Islands Trust Council

Governance for Protection of the Salish Sea and Gulf Islands

For: Bowen Island Council meeting
March 4, 2019
Agenda

• Islands Trust History
• Understanding Islands Trust Structure & Roles
• Islands Trust Policy Statement
• Bowen Island as a member of the Islands Trust
• Federation wide services
• Islands Trust conservancy
• Municipal financial contribution
Welcome,

Tanúyap – Welcome - we would like to begin by acknowledging that the land on which we gather is the traditional territory of the Coast Salish peoples, including the territories of the Skwxwú7mesh (Squamish), and SəÍlwx̱wətaʔ/Selilwitulh (Tsleil-Waututh) Nations. We acknowledge and respect the historical relationship to the land, culture, and spirit of this place that continues to this day. Chet kwen mantumi – We thank you.
60s Pressure

- Booming Canadian economy
- BC Ferries created improved access
- Growing concerns about unregulated development
- Islands Trust Area Population: 3200
Regional Districts

- 1966 – Regional Districts were created, with responsibilities for land use planning
  - Islands had little representation on the large Regional District board that made their land use decisions.
  - RDs weren’t zoning islands
The Tipping Point

Mudge Island subdivisions

• 185 lots (Mudge is just 1x2km)
• no water or sewer, no parkland
Another Tipping Point

North Pender, Magic Lake subdivision

• 1200 lots; Canada’s biggest subdivision
• Lots for $50 down at PNE
70s Response

• 1969 – Province adopts ‘ten acre freeze’
  (In the 4-month window before freeze was in force, 2500 more lots created)
• 1970s – some Regional Districts begin land use planning on islands.
  
• 1973 – special committee of the BC Legislature recognizes unique area and threats of over-development.

• 1974 – Islands Trust Act gets royal assent
The Island Trust today
Enabling Legislation

- Local Government Act
- Islands Trust Act
- Community Charter
- Other provincial legislation
Islands Trust Area

- Established in 1974
- Area: 5,200 km²
- 13 major and 450 smaller islands
- 25,000 residents
The Islands Trust ‘Object’

The object of the Trust is to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.
Political Structure

- Islands Trust Council
- Local trust committees & municipality
- Islands Trust Conservancy
Islands Trust Functions

**Trust Wide**
- Trust Council
  - (and Executive Committee)
  - Islands Trust policies
  - Provincial advocacy and cooperation
  - Administrative and support functions
- Trust Conservancy Board
  - Acquires and manages land

**Local**
- Local Trust Committees
  - Community land use planning
  - Land use regulation
  - Development management
  - ...in cooperation with others
How is the Islands Trust different from other local governments?

- Mandate to preserve and protect
- Separate decision-makers for land use and for providing services
What is the Islands Trust Policy Statement?

• The *Islands Trust Act* requires that Council adopt a *Policy Statement*, which it did in 1994 after extensive public process and approval by the province.

• All island land use bylaws must be consistent with the *Islands Trust Policy Statement*

• Three main goals
  – Ecosystem protection
  – Stewardship of resources
  – Healthy and sustainable communities
What does the *Islands Trust Act* say about Island Municipalities?
Protocol Agreement

- Islands Trust – Bowen Island Municipality
  - Required by Bowen Island Municipality letters patent
  - Adopted in July 2000, revised in 2010
  - Approved by Minister
  - Recognizes shared responsibility to carry out the object of the Islands Trust Act
  - Agreed upon principles
  - Notice period for Policy Statement amendments
  - Financial arrangements (based on Islands Trust Act)
  - Administrative arrangements
  - Initiatives with others
  - Communications
  - Reviewed annually at a joint meeting
Bowen Island Municipality
OCP Bylaw Approval Process

When a bylaw is in development, IT and BIM staff may have informal discussions to identify and resolve potential concerns.

IT Executive Committee determines proposed bylaw is consistent with the Islands Trust Policy Statement (ITPS).

BIM gives 1st Reading to a proposed OCP bylaw and sends it to IT Executive Committee for comment before Public Hearing.

BIM sends bylaw to Islands Trust Executive Committee for approval.

IT Executive Committee approves bylaw and BIM adopts it.

BIM holds Public Hearing regarding the OCP bylaw and gives 2nd and 3rd reading.
Review of other bylaws

• Outlined in s. 15.0 to 15.1 of *Bowen Island Municipality Letters Patent*
• If a non-OCP bylaw refers to a matter addressed in the Islands Trust Policy Statement, bylaw must be referred to Islands Trust prior to third reading
• Islands Trust must advise of any objections within 45 days
• If objections are identified, BIM must notify Minister
  – Minister may provide advice or direction, or may require BIM and IT to resolve issue through dispute resolution
FEDERATION WIDE SERVICES

- Advocacy
- Public Programs
- First Nations/Intergovernmental Relations
- Communications
- Policy Statement Amendment
- Conservancy – land protection
- Mapping
ADVOCACY

“In cooperation with...”
ADVOCACY

Themes (2014 to 2018)

- BC Ferry fares and service levels
- Groundwater
- Species at risk
- Oil spill prevention and response
- Trans Mountain Pipeline (NEB)
- Anchorages
- Derelict and abandoned vessels
- Agricultural land
- Aquaculture
• Provided agreements and Policy Statement
• Sent ecosystem mapping layers
• Liaised with BIM, FLNRO, Squamish Nation
• Developed a draft map/advocacy messaging
• Reviewed Forest Stewardship Plan and provided advice
• Connected BCTS staff with provincial staff working on forest protection
PUBLIC PROGRAMS

Advancing the mandate through recognition, education
PUBLIC PROGRAMS

Community Stewardship Awards

- Offered every 2nd year
- Celebrates stewardship and leadership
- Guided by policy
- Awards given locally by trustees
- 12 nominations from Bowen and 6 awards

April 22 deadline
PUBLIC PROGRAMS

Island workshop series

2017/18

- 13 workshop on wells and groundwater

2018/19

- 5 sea level rise workshops

*Bowen workshop will be March 30, 2019
PUBLIC PROGRAMS
Grants in Aid

New in 2018
- $5,000 budgeted a year
- History and heritage projects
INTERGOVERNMENTAL

In cooperation with ...
INTERGOVERNMENTAL

Agreements
Islands Trust advances the Policy Statement by working with other agencies and encouraging them to help preserve and protect the Trust Area.

Types of Islands Trust Agreements, Protocols and Letters of Understanding:
- Federal
- First Nations
- Provincial
- Regional Districts
- San Juan County (transboundary)
- Coalition Partnerships
- Internal (Bowen Island Municipality, Conservancy/Local Trust Committees)
First Nations Engagement Principles

Islands Trust is committed to:

1. Becoming aware of what it does not know or understand about First Nations;
2. Proving sincere desire for reconciliation;
3. Integrating, where possible, activities that support First Nations reconnecting with the Trust Area lands and waters.
COMMUNICATIONS

Telling our story
COMMUNICATIONS

Two annual programs:

1. Budget Consultation
2. Annual Report
Objectives

1. Increase awareness/knowledge of Islands Trust
2. Increase awareness of content/function of Policy Statement
3. Stronger relationships with First Nations
4. Empower communities to contribute to the success of Islands Trust through meaningful engagement
5. Gain experience with amendment process to inform future processes.
6. Final adoption by Trust Council of a bylaw amending the Policy Statement
BIM CAN REQUEST

ADVOCACY
WORKSHOPS
COMMUNICATIONS
FIRST NATIONS RELATIONS
POLICY AMENDMENT
MAPPING
Mapping
Our Landscape Context
MAPPING OVERVIEW

**GIS Services**

1. ESRI licensing for Bowen
   a. 10 ArcGIS Advanced licenses
   b. 17 Online members/licenses

2. MapIT (public)

3. Data Acquisition

4. Data Maintenance

5. TAPIS Option
### Sensitive Ecosystems

<table>
<thead>
<tr>
<th>Sensitive Ecosystem</th>
<th>Total Area (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cliff</td>
<td>181</td>
</tr>
<tr>
<td>Freshwater</td>
<td>530</td>
</tr>
<tr>
<td>Herbaceous</td>
<td>3,333</td>
</tr>
<tr>
<td>Old and Mature Forest</td>
<td>16,842</td>
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<tr>
<td>Riparian</td>
<td>79</td>
</tr>
<tr>
<td>Wetland</td>
<td>2,907</td>
</tr>
<tr>
<td>Woodland</td>
<td>8,050</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>31,920</strong></td>
</tr>
</tbody>
</table>

#### Bowen’s Sensitive Ecosystems

- **Remainder of Bowen Island (Modified ecosystems and young forests)**
- **Sensitive ecosystems are fragile and are often home to at-risk or endangered species.**

- **TOTAL AREA 5,053 ha**
- **Portion protected 20%**

**Figure 4.** Sensitive ecosystems within the Islands Trust Area and their level of protection by area and percent (Madrone, 2017).
Figure 5. Structural stage (age) of forests in the Islands Trust Area by area and percent (Madrone, 2017).
CARBON

Carbon in the Islands Trust Area

Sequestration potential [t/ha*yr]
- Low (-0.59 - 0.71)
- Medium (1.81 - 2.78)
- Medium high (2.79 - 3.69)
- High (3.89 - 8.85)

Carbon sequestration potential represents the net increase in carbon stored per year in tons per hectare. The data used to create this predictive map were Terrestrial Ecosystem Mapping polygons, that were stratified into homogeneous classes based on site series. For each class FORECAST, a stand-level forest ecosystem simulator, was used to estimate carbon stored and sequestration rates for all forested land in the study region. Due to uncertainty about fire frequency in the future, predictions should only be used for up to 20 years from now.

Carbon stored [t/ha]
- Low (0 - 25)
- Medium low (26 - 79)
- Medium high (137 - 249)
- High (250 - 615)

Carbon stored represents above and below ground tree biomass, deadwood biomass, and dead below-ground biomass. The data used to create this predictive map were Terrestrial Ecosystem Mapping polygons, that were stratified into homogeneous classes based on site series. For each class FORECAST, a stand-level forest ecosystem simulator, was used to estimate carbon stored and sequestration rates for all forested land in the study region.

Coordinate System: NAD 1983 UTM Zone 10N
Produced by Richard Schuster on behalf of the Islands Trust Fund
EELGRASS & FORAGE FISH
## DOCKS

<table>
<thead>
<tr>
<th>Trust Area</th>
<th>Small Docks</th>
<th>Small Marinas</th>
<th>Large Marinas</th>
<th>Total Docks</th>
</tr>
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<tbody>
<tr>
<td>Bowen</td>
<td>94</td>
<td>3</td>
<td>1</td>
<td>98</td>
</tr>
<tr>
<td>Denman</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Executive</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Gabriola</td>
<td>50</td>
<td>5</td>
<td>8</td>
<td>63</td>
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<tr>
<td>Galiano</td>
<td>119</td>
<td>6</td>
<td>2</td>
<td>127</td>
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<tr>
<td>Gambier</td>
<td>328</td>
<td>8</td>
<td>5</td>
<td>341</td>
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<tr>
<td>Hornby</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td>2</td>
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<tr>
<td>Lasqueti</td>
<td>14</td>
<td>2</td>
<td>1</td>
<td>17</td>
</tr>
<tr>
<td>Mayne</td>
<td>74</td>
<td>1</td>
<td>1</td>
<td>76</td>
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<tr>
<td>North Pender</td>
<td>81</td>
<td>17</td>
<td>6</td>
<td>104</td>
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<tr>
<td>Saturna</td>
<td>50</td>
<td>4</td>
<td>1</td>
<td>55</td>
</tr>
<tr>
<td>South Pender</td>
<td>12</td>
<td>1</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>Salt Spring</td>
<td>290</td>
<td>13</td>
<td>9</td>
<td>312</td>
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<tr>
<td>Thetis</td>
<td>52</td>
<td>4</td>
<td>1</td>
<td>57</td>
</tr>
<tr>
<td>Islands Trust</td>
<td>1174</td>
<td>64</td>
<td>37</td>
<td>1275</td>
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</table>
DISTURBANCE & HUMAN USE
BUILDING ENVELOPE
PROTECTED AREAS
PRIORITY AREAS
Mission:
To protect special places by encouraging, undertaking, and assisting in voluntary conservation initiatives within the Islands Trust Area.
Islands Trust Conservancy Members

Three elected trustees
• Two elected by Trust Council (Trustees Fenton and Stamford)
• One elected from the Executive Committee (Trustee Fast)

Three government-appointed trustees
• Linda Adams, Victoria/Salt Spring
• Hoops Harrison, Vancouver/Saturna
• Robin Williams, Salt Spring
Protecting special places

• Over 65% privately owned
• High species richness and species and ecosystems at risk
• Fragmentation of habitat is one of the largest threats to biodiversity
• Privately-owned land is key to preserving the ecological integrity of this region
Protected Places

- 29 Nature Reserves, 658 ha, $16,417,000
- 76 Covenants, 634 ha
Private land stewardship
Conservation covenants

- Restrictions on use of land
- Registered on land title
- Intended to maintain land in natural state

- ITC often partners with local conservancy to hold covenant
- Monitor annually
NAPTEP – Bowen 2015

- Natural Area Protection Tax Exemption Program
- Unique to Islands Trust
- Property tax incentive for registration of a covenant protecting specific eligible features
- 25 covenants protecting 97 hectares
Islands Trust Conservancy on Bowen

Covenanted Properties

– McIntyre
– Terminal Creek North & South
Nature reserves

- Islands Trust Conservancy currently has 29 nature reserves, a total of 658 hectares
- Many were the result of generous land donations (through fee simple transfer, bequest or subdivision)
- Properties are monitored annually and maintained through active property management (e.g. invasive species removal, tree planting and protection)
Islands Trust Conservancy on Bowen

Singing Woods Nature Reserve

Fairy Fen Nature Reserve

David Otter Nature Reserve
Opportunity Fund

• Hard to fundraise costs of conservation
• $76,700 awarded over 10 years

St. John Point, Mayne Island (Photo: Mayne Island Conservancy Society)
Engagement & Coordination
Goals for the Next 10 Years

1. Identify, investigate and communicate about important natural areas to generate action on conservation priorities

2. Strengthen relationships with First Nations to identify and collaborate on shared conservation goals

3. Continue to secure and manage Trust Fund Board lands and conservation covenants to maximize ecological integrity

4. Continue to build internal and shared organizational strength and resilience to ensure long-term nature conservation in the Islands Trust Area
Keeping up with ITC

• Visit our website
• Subscribe to our e-newsletter
• You can also follow us on Facebook and Twitter
Municipal Contribution
Topics

• Relevant Literature
• Municipal Requisition Principles
• Proposed 2019/20 BIM Requisition
• Influencing Factors
Islands Trust Act

• section 47 (2) (b)
  “On or before April 25 in each year, the minister may deliver requisitions […]
  (b) to each municipality in the trust area in relation to
  (i) the cost of operations of the trust council and the executive committee, except the operations of the executive committee acting as a local trust committee under section 23 (5), and
  (ii) the cost of administrative operations of the Islands Trust Conservancy.”

• section 47 (6)
  “The amount that is to be recovered by means of requisitions under subsections (2) (a) (i) and (2) (b) must be apportioned between the municipalities and the local trust areas on the basis of the converted value of land and improvements in the trust area.”
Policy

Islands Trust Policy 7.2.6

- Municipal Tax Requisition Calculation
- Adopted in 2004 to codify the principles outlined in the Act and provide clarity around the calculation of the requisition
- Reviewed and amended in 2012 to reflect changes in Islands Trust accounting software
- Reviewed and amended in 2018 to reflect a change in how budgeted non-cash amortization expense would be treated
- Direction from Financial Planning Committee to review Policy 7.2.6 again with the concept of ‘fairness’ in mind
- Changes are reviewed by BIM under referral processes
Principles

Contributes to:

- All Trust Council expenses (exclusions apply);
  - Trust Area Services
  - Executive Committee (except as LTC)

- All Islands Trust Conservancy expenses;

- % of Administration expenses
  - Based on % of budget that TC +ITC comprise
  - ie: if TC+ ITC are 25% of the overall budget, contribute to 25% of admin costs

 Does not contribute to any Local Planning Services expenses.
Islands Trust
Proposed 2019/20 Budget

Figures include administration allocations
Service Areas Breakdown

1998 vs. 2020

- Local Planning: 81% vs. 73%
- Trust Council: 14% vs. 16%
- IT Conservancy: 5% vs. 11%
Factors Influencing the BIM Levy

- Trust Council expenses
  - Trust Area Services
  - Executive Committee
- Islands Trust Conservancy expenses
- Administration expenses related to TC + ITC
- Service Area proportions within Islands Trust Budget
- Net Converted Assessments
- Other Revenue Sources
  - Transfers from Surplus (credits to BIM)
  - Provincial Grant revenues
  - Grant income (Non-LTC)
  - Investment Income
Proposed 2019/20 BIM Requisition

- $329,635
  – Increased 12% from prior year ($35,700)

  – Factors:
  • Trust Council increased $69,000 x 18.7% BIM =  + $13,000
  • Trust Conservancy increased $105,000 x 18.7% =    + $20,000
  • Administration decreased $136,000 + increase in admin rate 2.2% = - $1,000
  • Converted Assessment Values no change from 18.7%
  • Transfers from Surplus Funds decreased $480,000 =  + $5,000
## Islands Trust Financial Plan History

### Table: Financial Expenditures

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<tbody>
<tr>
<td><strong>Trust Council Expenditures</strong>*</td>
<td>1,044,137</td>
<td>975,480</td>
<td>886,021</td>
<td>910,214</td>
<td>805,445</td>
<td>911,788</td>
<td>132,350</td>
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<td>Change YOY $</td>
<td>68,657</td>
<td>89,460</td>
<td>(24,194)</td>
<td>104,769</td>
<td>(106,342)</td>
<td></td>
<td></td>
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<tr>
<td>Change YOY %</td>
<td>7%</td>
<td>10%</td>
<td>-3%</td>
<td>13%</td>
<td>-12%</td>
<td></td>
<td>15%</td>
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<tr>
<td><strong>Islands Trust Conservancy Expenditures</strong></td>
<td>662,518</td>
<td>557,417</td>
<td>553,683</td>
<td>529,270</td>
<td>524,091</td>
<td>526,159</td>
<td>136,358</td>
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<td>Change YOY $</td>
<td>105,100</td>
<td>3,734</td>
<td>24,414</td>
<td>5,178</td>
<td>(2,068)</td>
<td></td>
<td></td>
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<tr>
<td>Change YOY %</td>
<td>19%</td>
<td>1%</td>
<td>5%</td>
<td>1%</td>
<td>0%</td>
<td></td>
<td>26%</td>
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<td><strong>Administrative Expenses</strong></td>
<td>1,883,607</td>
<td>2,019,588</td>
<td>1,937,734</td>
<td>1,869,695</td>
<td>1,871,725</td>
<td>1,734,169</td>
<td>149,438</td>
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<tr>
<td>Change YOY $</td>
<td>(135,981)</td>
<td>81,854</td>
<td>68,039</td>
<td>(2,030)</td>
<td>137,556</td>
<td></td>
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<tr>
<td>Change YOY %</td>
<td>-7%</td>
<td>4%</td>
<td>4%</td>
<td>0%</td>
<td>8%</td>
<td></td>
<td>9%</td>
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<tr>
<td><strong>Revenues from Surplus Funds</strong></td>
<td>249,000</td>
<td>605,000</td>
<td>560,000</td>
<td>318,257</td>
<td>278,226</td>
<td>268,620</td>
<td></td>
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<tr>
<td><strong>Admin Pool Rate</strong></td>
<td>28.5%</td>
<td>26.3%</td>
<td>24.7%</td>
<td>26.2%</td>
<td>24.7%</td>
<td>26.7%</td>
<td>1.8%</td>
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<tr>
<td><strong>BIM property values as % of Trust</strong></td>
<td>18.7%</td>
<td>18.7%</td>
<td>18.7%</td>
<td>16.2%</td>
<td>15.7%</td>
<td>14.5%</td>
<td>4.1%</td>
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*adjusted for elections expense
Questions?