STAFF REPORT

File No.:6500-20-2007
OCP-LUB Project

DATE OF MEETING:	April 9, 2026
TO:	Salt Spring Island Local Trust Committee
FROM:	Peter Thicke, Island Planner Salt Spring Island Team
COPY:	Chris Hutton, Regional Planning Manager
SUBJECT:	OCP and LUB Project Update and Next Steps

RECOMMENDATION

1. **That the Salt Spring Island Local Trust Committee direct staff to prepare an updated Project Charter and workplan for the Salt Spring OCP and LUB project.**

REPORT SUMMARY

This report provides an update on the status of the Salt Spring Island OCP and LUB Project and requests direction for how to move forward based on different options.

BACKGROUND

The Official Community Plan (OCP) and Land Use Bylaw (LUB) Project is a significant initiative for Salt Spring Island, and several key milestones have been achieved in recent months. However, the project must now pivot as a contract with the project consultants will not be renewed beyond March 31, 2026. The consultant had been expected to lead critical consultation activities and support further refinement of OCP policies. This change shifts capacity and resources, making it challenging to continue with the current workplan and schedule.

In addition, adoption of an OCP Bylaw for Salt Spring Island requires approval from the Ministry of Municipal Affairs. In discussions with Ministry staff, both parties do not foresee that bylaw approvals put forward between May and August will be returned prior to November, 2026. Therefore, it is foreseeable that the LTC will not complete this project prior to the end of this calendar year.

In light of these constraints, staff recommend developing a revised Project Charter and workplan in-house that reflects the loss of the lead consultant and the timing limitations associated with the upcoming election. This workplan will incorporate activities completed to date and outline a path to finish the project.

DISCUSSION

Staff have identified the following options for the Local Trust Committee (LTC) to consider:

1. Engage an Alternate Consultant to Continue the Project

Building on the work completed to date, Islands Trust staff could retain a new consultant to continue the project in a similar manner. This would include completing remaining engagement activities, advancing mapping, and drafting OCP goals and policies in alignment with the existing workplan.

While the original timeline cannot be maintained, this option represents the most expedient path forward. It would require an investment of 4-6 months for consultant procurement and onboarding.

A key challenge identified during the previous phase of the project was staff capacity to provide consistent project management. With recent staffing increases at the Salt Spring Island office, this is not anticipated to pose the same risk moving forward should this option be selected.

Advantages:

- Most timely approach to advancing the project
- Maintains some continuity with the existing workplan
- Would provide similar ability to deliver with advanced engagement tools and methods due to additional consultant capacity

Drawbacks:

- Potential for extended project timeline
- Risk of confusion in the community with different consultants on the same project
- Transition challenges between consultants

2. Continue the Project Primarily with In-House Resources, with Strategic Investments

With the Salt Spring Island office now at full staffing capacity, there is an opportunity to deliver the majority of the project internally. External consultants would be engaged only for specialized components, such as environmental and legal review, mapping, and select communications and engagement support.

This approach would enable a stronger focus on relationship-building with the community and First Nations, while minimizing the need for additional budget. However, it would require a longer timeframe to complete.

While this option is more viable now than in previous phases of the project due to the Salt Spring Office being fully staffed, the LTC should anticipate an extended timeline, potentially into the 2027 fiscal year.

Advantages:

- Reduced reliance on external consultants and associated costs
- Greater control over project delivery and methodology
- Enhanced opportunity for relationship-building with First Nations and the community

Drawbacks:

- Longer timeline for completion
- Increased demand on staff capacity over an extended period

- Reduced ability to rely on consultant expertise

3. Postpone the Policy Development and Focus on Relationship Building

In light of the current challenges, the LTC may choose to not advance policy development until fall, 2026. In the intervening time, staff would shift focus to ongoing relationship-building with governance and First Nations partners, as well as community and equity-seeking groups, with the intention of resuming technical work (e.g., mapping and policy development) in late fall, 2026.

This approach would relieve immediate timeline pressures and allow for more deliberate consideration of long-term planning priorities. However, it would delay progress on key policy objectives and leave the completion of the OCP and LUB to an uncertain future date.

Advantages:

- Removes immediate timeline and resourcing pressures
- Allows for deeper engagement and relationship-building

Drawbacks:

- Delays advancement of policy and regulatory updates
- Creates uncertainty regarding project completion

ALTERNATIVES

The LTC may consider the following alternatives to the staff recommendation:

1. **Request an alternative approach**

   The LTC may request an alternate approach to the OCP-LUB project as outlined in the staff report. Recommended wording for a resolution is as follows:

   That the Salt Spring Island Local Trust Committee direct staff to procure an alternate consultant to continue the OCP-LUB project.

   OR

   That the Salt Spring Island Local Trust Committee direct staff to suspend the OCP-LUB project.

2. **Defer a decision until additional information is available**

   The LTC may request further information related to financial, timeline, or other impacts prior to making a decision. Recommended wording for a resolution is as follows (add in correct language shown in brackets as necessary):

   That the Salt Spring Island Local Trust Committee defer providing direction regarding the OCP – LUB Project until staff provide additional information regarding (financial/timeline/other) implications for (recruiting another consultant/bringing the project in-house/suspending the project).

3. **Receive for information**

   The LTC may receive the report for information and defer any other decisions. In this case, work on the project would effectively stop until further direction is provided at a future LTC meeting.

   That the Salt Spring Island Local Trust Committee receive the report titled "OCP and LUB Project Update and Next Steps" dated April 9, 2026 for information.

NEXT STEPS

Subject to direction from the Local Trust Committee (LTC), staff will proceed with the approach requested by LTC: initiating a procurement process to retain a new consultant; advancing the project internally through development of an updated workplan, Project Charter, and supporting materials for LTC consideration; focusing efforts on relationship-building with First Nations and the community; or pausing work on the project until further direction is provided.

Staff recommend that the LTC continue to advance the project using primarily in-house resources, while contracting out specialized components within the existing budget. Although this approach will extend the project timeline beyond what might otherwise be accomplished, the upcoming local government election and associated approval constraints make it unlikely that adoption of a new OCP and LUB would have been completed in this term. The first step in this approach would be to develop a new work plan and approximate timeline for consideration by the LTC at a future meeting.

Submitted By:	Peter Thicke, MCIP RPP, Island Planner	March 24, 2026
Concurrence:	Chris Hutton, MCIP RPP, Regional Planning Manager	April 1, 2026

ATTACHMENTS

1. Current Project Terms of Reference
2. Current Communications and Engagement Plan

Attachment 1

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.

Planning Process Timeline

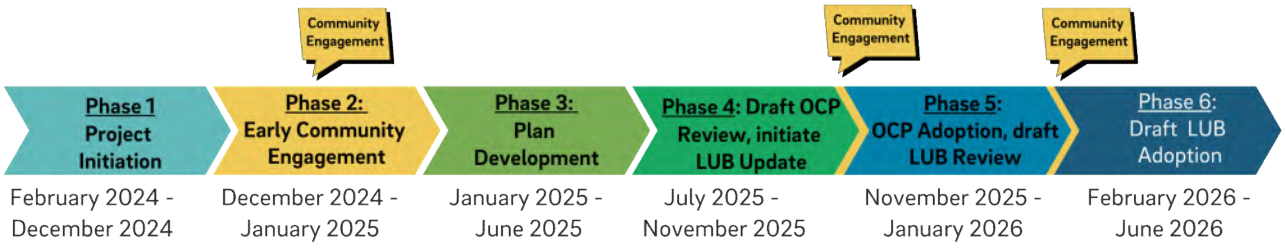

Table 1: Planning Process

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	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..	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		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	Minimal involvement—focus on onboarding, refinement of the work plan, and coordination with staff.

	Strategy			Communications Plan	
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 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
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.

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 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)

Attachment 2

Salt Spring Official Community Plan and Land Use Bylaw Amendment Project

Communications and Engagement Plan

Phase 1 Supplemental Engagement



January 2026

McElhanney

Islands Trust and Islands Trust Conservancy respectfully acknowledge that the lands and waters that encompass the Islands Trust Area have been home to Indigenous Peoples since time immemorial.

We are committed to reconciliation and to working together to preserve and protect this ecologically, culturally, and spiritually significant region in the Salish Sea.

The Islands Trust Area is located within the treaty lands and territories of the BOḰEĆEN, Cowichan Tribes, K'ómoks, Lyackson, MÁLEXEŁ, Qualicum, scəẃaθən, səlilwətaɬ, SEMYOME, shíshálh, Sḵwxwú7mesh, Snaw-naw-as, Snuneymuxw, Songhees, Spune'luxutth', ST̓ÁUTW̱, Stz'uminus, ɬaʔəmen, Ts'uubaa-asatx, Wei Wai Kum, We Wai Kai, W̱ JOŁEŁP,W̱SIḴEM, Xeláltxw, Xwémalhkwu, Xwsepsum, and xʷməθkʷəy̓əm First Nations.

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1. Context

The Salt Spring Official Community Plan and Land Use Bylaw Amendment Project will be informed by an engagement program built on trust and recognition that community on Salt Spring Island centres much of the island's current and future.

This updated Engagement Plan dovetails with a corresponding Work Plan, to provide an outline of the process that will be used to capture and describe how the community intends to grow and evolve. It outlines how the project team will generate awareness of the process, when opportunities for community input will occur, and how findings will be processed and synthesized to draft policy.

The project team is aware that the Policy Statement Amendment project will also be engaging with the Salt Spring Island community and will work with Islands Trust staff to coordinate engagement and reduce the possibility of confusion between the two projects.

This document is intended to supplement the fall 2024 Communications & Engagement Plan

1.1. Phase 1, Round 1 Engagement – Fall 2025

This updated Engagement Plan builds on preliminary engagement visioning described in the 2024 Salt Spring Island OCP-LUB Update Community Engagement and Communications Strategy and the first phase of community engagement completed in Fall 2025.

The initial phase provided valuable feedback through multiple in-person events and online channels. This supplemental round is intended to gather more information from the community and will focus on targeted questions related to key policy areas such as housing and environment.

Successful policy development depends on bridging diverse perspectives to address immediate housing needs and preserve environmental values. This supplemental engagement strategy supports meaningful engagement to inform an updated OCP and LUB policy that reflects shared priorities and long-term goals.

To further inform the engagement process, the Project team engaged with Islands Trust staff and Project Advisory Planning Commission (PAPC) members. Islands Trust also provided informational documents that helped to shape the engagement approach through lenses of reconciliation and equity.

1.2. IAP2 & The Engagement Code of Ethics

As a baseline, the Project Team adheres to the International Association for Public Participation (IAP2) Code of Ethics when designing and implementing engagement strategies. The team values upholding the Code of Ethics and allows the code to guide our decision making throughout the engagement process. The IAP2 Code of Ethics emphasizes equitable representation, trust, transparency, respect, advocacy, and the importance of honouring commitments.

The Engagement Plan for Salt Spring Island reflects the IAP2 Code of Ethics principles and strives to incorporate the interests and concerns of all community members and to meet the needs of the decision-making body (*Figure 1*). This is a driving factor in our recommendation for a supplemental engagement campaign in spring 2026.



Figure 1: International Association for Public Participation Code of Ethics

1.3. Equity & Accessibility Engagement Philosophy

Equity is about supporting participation from everyone – regardless of background, identity, or circumstance – in processes that shape the future of their community. We are committed to delivering engagement process and planning policies that actively seek out and incorporate diverse voices, particularly those who are likely to be underrepresented. We try to identify and remove barriers, meet people where they are and provide additional support so that everyone can participate in the process. Engagement is continuously monitored so that, where gaps are evident, we adapt our outreach and methods to actively bring those voices forward.

We value inclusivity in all aspects of our work. Our philosophy is to design and present information and engagement opportunities for the broadest possible range of participants, including people with accessibility needs. Accessibility needs and experiences vary by person, and not all tools can be made accessible in all ways, so we offer multiple ways to participate to meet a range of needs. This includes providing materials in plain language, offering multiple ways to participate (such as online, in-person, and written formats), and accommodating individual accessibility needs when identified or requested. We work with participants to determine what supports are required and adjust our process to make sure everyone can engage meaningfully. We also learn from feedback from participants and adjust our approach to future phases of engagement to support participation wherever possible.

Our methodology is designed to ensure that the data we collect reflects the diversity of the community. We track participation and we monitor input throughout the process to identify imbalances early. This allows us to take corrective actions such as targeted outreach or additional engagement opportunities – so that perspectives that may otherwise be missed are heard and reflected in the outcomes.

Once data is collected, we apply an equity lens to analysis by examining whose voices are represented, how perspectives align or diverge, and what adjustments may be needed to ensure meaningful consideration. This approach supports recommendations that reflect a balanced, inclusive picture of community perspectives, rather than amplifying only the most dominant voices. We encourage equity in decision making by integrating diverse perspectives into policy recommendations and long-term visioning.

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1.4. Key Audiences

The Salt Spring Island community is recognized for its active civic spirit, with residents regularly sharing their insights to help shape local decisions. In this phase of engagement, we are committed to amplifying the voices that have historically been underrepresented, while also ensuring that local experts and knowledge holders contribute meaningfully to the process to foster an inclusive process and representative dialogue.

Phase 1 Engagement (Part 2) will strengthen outreach through targeted strategies that make participation more accessible and meaningful. This includes connecting with younger adults, renters, and individuals whose schedules or circumstances limit their ability to engage through conventional channels. We will also prioritize approaches that welcome participants from diverse backgrounds and lived experiences, including Indigenous peoples, racialized communities, newcomers, people with varied access needs, those facing economic or social barriers, and members of the 2SLGBTQ+ community.

To achieve this, we will use:

- Broad marketing efforts to raise awareness across the community using multiple channels.
- Specific targeted outreach to groups whose perspectives are essential to ensuring equity and inclusivity in community decision-making processes.
- Activities to encourage safe, at-home participation for those who prefer private or flexible engagement options.
- A process for submissions from knowledge-holding community groups, ensuring their expertise informs policy development.
- An event designed for structured idea sharing, mobilizing community ideas and gathering priorities and lived experiences related to each policy area.

By centering equity and transparency in our communications and activities, this approach seeks to create opportunities for a wide range of perspectives to inform the Official Community Plan and Land Use Bylaw.

2. Engagement Roadmap – Phase 1, Round 2 Spring 2026

This plan outlines the lead-up awareness marketing activities and engagement activities that will occur in Spring 2026. This approach is designed to be practical, transparent, and responsive to feedback received from the Islands Trust, project Advisory Committee, and the Salt Spring Island Land Trust Council.

Marketing activities will support engagement by raising timely awareness of the project purpose and intention, prepare audiences for informed participation in the update process, and outline the opportunities for community members to provide input. Engagement activities are purposed to collect input, perspectives, and local knowledge from the island community. Activities create structured opportunities for participants to share priorities, concerns, questions, and ideas that can inform project understanding and decision making to shape the Official Community Plan and Land Use Bylaw.

2.1. Timeline

The supplemental engagement period will occur in the spring of 2026. Marketing efforts will precede engagement and continue through the engagement period to create as much awareness as possible.

Marketing Period	February 23rd to March 30th, 2026
Engagement Period	March 9th to March 30th, 2026

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2.2. Marketing

Marketing information will be posted 4 weeks ahead of the engagement period. Marketing tools and channels are selected based on audience needs, accessibility, and local context. Materials will be plain language and consistent with project branding used in Phase 1 Part 1 engagement.

The goals of marketing are:

- Generate broad awareness of opportunities to participate in the OCP update process in ways that are accessible, inclusive, and safe for all community members.
- Build a shared understanding of what the Salt Spring Island OCP is and what function it services.
- Clarify why the current OCP needs to be updated and describe the intention of the update
- Provide information about specific policy areas (housing, environment) to prepare community members to participate.
- Provide information about procedural requirements, project sequencing, and timing of the project relative to the Islands Trust Object update project.

To achieve these goals, we will use the channels and tools outlined in section 2.3. Marketing Activities, designed to work with existing networks and communication systems currently in place. We will measure the success of marketing by tracking participation numbers, website and StoryMap visits, social media reach, and the proportion of participants who report learning about the engagement through marketing channels (we will ask at events and in digital engagement).

2.3. Marketing Activities

Table 1: Marketing Activities

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Marketing Activities – this needs to be ordered chronologically and in order of importance			
Method	**Description**	**Production**	**Additional Notes**
IT Social Media	Explainer videos / reels (5) Explainer posts (5) Advertise specific events (5) All this content needs to be available asap and will be scheduled out Policy buckets concept will be here Mindful that we look after 13 lta's as well as TC committees so there is a limited amount of posts – videos and reels Share content to other SSI facebook groups	Scripted, filmed and narrated by ML, posted by IT Drafted by ML, posted by IT Content schedule below. Content to be launched through all IT social media channels and monitored by IT staff.	Social media allows timely, repeat exposure to OCP information through channels many community members already use daily. It supports easy sharing, broad reach, and quick direction to engagement opportunities and project resources. When is the timeline of when we would receive this?
Project Website	Explanations & Visuals Q&A section Website content above all else	Drafted by ML, posted by IT Content will be posted on: https://islandstrust.bc.ca/island-planning/salt-spring/projects/salt-spring-official-community-plan-review/	The project website serves as a central, reliable source for up-to-date information, timelines, and engagement opportunities. It allows interested participants to learn more at their own pace and supports transparency throughout the OCP process.
Media advertising	Driftwood and SSI exchange		
Mail Out	Promote in person events	Copy provided by ML, printed and mailed by IT	A mailed notice reaches households directly, including residents who may not use digital platforms or social media. It provides a tangible reminder of the OCP process and signals that participation is open to the entire community.
Posters in Community	Large size educational (3 posters, 2 sets) Small event & digital engagement advertising (3 posters – info, event schedule, ways to participate)	Drafted by ML, printed and posted by IT, PAPC 1 set of three large posters to be put up at the Recreation Centre, 1 set to be put up at the library in the entry corridor. Small posters to be put onto community notice boards throughout the island 1 of each type at each location, approximately 30 locations.	Posters placed in high-traffic community locations reach people in their everyday routines and reinforce awareness through visual presence. They are particularly effective for reaching residents who may not be connected to online channels.
Islands Trust Email Update	To promote engagement period and event schedule Final 10 days reminder	Drafted by ML, sent by IT	An email news blast delivers clear, concise information directly to subscribers who have opted in to receive updates. It is a cost-effective way to provide timely reminders and direct links to engagement activities.
Press Releases	To announce secondary engagement period Final 10 days of engagement period	Drafted by ML, shared by IT	A press release helps extend the reach of the OCP process through local media. It supports broader awareness and lends credibility and visibility to the project.
Community Group Email Outreach	Email circulated to list of community and non-profit organizations on Salt Spring Island.	List provided by IT – list provided by MVN Outreach email will be drafted by ML and sent by IT Questions and follow-up fielded by IT	Community group email blasts leverage trusted local networks to reach people who may not respond to general advertising. Messages shared through familiar organizations often feel more relevant and increase the likelihood of participation. This activity focuses on outreach by email to existing community groups and networks as a practical, low-barrier way to share information and invite participation from people who may not typically engage in formal processes. Outreach will be conducted through trusted connectors, such as family, cultural, service-based, and community organizations. We will use clear, respectful messaging that can be easily shared within their networks. Communications will emphasize choice and flexibility, highlighting multiple ways to participate and options that support privacy, safety, and varied levels of involvement. This approach supports broader awareness of the project while reducing barriers to participation for equity-deserving groups.
Story Map	Clear engaging and visual information about the project, engagement process, key timelines, and how and when people can participate.	Created and hosted by ML	A made-for Salt Spring Island StoryMap will present key information in a clear, visual, and easy-to-share format. By combining maps, images, and concise text, it will help people quickly understand the project, local context, and why their participation in the OCP update process is important. StoryMaps can be widely shared through email, social media, and community networks, building early awareness and supporting more informed participation in later engagement activities.

PAPC	Share through personal networks, amplify digital project content, assist with poster distribution. ML will provide a brief workshop on "how to be an engagement champion" (remotely).	PAPC	PAPC Committee members play an important role as champions for the OCP process by sharing participation opportunities through their personal and professional networks. By amplifying digital content and supporting on-the-ground outreach such as poster distribution, committee members help extend reach, build trust, and encourage broader community awareness and involvement in the update process.

Engagement Activities –

Original plan said materials complete by Jan 22 – discuss when these would be available

McE does printing of posters but IT "finalizes all communications materials and coordinate printing" – explain who does the printing and clarify the text

Mailout -IT staff need to do it, mailout needs to begin in next 3 weeks

This section describes the engagement strategy and the variety of methods that will be used to inform, involve, and gather input from community members and organizations on Salt Spring Island.

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Table 2: Engagement Activities

Engagement Activities This table needs a column for timing and should be ordered in chronological order – for internal document: when will staff receive materials/deadline to post materials, and date of deployment			
Activity	**Details (date / time / location)**	**Lead / Responsibility**	**Description**
In-person Community Policy Ideas Workshop	Confirm dates March 14th or 21st / 9-11, 1-3pm / Fulford Community Hall (if available, tbc.)	ML staff (4) with IT staff (3-4) and PAPC volunteers	Two in-person workshops (morning / afternoon) structured around facilitated small group discussion on specific policy areas. Event plans will be developed for this activity. This event is limited to 60 participants (30 ppl/ session) Script for Islands Trust staff needed What information or products are needed from IT staff? note taking and crowd management support. PAPC need to volunteer.Limited seating.
Drop in open house (staffed, scheduled)	Include dates One per week during the engagement period, various locations. Confirm locations. Urgent.	Islands Trust Staff w/ ML provided materials	An informal small-scale event for community members can review project information, speak one on one with an Island Planner, and share feedback at their own pace. Just one planner? Script for Islands Trust staff needed
Pub Nights at Moby's (tbc)	March 13th and 20th / Moby's Pup / 4- 7pm Is this confirmed?	ML staff (2) and IT staff (2)	An informal evening session where residents can drop in, review project information, and have conversations with the project team in a relaxed, familiar setting. Script for Islands Trust staff needed I see a concern getting Islands Trust staff to do this. Must work through Chris.
High School Classroom Engagement (tbc)	March 13th / Gulf Islands Secondary School	ML staff (2)	Hosted just before spring break, this activity creates an interactive opportunity for local students to learn about the project and share their perspectives on issues that affect their community. Framed as a "future builders" workshop, activities will be designed to fit within a classroom setting, using participatory activities to gather input.
Kitchen Table Workbooks	Ongoing When will we get these workbooks?	ML staff will design workbooks and create digital versions. IT staff will print and make available at the IT office on Salt Spring Island (how many copies). IT staff will collect completed workbooks and transfer responses to an Excel document shared with the project team. – Chris to organize with staff	"Host a gathering" plain language discussion guide designed to help small groups to have informed, focused conversation. Kit includes background information, clear prompts, and space to record ideas and discussion points, allowing the participants to share at their own pace and submit their input as part of the process. Guide will be available in print and digital forms, with submissions dropped off at the Islands Trust office. Content will be similar to content created for the in-person policy ideas workshop, so to invite participation from those not able to attend in person.
ertisee Crowdsource Site	Ongoing – digital	ML will create and host. ML responsible for downloading and processing data. When will this be available? Assume link on IT website will link to it	The Vertisee crowdsourced map will provide an interactive online space where community members can share place-based comments, ideas, and concerns by adding pins directly to a map, helping capture location-specific input in a clear and visual way.
Share your Vision – Digital upload	Ongoing – digital	Submissions made to IT email address, website, and StoryMap portal. IT staff to collate and share with ML staff via sharing platform (OneDrive / SharePoint) in a single folder. Link on IT website? Build a form. What is the timeline for this?	This creative engagement activity invites community members to upload photographs, sketches, paintings, or other visual works that express their vision for the future of the community. Participants are encouraged to explore questions such as what development looks like to them and what a thriving community means, using images to reflect key policy areas and priorities in a personal and accessible way. Images will be reviewed by the project team and shared in follow up reporting.
SME and Interest Group Engagement (6)	Scheduled throughout engagement period	ML staff (2) – facilitator, planner This is for Chris to answer.	McElhanney will facilitate 6 1-hour long structured dialogue sessions (remote) with interest groups (up to 6 people per session, one group per session) that hold deep local knowledge and diverse perspectives on the policy areas relevant to the project, particularly housing and environment. These sessions are designed to create a respectful, focused space for groups to share experience, priorities, concerns, and ideas within the scope of what an OCP can achieve. Using guided discussion and clear objectives, we will explore how policies are experienced on the ground, identify opportunities and challenges, and test emerging directions. Participant groups will be suggested by IT staff and PAPC.
Submissions	Ongoing, digital and print	Submissions will be inventoried and collated by IT staff, and shared with ML via sharing platform (OneDrive / SharePoint) in a single folder. Chris' team	See note in section 2.4. Submissions to be made to ssiinfo@islandstrust.bc.ca. Email address will be included in marketing materials. Staff will inventory submissions on an Excel spreadsheet that includes a submission file number (unique reference number), date received, format, file location, submitter name, organization (if applicable), contact information (if provided). Staff will acknowledge receipt of the submission to the submitter, but no additional responses will be provided. ML staff will review submissions and identify relevant, policy-specific feedback, geographic reference, and key points for consideration in policy development and include a summary of submissions in the What We Heard Report. Submissions must be made within the engagement period for consideration.

2.4. Additional Considerations

Members of the public are welcome to provide written submissions at any point during the engagement process. All submissions received will be acknowledged, reviewed by the project team, and considered alongside other input gathered through engagement activities. In accordance with Islands Trust practices, submissions may form part of the public record and may be shared with decision-makers and included in meeting materials or reporting. Personal information will be handled in accordance with applicable privacy requirements. Themes, insights, and issues raised will be reflected in engagement reporting to help inform project understanding and policy development.

2.5. Information Analysis and Reporting

McElhanney will carefully inventory and collate all engagement inputs across channels into a single, well-organized record to document all feedback and prepare for reporting. This documentation step is extremely important: it creates a transparent, defensible account of what was heard, supports traceability between input and decisions, and provides a reliable foundation for analysis and reporting.

We will hold an internal facilitated working session focused on analysing and interpreting what we heard, discussing and testing implications for the project, and identifying how engagement outcomes could or should influence direction, priorities, and next steps. By collaboratively exploring questions such as “What does this tell us about priorities, concerns, or opportunities?” and “How should this shape next steps?”, the team can surface insights, align perspectives, and recommend policy direction. This process ensures that engagement is not just documented, but actively informs strategy and actions, maximizing the value of community input.

We will prepare a clear, well-structured engagement report that documents methods, participation, and findings, and links input directly to project decisions. The report will summarize key themes, questions, and identify points of alignment or tension for policy consideration. The report will also assess the effectiveness of the engagement against objectives and metrics (such as reach, diversity of participation, and quality of input), identify lessons learned and note any recommendations to inform future phases of the project.

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