STAFF REPORT

File No.: 6500-20-2007
Salt Spring Island OCP-LUB Update Project

DATE OF MEETING:	October 1, 2024
TO:	Salt Spring Island Local Trust Committee
FROM:	Chris Buchan, A/Island Planner Salt Spring Island Team
COPY:	Chris Hutton, Regional Planning Manager
SUBJECT:	Major Projects Update: OCP-LUB Project Logo and Brand Identity; Project Terms of Reference

RECOMMENDATION

1. **That the Salt Spring Island Local Trust Committee endorse the project logo and brand identity attached as Attachment 1 in the report titled "Major Projects Update: OCP-LUB to the Planner's report, dated September 12, 2024.**

2. **That the Salt Spring Island Local Trust Committee endorse the revised Terms of Reference attached as Attachment 2 in the report titled "Major Projects Update: OCP-LUB to the Planner's report, dated September 12, 2024.**

REPORT SUMMARY

The purpose of this report is to provide the Salt Spring Island Local Trust Committee (SS LTC) with an update on the OCP-LUB Update Project and to seek endorsement for the project's logo and brand identity, as well as the revised Terms of Reference (ToR) incorporating First Nations Engagement Consultant feedback and alignment with the consultant's scope of services. Further, the proposed Terms of Reference has been brought into further alignment with the project consultant's scope of services, incorporating consistent phasing and LTC recommendations on a final close out report on potential LTC next steps.

BACKGROUND

The SS LTC initiated the OCP-LUB Update Project to modernize the Official Community Plan and Land Use Bylaw, ensuring these documents effectively guide future development on the island.

At the June 6, 2024 meeting, the SS LTC passed a resolution (SS-2024-060) directing staff to seek feedback from Sue Hallet on the Official Community Plan–Land Use Bylaw Update Project Terms of Reference. The purpose of this review was to ensure the project's approach aligns with the LTC's goals, particularly in relation to engagement with First Nations and ensuring that the LTC can commit to an approach within the allowance of the current office resources.

Staff have since incorporated the feedback received from Sue Hallet and made the necessary revisions to the Terms of Reference. Additionally, the project's logo and brand identity have been developed and are now presented for the LTC's endorsement.

This report brings forward these two items. Both the revised Terms of Reference and the project branding/logo are presented for the LTC's consideration and approval.

Project Branding/Logo

Presented in Attachment 1 is the proposed OCP/LUB Update Project Logo and Branding Identity materials for review and endorsement. The branding aims to create a cohesive and recognizable identity for the project. While the color scheme is rooted in the Trust Identity Guide, LTC may endorse the imagery used, or recommend a different thematic approach.

Revised Terms of Reference

The revised Terms of Reference, as directed by the LTC, are presented in this report as **Attachment 2**. The primary revisions include ensuring that the LTC does not overcommit to a co-planning approach, while maintaining a greater role in active and meaningful engagement with interested First Nations. The body of the document has largely stayed the same, with these adjustments reflecting the LTC's strategic direction and aimed consistency with the consultants scope of services since the July 31st LTC endorsement.

Next Steps Required

If the SS LTC accepts staff's recommendations, the following steps will be taken:

1. Amend the project Terms of Reference and post updated information to the project website;
2. Confirm project logo and branding.

Rationale for Recommendation

The endorsement of the logo and branding identity is essential for establishing a clear and consistent visual identity for the OCP-LUB Update Project. This will aid in communication and public engagement efforts, ensuring that the community can easily identify and connect with the project.

The revised Terms of Reference reflect the SS LTC's directive to adjust the project's approach to better align with the committee's strategic priorities, particularly in relation to First Nations engagement.

ALTERNATIVES

1. **Require changes to the Terms of Reference:**

   The LTC may request further changes to the Terms of before endorsement. This would allow for LTC to provide further direction on the documents deliverables, while causing further project delays.

2. **Require changes to the Branding Materials:**

   The LTC may request changes to the proposed branding material before endorsing them. This could involve adjustments to the project's visual identity at the LTC's direction. Work could include refining branding material through engagement with the community and interested First Nations.

Submitted By:	Chris Buchan, A/Island Planner	September 24, 2024
Concurrence:	Chris Hutton, Regional Planning Manager	September 26, 2024

ATTACHMENTS

1. OCP-LUB Update Logo and Branding Identity Materials
2. OCP-LUB Update Terms of Reference (Draft)

Attachment 1

Salt Spring Island

Complete Communities Assessment

Islands Trust

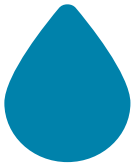
Coloured screen suggested opacity: 65–75%

Legend

Housing



Reconciliation



Climate resiliency



Ecosystem integrity and connectivity

Salt Spring Island

Complete Communities Assessment



Islands Trust

Salt Spring Island

Official Community Plan and Land Use Bylaw Update

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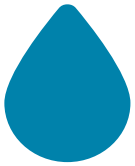

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Reconciliation

Climate resiliency

Ecosystem integrity and connectivity


Salt Spring
Island
Complete Communities
Assessment


Salt Spring
Island
Official Community Plan
and Land Use Bylaw Update


Salt Spring
Island
Official Community Plan
and Land Use Bylaw Update

ATTACHMENT 2

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.

A land use bylaw is the set of regulations that determines how land on the islands is used today. It includes matters such as:

- Uses
- Lot sizes
- Density
- Building location
- Building height

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 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.

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 Interested First Nations Early and Ongoing

Thirteen (13) Nations have treaty and territorial interests in Salt Spring Island, and many Indigenous people call the island home. Because a substantive update to the Salt Spring OCP and LUB may 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. It is important for SS LTC to understand those Nations' interests in the island and strive for a project process where those interests are understood and considered. For several years, First Nations with treaty and territorial interests on Salt Spring Island have told the Salt Spring Island Local Trust Committee (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 Local Trust Area remains within the Islands Trust Area, and the OCP must be consistent with the object of the Islands Trust. Therefore, it is anticipated that environmental protection and growth management policies 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.

This project will also be used to update demographic, contextual and technical information in both the OCP and LUB and to review the required content of OCPs under Section 473 of the *Local Government Act*. Amendments will be drafted to communicate clearly and in plain language to improve accessibility of the document.

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. The data and mapping inputs into the Suitable Land Analysis will be customized to Salt Spring Island and developed in a transparent and engaged manner.

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.

F. Develop Indicators to Monitor Success

Through this project a small suite of indicators will be developed and included in the OCP by which SS LTC and the general public can measure whether the goals of the update project are being achieved.

G. Assess an OCP Policy Gaps Analysis

A major element to this project at the early phases includes a consultant led OCP policy gaps analysis, outlying areas where the OCP and LUB do not align. This will result in a list of recommendations categorized by immediate, near-future, and long term actions in which the LTC can bring the current LUB into consistency with current housing policy.

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.

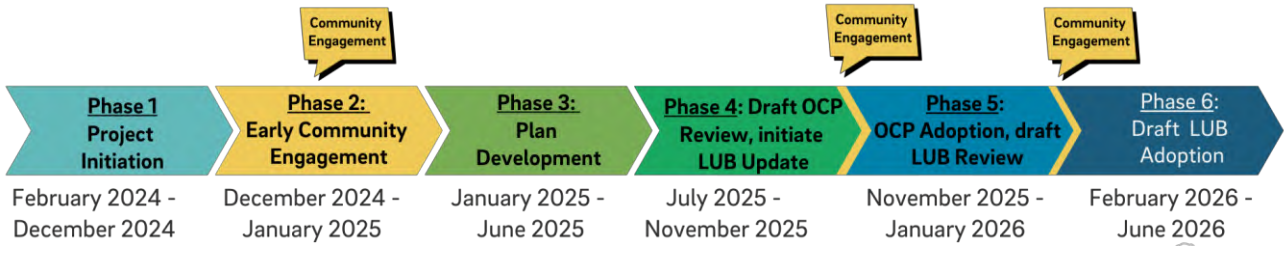

Table 1: Planning Process

PHASE	ENGAGEMENT	FIRST NATIONS ENGAGEMENT	POLICY DEVELOPMENT	KEY DELIVERABLES	CONSULTANT'S ROLE
Phase 1(a) February 2024 to November 2024 **FINALIZE COMPLETE COMMUNTY ASSESSMENT**	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.
Phase 1(b) November 2024 to December 2024 **OCP-LUB PROJECT START**	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.
Phase 2: December 2024 to January 2025 **TARGETED COMMUNITY VISIONING**	Engage on policy gaps and assess priorities.	Engage with First Nation's through relationships-building. Collaboratively identify issue perspectives that reflect the	Conduct Policy Gap Analysis Develop housing options and housing equity vision statement, Incorporate	Phase 2 Engagement Summaries Working Vision Statement Comprehensive list of planning issues and	Lead community visioning workshops, conduct policy gap analysis, review reports, and develop recommendations for initial OCP amendments.

		scope of this project.	technical and engagement results to create a revised Vision Statement	priorities	Assist in compiling engagement results.
Phase 3: January 2025 to June 2025 **OCP DEVELOPMENT**	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 to current OCP policy	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.
Phase 4(a): July 2025 to September 2025 **DRAFT OCP REVIEW and**	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 1st OCP Bylaw and First Nations and Agency Referral	Provide reporting on engagement through phase 3. Assist in further OCP review and engagement.
Phase 4(b): October 2025 to November 2025 **INITIATE LUB UPDATE**	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

PROJECT COMMUNICATIONS

Project communications are addressed in detail through the standalone Project Communications and Engagement Strategy. In general, however, project communications will include the following component parts:

- A memorable project name and tagline
- A core visual style and suite of complementary graphics to be used for all initiatives and communication tactics throughout the project and corresponding engagement process. These

Phase 5(a): September 2025 to January 2026 **OCP ADOPTION**	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 2nd Reading OCP Bylaw Public Hearing OCP Bylaw 3rd Reading OCP Bylaw Adoption Monitoring Plan	Assist in finalizing the OCP for adoption. Support First Nations and stakeholder engagement.
Phase 5(b): November 2025 to January 2026 **DRAFT LUB REVIEW**	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 1st 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.
Phase 6: **LUB ADOPTION** **February 2026 to June 2026**	Final edits to the Draft LUB Executive Committee approval	First Nations and agency referral for LUB	Finalize LUB amendments	LUB Bylaw 2nd Reading LUB Bylaw Public Hearing LUB Bylaw 3rd 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.

graphics will be informed by the four integrated themes of the project: Housing options and housing equity; reconciliation; ecosystem connectivity, and climate change resilience

- Tools and tactics to reach underrepresented segments of the population that are typically harder to reach through engagement processes
- Key messages that form the basis for communication materials, e.g., media releases, invitations, subscriber notices, posters, and enable the project team to speak with "one voice", ensuring clear, concise, and consistent messaging across all communication. Key messages provide context, manage expectations around process and outcomes, and encourage people to become involved in the process. Key messages also communicate how participants' input will be used. Engagement best practices suggest that participants will expect to know:
    - The project goals, boundaries or scope of the OCP-LUB update and the engagement process, i.e., what parts of the OCP-LUB are on the table vs. off the table at this time
    - how their input will be used to inform the OCP-LUB update
    - who will make the final decision, informed by community feedback, on the vision, goals, and land use concepts identified OCP-LUB
    - when and how the OCP and LUB updates will be adopted and implemented
- Leveraging media channels, such as:
    - Social media (earned or paid advertising)
    - Print media (earned and push coverage)
    - Print/digital promotion
        - Partnerships - Redistribution through local newsletters
        - Reproduction on related websites and blogs (earned)
    - Engagement Platform(s) Software (incidental to the engagement process)
- Staff, Trustees, local appointees, and governance partners should champion fair and equitable access to the project by providing accurate information or directing inquiries those who can and encouraging those who believe their interests are affected by the project to participate in the formal engagement processes available.

Communications is led by the Project Team, with advice and support from key Islands Trust Staff tasked with dong so

COMMUNITY ENGAGEMENT

Community engagement and participation is a fundamental source of information in the OCP-LUB Project . While SS LTC is the decision-maker in advancing and ultimately approving project products (i.e. the amended

OCP and LUB), community input and ownership is important to ensure the plan is supported and executed collaboratively. 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 Project by:

- Applying to join the OCP-LUB Update Project Advisory Commission
- Being recruited to a consultant-led working group
- Participating in community-led engagement activities and encouraging others to do the same
- Sharing ideas and thoughts with the Island Trust through formal 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

A separate project engagement strategy has been developed by staff. Once a project consultant is selected, that strategy will be reviewed and a plan, outlining how goals and principles of the strategy will be carried out through engagement planning, design, execution, analysis, and reporting.

Engagement with First Nations and Indigenous island residents will be considered in a separate, but linked, First Nations engagement approach. This approach is to be developed in cooperation with a First Nations Engagement Expert, and with advice and support from key Islands Trust Staff tasked with dong so.

PROJECT ADVISORY PLANNING COMMISSION

An OCP-LUB Project Advisory Planning Commission (PAPC) has been approved and will be recruited in the fall, 20204. This PAPC is a special advisory planning commission established to provide advice to the SS LTC through a standing directive to provide advice to SS LTC on draft project materials prior to consideration by SS LTC, and to review any additional project products referred to it by the SS LTC.

The PAPC will be comprised of up to seven (7) individuals from the community, ideally with broad geographic, social, cultural and professional representation. Key roles of the PAPC will be to:

- Advise on community engagement outcomes
- Promote the project and public engagement opportunities within the community
- Provide support to staff and consultants at public engagement events
- Provide recommendations to SS LTC on draft project products

CONSULTANT-LED WORKING GROUPS

The consultant to lead engagement and policy option development on this project may establish subject-area working groups if the need for specialized expertise is identified through the engagement planning process.

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
- Short-term Rentals Working Group
- And other working groups, as needed.

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

Table 3: Key Community Interest Holders

RESIDENTS	ADVOCACY GROUPS	SERVICE GROUPS	AGENCIES
Of Salt Spring Island Of British Columbia • Property owners • Renters • Seniors • Students and youth • Healthcare workers	Advocacy groups are organizations that use various forms of advocacy to influence public opinion and public policy Examples on Salt Spring Island could include: • Chamber of Commerce • SSI Community Health Society	Service groups are organizations that provide tangible social or physical services to the community Examples on Salt Spring Island could include • Islanders Working Against Violence • Salt Spring Conservancy	Agencies are generally government or government-like organizations that provide physical or social services Examples on Salt Spring Island are: • Capital Regional District (CRD) • North Salt Spring Waterworks District (NSSWD) • Local Communities Commission (LCC)

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 by adopting or approving all project products.

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 whose role is outlined below.

Consultants
Consultants will be retained to provide project management support, create work plans, engagement plans and generally execute the project. This includes executing community engagement and policy development activities and providing expertise to supplement that of the Internal Project Team. Special topic areas could include community engagement, wildfire risk mitigation, watershed protection, and hazard areas.

OCP-LUB Project Advisory Planning Committee
The OCP APC will provide advice to SS LTC on matters referred to it by SS LTC. It will review draft summaries and reports before submission to SS LTC. The Project Advisory Committee will review bylaw amendment proposals for the OCP and LUB or sections thereof as they are completed and make recommendations to LTC 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 processes designed to gather input from all who feel they have an interest in the project, and or provide input to identify issues and opportunities and review draft products, 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.

RELATIONSHIP TO OTHER INITIATIVES

To ensure that the OCP-LUB Project advances in consideration other Islands Trust, agency, or community initiatives, staff note the following current initiatives. These initiatives may influence the content of the OCP and LUB.

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 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
Total	**$204,000**	**$102,000**	**$102,000**
Total Budget Available	**$158,500**	**$158,500**	**$0**
Requested additional funding for 2025-2026	**$45,500**	**$0**	**$45,500**

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. 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)

STAFF REPORT

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'hwt 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 4th 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

ATTACHMENTS

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

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)
- X 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

Date of Submission to Finance: SSLTC endorsed: October 1, 2024 Staff amended:	**Funding Required for (date range):** April 1 2024-March 31, 2025, $ 158,500 April 1 2025-March 31, 2026, $ 45,500

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

Addresses numerous Strategic Plan Goals and Objectives including: 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
Total	**$204,000**	**$102,000**	**$102,000**
Total Budget Available	**$158,500**	**$158,500**	**$0**
Requested additional funding	**$45,500**	**$0**	**$45,500**

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.

Planning Process Timeline



Table 1: Planning Process

PHASE	ENGAGEMENT	FIRST NATIONS ENGAGEMENT	POLICY DEVELOPMENT	KEY DELIVERABLES	CONSULTANT'S ROLE
Phase 1(a) February 2024 to November 2024 **FINALIZE COMPLETE COMMUNTY ASSESSMENT**	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.
Phase 1(b) November 2024 to December 2024 **OCP-LUB PROJECT START**	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.
Phase 2: December 2024 to January 2025 **TARGETED COMMUNITY VISIONING**	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
Phase 3: January 2025 to June 2025 **OCP DEVELOPMENT**	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.
Phase 4(a): July 2025 to September 2025 **DRAFT OCP REVIEW and**	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 1st OCP Bylaw and First Nations and Agency Referral	Provide reporting on engagement through phase 3. Assist in further OCP review and engagement.
Phase 4(b): October 2025 to November 2025 **INITIATE LUB UPDATE**	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
Phase 5(a): September 2025 to January 2026 **OCP ADOPTION**	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 2nd Reading OCP Bylaw Public Hearing OCP Bylaw 3rd 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
Phase 5(b): November 2025 to January 2026 **DRAFT LUB REVIEW**	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 1st 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.
Phase 6: **LUB ADOPTION** **February 2026 to June 2026**	Final edits to the Draft LUB Executive Committee approval	First Nations and agency referral for LUB	Finalize LUB amendments	LUB Bylaw 2nd Reading LUB Bylaw Public Hearing LUB Bylaw 3rd 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)

Requested by: Salt Spring Island Local Trust Committee

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