

Date: November 18, 2013

File No. TH 6500 – 20
Shoreline Protection

To: Thetis Island Local Trust Committee
For meeting of November 20, 2013

From: Aleksandra Brzozowski
Island Planner

Re: Shoreline Protection Work Program – Summary of Work and Proposed Leadership of Green Shores Pilot

PURPOSE:

The purpose of this staff report is to introduce the proposal from the Local Planning Committee to the Thetis Local Trust Committee (LTC) to pilot the Green Shores for Homes draft credit rating system in the Thetis Island Local Trust Area, and that the Thetis LTC serve as the project lead. Relevant considerations are outlined in the report and staff recommendations are made regarding next steps for shoreline protection work on Thetis.

This report also provides a summary of the work to date by the Thetis Local Trust Committee and planning staff on the issue of Shoreline Protection, as requested by Trustees at the September 25, 2013 LTC meeting.

WORK TO DATE:

Between 2008-2011, the Thetis LTC conducted a comprehensive review of the Thetis Official Community Plan (OCP) and Land Use Bylaw (LUB). At this time, the topic of improving regulations for zoning on the marine shorelands was raised. Below is a chronological timeline of activities and actions over the last three years:

- 2008
 - LTC developed a list of OCP/LUB review topics, several of which relate to the marine shorelands areas:
 - Development permit area designations for the protection of the natural environment
 - Zoning for marine and foreshore areas
 - Docks: numbers, location, size and shape
- Spring, 2009
 - Thetis Island becomes the Pilot Study island for the UBC Landscape Architecture program, Island Trust project. The purpose of the pilot study is to provide an illustration of how coastal planning and management guidelines could be used in support of the upcoming Thetis OCP review.
- August 28, 2009
 - Open house for Thetis OCP review with UBC Landscape

Architecture students in attendance to present maps resulting from their Pilot Study.

- March 1, 2010*
- *As part of the Thetis OCP/LUB review, Staff sought LTC direction on the zoning of marine shoreland areas.*
- March 31, 2010*
- *LTC passed a resolution adding “public education on regulations for foreshore structures” to the LTC work program (TH 014-2010)*
- October 8, 2010*
- *Shoreline Classification study completed by Archipelago Marine Research which was revision and refinement of UBC Pilot Study*
 - *Study included comment on the potential use of this information in shoreline management regulations, as had occurred in other Green Shores project municipalities*
- November 29, 2010*
- *Staff presented a report to LTC on Shoreline Management.*
 - *Report included Development Considerations by Shoreline Type, as well as regulatory tools for shoreline management.*
 - *Staff was directed to present the ideas in the report to the community and subsequently draft DPA guidelines for a Shoreline Development Permit Area (SDPA).*
- January 12, 2011*
- *Staff presented draft text for Shoreline Development Permit Area (SDPA) Guidelines.*
- February 9, 2011*
- *Staff presented report on possible Shoreline Development Permit Area guidelines and if they could address Sea Level Rise. Minor changes were made to the draft SDPA text.*
- March 23, 2011*
- *Discussion at LTC meeting about public perception of DPAs.*
 - *Staff directed to create a Frequently Asked Questions sheet about DPAs and the draft SDPA in particular.*
- April 14, 2011*
- *Staff presented report with legal review of the draft SDPA, and the FAQ sheet as requested.*
- April 19, 2011*
- *Resolution Without Meeting (TH RWM 2011-04) passed, instructing staff to remove the draft SDPA provisions from the draft OCP and LUB, and that this subject be moved to the project list for future consideration.*
 - *First reading was given to the draft OCP/LUB without any mention of SDPA.*
- May 25, 2011*
- *The work program item to explore a SDPA was merged with the existing work program item regarding “public education on regulations for foreshore structures”.*
 - *The item on the Projects List came to be noted as “Shoreline DPA and public education”.*
- Feb 28, 2012*
- *The “Shoreline DPA and Public Education” item became a Priority Item on the LTC work program for 2012.*
 - *Staff comments in the memo targeted a timeline of one year, the requirement of a detailed work plan, and recommendation to not*

begin the project until the Associated Islands OCP/LUB project was scoped and underway.

- October 2012*

 - *LTC was invited to host a funded public education/consultation event on the integrated shoreline management and watershed mapping project, as well as the emerging Green Shores for Homes program being developed by the Stewardship Centre of BC.*
- November 2012*

 - *Funds were identified to hire a consultant to host a consultation event on possible regulatory options for shoreline protection, so as to allow staff to move forward simultaneously on the LTC's priority work items.*
- February 6, 2013*

 - *Draft work plan presented by Golder Associates regarding a public consultation event to provide comment on regulatory options for shoreline protection on Thetis Island.*
 - *A focus on DPA provisions as a preferred regulatory tool was taken, as per the direction given through the LTC Work Program details.*
- March 13, 2013*

 - *Integrated Shoreline Mapping Workshop held.*
 - *Positive response by residents to incentive-based focus of Green Shores for Homes program.*
- March 20, 2013*

 - *Shoreline Protection workshop held on Thetis Island. Regulatory options, worded in the form of DPA provisions, were presented.*
 - *Most residents responded negatively to the DPA concept.*
 - *Regulatory provisions were not commented on in detail.*
 - *The survey circulated at the workshop was not distributed any further.*
- April 17, 2013*

 - *LTC changed Priority Work Program item to read as "Shoreline Protection" more generally.*
 - *The option to remove the discussion of DPAs altogether from the project was debated; however, DPAs were recognized as reasonable possible tool for future consideration and remained in the project description.*
 - *Consensus was reached by the Trustees to focus immediate efforts on education and stewardship activities*
- April 30, 2013*

 - *Memo sent from LTC to Trust-wide Local Planning Committee expressing interest in exploring future work on Green Shores initiatives, including a possible pilot of the draft Green shores credit rating system on Thetis.*
- June 5, 2013*

 - *A final report of the March 20 workshop was presented by Golder Associates, including a draft of a new survey for residents*
 - *Report concluded that education and stewardship measures were good immediate steps but maintained that regulation ultimately has "the teeth to avoid the cumulative impacts of mistakes".*

- *The new survey was put on hold until shoreline values be explained and explored further with the community.*
 - *Opportunity identified to secure coastal engineer John Readshaw to give a pro bono presentation on Sea Level Rise in August. LTC directed staff to plan an event for early August.*

- July 24, 2013*

 - *LTC passed a resolution to commit in principle to standing as a pilot Local Trust Area for the Green Shores for Homes draft credit rating system subject to further information about the timeline, planning staff time commitment, and available resources.*
 - *A review of various Islands Trust policy documents summarized the values stated on shoreline management in the effort to crystalize the values of the LTC moving forward.*

- August 8, 2013*

 - *Speakers night held on Thetis Island with presentations from John Readshaw, Ramona de Graaf (forage fish), and Thetis Island Nature Conservancy*

- August/September 2013*

 - *Surveys received from residents on the speakers night and shoreline protection in general.*

- September 25, 2013*

 - *Requests for updates on the Green Shores for Homes pilot project, as well as Local Planning Committee activity in regard to compilation of current regulations regarding Shoreline Protection and jurisdiction.*

- October 25, 2013*

 - *Memo sent to Local Planning Committee expressing interest in standing as a pilot Local Trust Area for the Green Shores for Homes draft credit rating system, and requesting update on program status.*

- November 5, 2013*

 - *Staff attended the Green Shores Technical Workshop, hosted by the Stewardship Centre for BC*

- November 7, 2013*

 - *Thetis Island designated pilot study area for the Green Shores for Homes credit rating system. Project Charter required.*

CURRENT STATUS OF SHORELINE PROTECTION ACTIVITIES

Shoreline Development Permit Area and Guidelines: Work on a Shoreline DPA halted in April 2011. Discussion of a Shoreline development permit area as a regulatory option arose again in March 2013, and was met with opposition from members of the community. In response, the LTC decided in April 2013 to focus immediate work on further stewardship education and stakeholder engagement.

Residents continue to actively engage on the subject of shoreline DPA regulations; recently, a few letters have been sent to Trustees voicing opposition to the guidelines drafted in 2011. While those draft guidelines have been off the table for some time, Staff recognizes the general intent of the comments as being in opposition to the perceived burden of development permit area applications.

Shoreline and Eelgrass Mapping: Shoreline Classification and Eelgrass Mapping have been completed for Thetis Island and its Associated Islands. This data is available to the public via the Thetis Island projects webpage, and will soon be available on the general MapIT GIS application on the Islands Trust website.

Education on regulations for Structures in the Foreshore: Education about regulations that are already required for development on the foreshore has been noted since early 2010 as a continuing problem on Thetis and other islands. There is a perception that existing regulations from other levels of government to manage foreshore development would be sufficient if they were properly enforced. A request has been made to the Local Planning Committee to compile current regulations regarding Shoreline Protection across the various jurisdictions.

Green Shores for Homes Credit Rating System: The LTC has expressed interest in actively participating in the piloting of the draft Green Shores for Homes Credit Rating system. A memo was sent to the Local Planning Committee ((Attachment 1) detailing this interest and was followed up with by the Director of Local Planning Services. A Request for Decision to the Local Planning Committee resulted in the decision to appoint Thetis Island the pilot project area in the Islands Trust for the draft Green Shores for Homes Credit Rating System.

ESTABLISHING THETIS AS A GREEN SHORES FOR HOMES PILOT:

Thetis residents have expressed interest in the Green Shores for Homes program and its credit rating system; testing such an incentive-oriented system could not be undertaken by the Local Trust Committee alone as it requires resources, support, and frameworks well beyond the usual local planning services. As such, participating as a pilot in the larger Green Shores for Homes credit rating system work allows for Thetis waterfront property owners to potentially derive benefit from expertise and guidance otherwise unavailable to them.

The Local Planning Committee, the trust-wide committee overseeing the Green Shores for Homes partnership with Sea Grant and San Juan County, passed the following two draft resolutions on November 7, 2013 :

That the Local Planning Committee designates Green Shores for Homes a work priority and approves the request from the Thetis Local Trust Committee to pilot the next phase of the Green Shores for Homes program.

That the Local Planning Committee recommends the pilot project be led by Local Trust Committee planning staff with support from the Local Planning Committee in the form of: review and discussion of the potential use of the draft credit rating document in the local context and assign one Local Planning Committee staff member to work in collaboration with Thetis Local Trust Committee planning staff on potential incentives and implementation options in the pilot area.

In addition to the draft resolution, the LPC moved Green Shores for Homes to their #2 priority in their Work Program.

The Director of Local Planning Services has requested that the Thetis LTC prepare a Project Charter for the Green Shores Pilot on Thetis. This Project Charter and subsequent work plan will be crucial in delineating clear roles and responsibilities between local planning staff, Local Planning Committee staff, Trust Area Services staff, Trustees, external project partners, and management. It will also serve to identify funding and resource gaps for the Pilot.

A modest amount of funding remains in the current phase of the overall Green Shores for Homes program; this funding has been extended to May 31, 2014. The funds were originally allotted to develop and “test” incentives at five local workshops. This project activity will require revision and Trust Area Services staff indicates that the funds could be re-allocated in part towards a Thetis-relevant activity. The activity would need to meet the needs of the current partners and funders and would need to be completed by May 31, 2014. The modified work plan and budget would need to be provided to the funders before December 31, 2013.

STAFF COMMENTS:

A key consideration for the funding and work that carries over from the earlier Green Shores work to work on this potential pilot program is that both the funding and some technical support come from outside the typical Local Trust Committee resources. While this offers an opportunity, it this also means that the work will need to meet the goals of three masters: the Thetis Local Trust Committee, the Green Shores for Homes Steering Committee, and the program funders. Planning staff is currently ascertaining the goals, objectives, and resources of the funders as well as the Green Shores for Homes Steering Committee.

As stated above, there may be opportunities for a Pilot-related activity if it occurs before May 31, 2014 and meets the expectations of the current funding proposal (testing incentives and engaging the industry and regional districts).

The Thetis Local Trust Committee has requested \$3,000 for Shoreline Protection activities in 2014/2015. Additional funds will need to be sourced for any Pilot project activities that go above and beyond this budget item.

Staff requests that the LTC identify its objectives, scope, and resources for the Green Shores for Home Pilot on Thetis and input them into the Stakeholder Matrix for this potential project (Attachment 2). Staff will then review timelines as well as all project partners’ objectives and resources to determine if a realistic work plan is possible.

Regarding LTC Objectives for the Pilot on Thetis

The LTC recently determined its key values and messages on shoreline protection prior to the August 8, 2013 shoreline stewardship event; Staff advises that the LTC keep these in mind when setting objectives for a possible Pilot on Thetis. It is also important that the comments made by Thetis residents be considered when setting objectives for this project, in particular those residents who have expressed interest in volunteering to serve as participants in the pilot. Feedback from the public on the topic of shoreline protection has been submitted to the Local Trust Committee most recently at the meetings of June 5, 2013; September 25, 2013; and November 20, 2013.

Staff also advises that objectives for the project should consider timelines; current funding for Green Shores for Homes is only available until May 31, 2014 which presents a logistical constraint for project activities.

Regarding LTC Resources for the Pilot on Thetis

Taking on a pilot project for a larger program is a significant task. In light of taking on this responsibility, Staff advises that Shoreline Protection be moved to Priority #2 and that the activity descriptions for the project be limited to the activities decided for the pilot project. No work should proceed with further public education activities, publications, or possible regulatory tools until the Green Shores Pilot work is complete.

There will be support available from both the Northern Office as well as the Local Planning Committee; the Northern Office can provide some administrative and logistical support, while Local Planning Committee planning staff can assist with research and policy analysis. However, the majority of localized work will fall to the Thetis Island Planner and the Local Trust Committee.

Should funding prove available to hire outside staffing resources for parts of the Pilot Project, this could help to move things along in a time sensitive manner, especially in light of the large workload required in 2014 for the Associated Islands OCP/LUB, which is the #1 Priority item on the LTC work program. This said, recent experience emphasizes the importance of providing outside staff and collaborators with clear work plan expectations and allocating sufficient time to monitor these expectations.

RECOMMENDATIONS:

Staff recommends that the Thetis Island Local Trust Committee:

1. That the Thetis Island Local Trust Committee move Priority #3 Shoreline Protection to Priority #2, and to have the following Activity Description: "Serving as the Pilot Local Trust Area for the Green Shores for Homes draft credit rating system";
2. That the Thetis Island Local Trust Committee suspend work on any further public education events, publications, or discussion of regulatory tools until work on the Green Shores Pilot is complete;
3. That the Thetis Island Local Trust Committee identify its objectives for the Green Shores Pilot, as well as the resources it can commit to the project; and,
4. That the Thetis Island Local Trust Committee review the draft Project Charter and work plan once it is prepared in December with an aim to endorse them by Resolution Without Meeting before December 20, 2013.

Prepared and Submitted by:

Aleksandra Byczkowski

November 19, 2013

Island Planner

Date

Concurred in by:

Courtney Simpson

November 19, 2013

MCIP, RPP
Regional Planning Manager

Date



Memorandum

700 North Road Gabriola Island BC V0R 1X3

Telephone 250. 247-2063 FAX: 250. 247-7514

Toll Free via Enquiry BC in Vancouver 660-2421. Elsewhere in BC 1.800.663.7867

northinfo@islandstrust.bc.ca www.islandstrust.bc.ca

Date October 25, 2013 File Number 6500-20 TH
6500-20 GM

To Local Planning Committee
For meeting of November 7, 2013

From Aleksandra Brzozowski
Island Planner, Local Planning Services
Northern Office

Re Local Trust Committee (LTC) interest in Green Shores for Homes Credit Rating System

This memorandum communicates interest recently expressed by the Thetis Island LTC and the Gambier Island LTC in respect to the prospective Green Shores for Homes draft credit rating program.

THETIS ISLAND LTC

Shoreline Protection is the #3 priority work item for the Thetis Island Local Trust Committee. Work for the remainder of the 2011-2014 term will focus predominantly on education and outreach to waterfront property owners. To this end, the Green Shores for Homes program has presented an opportunity to build on successful outreach work as well as the prospect of incentive-based approaches to shoreline protection. At their July 24, 2013 business meeting, the committee passed the following resolution:

TH 024/13

It was MOVED and SECONDED, that the Thetis Local Trust Committee commit in principle to standing as a pilot Local Trust Area for the Green Shores draft credit rating system subject to further information about the timeline, planning staff time commitment, and available resources.

CARRIED

A resolution indicating similar interest was made at the April 17 LTC meeting, which was forwarded to the LPC for their meeting of May 9, 2013 (Attachment 1). On September 25, 2013, the LTC formally supported staff attendance at an upcoming Green Shores for Homes workshop hosted by the Stewardship Centre of BC.

Both financial resources and staff time have been budgeted for Shoreline Protection work in 2014. Should the Local Planning Committee continue to pursue work on the Green Shores program, the Thetis LTC requests an update on the anticipated timeline, resources, and workload connected with a pilot project as there is the possibility that such work could be a collaborative project the Local Planning Committee and the Thetis LTC.

In addition, the Thetis LTC has noted at its business meetings that it is keenly interested in hosting a 'softening shorelines' workshop with contractors and builders as part of their LTC work program, should a Trust-wide workshop not take place in 2014 as tentatively planned as part of the remaining Green Shores funding. The Thetis LTC requests an update from the LPC on the status of a future Green Shores workshop with contractors and builders.

GAMBIER ISLAND

The #1 Priority work program item for Gambier Island LTC is Foreshore Protection. Financial resources and planner time have been made available to prepare education materials and face-to-face workshops on the subject of foreshore protection. A project charter and work plan is currently being developed for the LTC's next business meeting on November 29.

No formal resolutions have been made in respect to the Green Shores for Homes program, but the Gambier LTC has requested that staff advise the Local Planning Committee of the LTC's interest in obtaining further information about a Green Shores pilot program. Trustees also noted that they were interested to see the draft credit rating system to establish whether there is material in there that could be explored for the Gambier Local Trust Area.

SUMMARY

A modest amount of financial resources and staff time is available to dedicate to Green Shores-oriented work in the Thetis Island and Gambier Island Local Trust Areas as part of their work program priorities. These could be spent either in support of work pursued by the Local Planning Committee, led by LTC planning staff with support from the Local Planning Committee, or in a more limited fashion as stand-alone Local Trust Committee projects.

The Thetis LTC requests an update from the LPC on anticipated next steps in regards to the Green Shores for Homes program.

The Thetis LTC requests an update from the LPC on the status of a future Green Shores workshop with contractors and builders.

The Gambier LTC requests that the LPC keep them apprised of any development on the draft Green Shores rating system, and on the status of a potential pilot program within the Islands Trust.

Attachment: Memorandum dated April 30, 2013 from Thetis LTC to Local Planning Committee

pc David Marlor, Director, Local Planning Services
 Courtney Simpson, Regional Planning Manager, Northern Office
 Kris Nichols, Island Planner, Local Planning Services
 Sonya Sundberg, Grants Administrator, Trust Area Services
 Thetis Island Local Trust Committee
 Gambier Island Local Trust Committee



Memorandum

700 North Road Gabriola Island BC V0R 1X3

Telephone **250. 247-2063** FAX: 250. 247-7514

Toll Free via Enquiry BC in Vancouver 660-2421. Elsewhere in BC **1.800.663.7867**

northinfo@islandstrust.bc.ca www.islandstrust.bc.ca

Date April 30, 2013 File Number 3030-1 Thetis

To Local Planning Committee
For meeting of May 9, 2013

From Aleksandra Brzozowski
Island Planner
Northern Office

Re Thetis Island Local Trust Committee response to Greenshores Workshop

On March 13, 2013, the Greening Our Shores workshop was held on Thetis Island, featuring presentations on recent shoreline mapping and categorization (Paul de Greeff), the Greenshores for Homes program (Brian Emmett), recent eelgrass mapping and future forage fish mapping (Kate Emmings), and the importance of eelgrass (Nikki Wright).

The workshop was very well received and created a good amount of traction on the issue of shoreline protection. As such, the Thetis Island Local Trust Committee would like to explore continuing work on the possibilities and initiatives presented at the Greening Our Shores workshop. This direction falls in line with LTC work program Priority #3: Shoreline Protection.

The Thetis Island Local Trust Committee would like to advise the Local Planning Committee that the following resolution was passed on April 17, 2013:

TH-013-2013 It was **MOVED** and **SECONDED** that the Thetis Island Local Trust Committee direct Staff to seek other sources of funding for further work on the Green Shores program and to report back to the June 5, 2013 Local Trust Committee meeting.

CARRIED

pc Courtney Simpson, Regional Planning Manager, Northern Office
David Marlor, Director, Local Planning Services
Sonya Sundberg, Grants Administrator, Trust Area Services



THETIS AS A POTENTIAL GREEN SHORES PILOT AREA STAKEHOLDER MATRIX (First Draft – November 2013)

The objectives of this document are to ensure all potential project partners are identified, as well as their objectives, resources, and communication needs.

Project Partners	Desired Outcomes / Goals	Resources available	Constraints	Anticipated Roles & Responsibilities
Thetis Local Trust Committee (and Island Planner)				
Property owners and residents				
Green Shores for Homes international partnership (Steering Committee or Technical Team)				
Program Funders				
Islands Trust - Trust Area Services (represented by Grants Administrator)				
Islands Trust – Local Planning Committee (represented by LPC Planner)				