Budget of \$415,500 to ensure that adequate funding is provided to meet the contract scope of services in addition to the intended dedication of funds to ensure a successful and efficient First Nations relationship building and engagement process delivers meaningfully to that project.

## BACKGROUND

In late 2023, LTC received a \$150,000 Complete Communities Grant, which has been used to gather, synthesize and analyse various data points and information from across the community and assess the growth and servicing needs of Salt Spring Island and how meeting those needs to respond to housing needs in a way that improves complete community performance. Given the importance of this information as background for the OCP-LUB Project, the LTC has advanced background documents, but has not launched the OCP-LUB Project to a point where expenditures have been significant. Consequently,

LTC has been considering the next step needs of the engagement and policy development needs of OCP-LUB Project. The LTC has concurrently improved the intentions of this project by establishing a project goal, terms of reference, communications and engagement strategy, and clarifying expectations of a project consultant to be retained.

Recently, the LTC has merged the funding and core elements of the Ganges (Shiya'hwt Syowt) Village Planning project to the OCP-LUB Project in order to shift the scope of contract services from provided only community engagement to incorporating a greater role in supporting the management of this project while also taking on policy development work in order to mitigate risks related to varying resource availability.

## DISCUSSION

### ***OCP-LUB Project***

LTC’s intention in merging the Ganges (Shiya’hwat Syowt) Village Planning project to the OCP-LUB Project was to increase the resource amounts to meet the authentic needs of the project and minimize additional funding requests. The business case in Attachment 1 illustrates a redistribution of total project spending, and a reduction in the anticipated spending of the \$158,500 available combined budget in this fiscal (2024-2025) to \$102,000, while demonstrating that the updated scope of work would require carrying the balance of that forward as well as additional funding to cover bring the 2025-2026 fiscal year budget to \$102,000, thus an additional \$45,500 is requested.

For clarity, funding expenditures are anticipated to accelerate in the 4<sup>th</sup> quarter of this 2024-2025 fiscal year and hours worked at various stages by the project consultant will be the primary driver of budget draw downs. This business budget should be evaluated to ensure accurate year-over-year funding until the 2025-2026 Budget is approved.

**ALTERNATIVES**

**1. Cancel the Salt Spring OCP-LUB Project**

If LTC wishes to no longer pursue the OCP-LUB, it may pass a resolution to do so. In this case, work on the project would cease and any work commenced would be finalized in a summary report. Staff would be allocated to other projects and development work for the Regional Planning Team and the Salt Spring Office’s Local Trust Committees:

*That the Salt Spring Island Local Trust Committee remove the OCP-LUB Project from the Project List and advise the Executive Committee that it has done so.*

**NEXT STEPS**

If LTC approves the business case submission, staff will amend the draft Request for Proposals to include the full \$158,500 budget for this fiscal year, with an extension proviso to enable use of the additionally requested funding in the 2025-26 fiscal year and proceed to issue it.

Submitted By:	Chris Hutton, MPA, MCIP, RPP Regional Planning Manager, Salt Spring Island	October 1, 2024
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**ATTACHMENTS**

- 1. 2025-2026 Business Case for the Salt Spring Island OCP-LUB Project



Islands Trust

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

**ATTACHMENT 1**

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

**TO BE COMPLETED BY INITIATOR**

**Requested by (Committee or Operational Unit):**

Salt Spring Local Trust Committee (SS LTC)

**Department:**

Planning Services

**Name of Request:**

Major amendment to SS OCP and SS LUB

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

2024-25 - \$158,500

2025-26: \$ 45,500

Total: \$ 204,500

Total project over two years: \$204,000

**Budget Source** (select all that apply):

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

☐ **Furniture & Equipment**

☐ **Computer Hardware/Software/Supplies**

☐ **New Staff Resources** (see Staff Costing Tool)

☐ **Permanent**

☐ **Temporary**

Temp Duration: \_\_\_\_\_

☐

**X Other – please describe:**

- Early and Ongoing Engagement with First Nations with Treaty and Territorial Interests on SSI
- Project Consultant Scope of Services Received July 31, 2024
- Communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications
- Technical support on virtual and in-person sessions, and facility rental for in-person sessions, open houses and community engagement meetings
- Technical support on virtual and in-person sessions, and facility rental for in-person sessions, open houses and community engagement meetings

<b>Date of Submission to Finance:</b> SSLTC endorsed: October 1, 2024 Staff amended:	<b>Funding Required for (date range):</b> April 1 2024-March 31, 2025, \$ 158,500 April 1 2025-March 31, 2026, \$ 45,500
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**TIE TO ISLANDS TRUST GUIDING DOCUMENTS:** *(Indicate how the proposed project/activity/work ties to Trust Council's strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust's object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.*

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

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

This business case involves the underspent project budgets for the 2024/2025 fiscal year (FY2024/25) that was approved by the Islands Trust Financial Planning Committee to be carried over to the 2024/2025 budget cycle.

This business case involves funding support for a major amendment to the Salt Spring Island Local Trust Committee Bylaw No. 434, 2008 (OCP) and the Salt Spring Island Local Trust Committee Land Use Bylaw No. 355, 1999 (LUB), and planning activities required to inform policy development, such as:

- early and ongoing consultation with 13 First Nations that have territorial interests in SSI,
- of a robust public engagement process,
- preparation of a comprehensive draft of a revise OCP. The major amendment to SS OCP continues to advance the Housing Action Program (HAP) and the Salt Spring Island Community Wildfire Resiliency Plan. Of paramount importance is the identification of opportunities to diversify housing choice and the supply and affordability of housing.

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

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

The funding request for FY25/26 is to cover costs associated with the following budget:

Item Descriptions	Total 2-Year Project Budget	Total FY2024-25 Budget Cost	Total FY2025-26 Budget Cost
Early and ongoing consultation with 13 First Nations with treaty and territorial interests on SSI	\$26,000	\$13,000	\$13,000
Consultant to conduct and facilitate a robust and inclusive public engagement program and policy options development	\$166,000	\$83,000	\$83,000
Communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications	\$9,000	\$4,500	\$4,500

Technical support on virtual and in-person sessions, and facility rental for in-person sessions, open houses and community engagement meetings	\$3,000	\$1,500	\$1,500
<b>Total</b>	<b>\$204,000</b>	<b>\$102,000</b>	<b>\$102,000</b>
<b>Total Budget Available</b>	<b>\$158,500</b>	<b>\$158,500</b>	<b>\$0</b>
<b>Requested additional funding</b>	<b>\$45,500</b>	<b>\$0</b>	<b>\$45,500</b>

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

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

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

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

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

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

Approve the request to secure the approved \$204,000 over two-years by forwarding re-funding the balance of funds spend in the 2024-2025 fiscal year to the 2025-2026 fiscal year in addition to an additional \$45,500 to complete the OCP-LUB Project to **increase housing options and housing equity** on the island in ways that integrate:

- The interests of First Nations with treaty and territorial interests in the Salt Spring Island Local Trust Area;
- Ecosystem integrity and connectivity; and
- Climate change resiliency.

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

Quantitative:

- \$166,000 over two fiscal years for a project consultant team to refine a draft consultant Scope of Services, develop project management systems, and design execute a bylaw review program that incorporates significant and inclusive public and interest holder engagement and delivers revised bylaw documents and reports
- \$26,000 over two fiscal years for early and ongoing consultation with First Nations to be undertaken by Islands Trust staff.
- \$12,000 over two fiscal years is requested to support incidental, logistical, and legislative costs. These include printing and publication, venue rentals, legal notices, and any potential legal or third party reviews needed to complete the project.

Qualitative:

Project has proposed to merge the Ganges Village Planning project budget to create a more fulsome planning product that can still meet core study needs for the central area. The need for a plan review on Salt Spring is very timely given a number of contextual factors that impact the approach to land use governance on Salt Spring Island. These include:

1. The recent and upcoming completion of numerous policy projects that change public and organizational expectations, such as the Salt Sprig Island Complete Communities Assessment, and the Housing Needs Assessment.
2. Anticipated infrastructure investments and policy changes in water and wastewater service providers that will improve the capacity and certainty of reliable servicing for more housing.

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

Per Islands Trust and BC procurement process for hiring consultants.

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

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.



**Table 1: Planning Process**

PHASE	ENGAGEMENT	FIRST NATIONS ENGAGEMENT	POLICY DEVELOPMENT	KEY DELIVERABLES	CONSULTANT'S ROLE
<b>Phase 1(a)</b> <b>February 2024 to November 2024</b>  <b>FINALIZE COMPLETE COMMUNITY ASSESSMENT</b>	Inform and engage on draft Complete Communities Assessment	N/A	Incorporate engagement results  Compile Baseline Conditions Report	Complete Communities Assessment	OCP/LUB Consultant not involved here; focus is on completing the assessment.
<b>Phase 1(b)</b> <b>November 2024 to December 2024</b>  <b>OCP-LUB PROJECT START</b>	Develop project website and other communication materials  Identify key community interest holders  Form Project Advisory Committee  Confirm Engagement Strategy	Letter to First Nations Leaderships about OCP-LUB Project  Develop First Nations Engagement Strategy  Invite discussion of gauge needs and expectation, capacity constraints to participation..	Issue RFP and award contract for project consultants for Phases 2-4  Develop refined project work plan  Develop Comprehensive Community Engagement and Communications Plan	Procurement and Onboarding of Project Consultants  Present First Nations Engagement Strategy  LTC Presentation of Project Work Plan Comprehensive Community Engagement and Communications Plan	Minimal involvement—focus on onboarding, refinement of the work plan, and coordination with staff.
<b>Phase 2:</b> <b>December 2024 to January 2025</b>  <b>TARGETED COMMUNITY VISIONING</b>	Engage on policy gaps and assess priorities.	Engage with First Nation's through relationships-building. Collaboratively identify issue perspectives that reflect the scope of this project.	Conduct Policy Gap Analysis  Develop housing options and housing equity vision statement,  Incorporate technical and engagement results to create a revised Vision Statement	Phase 2 Engagement Summaries  Working Vision Statement  Comprehensive list of planning issues and priorities	Lead community visioning workshops, conduct policy gap analysis, review reports, and develop recommendations for initial OCP amendments. Assist in compiling engagement results.

PHASE	ENGAGEMENT	FIRST NATIONS ENGAGEMENT	POLICY DEVELOPMENT	KEY DELIVERABLES	CONSULTANT'S ROLE
<b>Phase 3:</b> <b>January 2025 to June 2025</b>  <b>OCP DEVELOPMENT</b>	Develop and explore policy options related to key issues	Engage on potential and drafts of revised OCP and/or amendments	Draft OCP amendments and vision statement revisions,  Recommend immediate regulatory amendments for LUB amendments	Draft OCP amendments, draft LUB regulations, phase 3 engagement summary	Lead the development of OCP amendments and initial LUB regulations. Conduct public consultations and engage stakeholders on policy options for both the OCP and LUB.
<b>Phase 4(a):</b> <b>July 2025 to September 2025</b>  <b>DRAFT OCP REVIEW and</b>	Engage to review draft or proposed amended OCP	Refer draft OCP to First Nations and stakeholders	Finalize draft OCP amendments based on feedback	Phase 4 Engagement Summary  Final Draft OCP 1 <sup>st</sup> OCP Bylaw and First Nations and Agency Referral	Provide reporting on engagement through phase 3.  Assist in further OCP review and engagement.
<b>Phase 4(b):</b> <b>October 2025 to November 2025</b>  <b>INITIATE LUB UPDATE</b>	Develop Draft LUB amendments	Initiate conversation of LUB	Refine LUB gaps based on OCP policy development	Draft LUB amendments	Assist in drafting LUB amendments. Begin initial consultation on LUB with First Nations and stakeholders
<b>Phase 5(a):</b> <b>September 2025 to January 2026</b>  <b>OCP ADOPTION</b>	Final edits to the Draft OCP  Executive Committee approval  Ministerial approval	Continue First Nations engagement on OCP	Prepare final OCP for adoption	Agency Referral Comment Summary First Nations Referral Comments Summary OCP Bylaw 2 <sup>nd</sup> Reading OCP Bylaw Public Hearing OCP Bylaw 3 <sup>rd</sup> Reading OCP Bylaw Adoption Monitoring Plan	Assist in finalizing the OCP for adoption. Support First Nations and stakeholder engagement.



PHASE	ENGAGEMENT	FIRST NATIONS ENGAGEMENT	POLICY DEVELOPMENT	KEY DELIVERABLES	CONSULTANT'S ROLE
<b>Phase 5(b):</b> <b>November 2025</b> <b>to January 2026</b>  <b>DRAFT LUB</b> <b>REVIEW</b>	Community events/open house to review Draft LUB amendments Interest holder meetings Engagement to gather input on revised Draft LUB amendments	Refer proposed LUB amendment bylaw to First Nations. Ongoing First Nations engagement.	Refine draft LUB amendments based on feedback	Phase 5 First Nations Engagement Summary  Phase 5 Engagement Summary  Final Draft LUB 1 <sup>st</sup> LUB Bylaw and First Nations and Agency Referral	Support engagement efforts for draft LUB. Refine LUB amendments based on feedback from community consultations and First Nations.
<b>Phase 6:</b>  <b>LUB</b> <b>ADOPTION</b>  <b>February 2026</b> <b>to June 2026</b>	Final edits to the Draft LUB Executive Committee approval	First Nations and agency referral for LUB	Finalize LUB amendments	LUB Bylaw 2 <sup>nd</sup> Reading LUB Bylaw Public Hearing LUB Bylaw 3 <sup>rd</sup> Reading LUB Bylaw Adoption Lesson learned housing options summary	Finalize LUB amendments and support the public and stakeholder engagement process leading to adoption. Ensure legal requirements are met and alignment with OCP policies is maintained.  Create and report to LTC on a closing report on lessons learned and possible future directions as learned through the bylaw review and engagement through this project.

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

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

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

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

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

A change management structure is proposed to ensure that the project achieves its intended objectives and outcomes on time and on budget. However, it is also understood that new information or developments often emerge in the course of public policy processes that may impact the original project plan. The Regional Planning Manager will bring forward substantial changes that would affect the project budget or timeline outlined in this Terms of Reference 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)

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**Requested by:** Salt Spring Island Local Trust Committee

**Prepared by** Chris Hutton, MCIP, RPP, Regional Planning Manager, September 27, 2024