



DATE OF MEETING: February 4, 2019  
 TO: Galiano Island Local Trust Committee  
 FROM: Kim Stockdill, Island Planner  
 Southern Team  
 COPY: Robert Kojima, Regional Planning Manager  
 SUBJECT: APC Affordable Housing Recommendations

## RECOMMENDATION

- 1. That the Galiano Island Local Trust Committee request that the staff report back with options on how the Affordable Housing Project can proceed using a phased approach and to update the Project Charter.*

## REPORT SUMMARY

To provide comments on the Galiano Island Advisory Planning Commission (APC) recommendations in the Affordable Housing Report. These comments are found in the attached table outlining items that can be accomplished in the short term, long term, or those that are not within the Galiano Island Local Trust Committee’s (LTCs) jurisdiction.

## BACKGROUND

Affordable Housing is one of Galiano Island LTC’s Top Priorities. In September 2017, the Galiano Island LTC resolved to refer the Affordable Housing Project to the Galiano Island APC and to report back with recommendations. The Galiano Island APC provided the LTC with an Affordable Housing Report dated September 2018 with recommendations and options to address the lack of long-term affordable housing on Galiano.

At the December 3, 2018 regular Galiano Island LTC meeting, the LTC passed the following resolution:

**“GL-2018-081**

**It was Moved and Seconded,**

that the Galiano Island Local Trust Committee request staff to provide comments and recommendations on the Galiano Island APC’s Affordable Housing Report dated September 2018, prioritizing those matters that can be done in the short term and mid-term.”

Previous staff reports related to this project and the Project Charter can be found on the LTC’s Project website: <http://www.islandstrust.bc.ca/islands/local-trust-areas/galiano/projects-initiatives/affordable-housing/>

## ANALYSIS

### *Recommendation Table*

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Staff have provided preliminary comments with regards to recommendations that can be achieved in the short or long term, or where the LTC has no authority. A majority of the recommendations can be reviewed and accomplished in the long term by means of incorporating them into a project; either an affordable housing project or other project that achieves the objectives of the recommendation.

Two items were flagged as achievable in the short term that would not require a project for initiation:

4.4.2 - The GIAPC recommends that the GILTC be briefed by the Hydrogeologist-on-staff regarding current groundwater research and issues on a regular basis so that the Trustees have the best available information on Galiano Island groundwater. This will enhance decision-making.

*Staff comments: The LTC can request the Islands Trust Senior Freshwater Specialist to attend specific LTC meetings to provide groundwater research/issues relating to applications, projects, or policies. Currently all the groundwater reports received by staff are also reviewed by the Senior Freshwater Specialist.*

7.1.2 - The GIAPC recommends that the GILTC find means of establishing limits on the number of all types of STVR; and that the limits include a cap for the Galiano Trust Area, to ensure limits apply specifically to different neighbourhood areas, groundwater regions and Water Management Areas.

*Staff comments: The Galiano LTC has the authority to not approve TUPs for CVRs based on reviewing cumulative effects on the effected neighbourhood and the Island.*

Two major themes were noted from the recommendations: groundwater and short term vacation rentals (STVRs). The Galiano Island LTC may want to consider making these themes Top Priorities which could indirectly affect affordable housing policies. Although STVRs have been addressed as a Top Priority in the past, it is worth revisiting the effectiveness of STVRs and commercial vacation rentals in light of the recent demands on and for affordable housing.

### **Top Priority List**

The Top Priorities list defines the LTC's work program. An LTC can identify up to three top priorities at any given time, however given limited resources it is unlikely that three significant projects can be managed and delivered simultaneously. It is more effective for an LTC to focus on one or two projects. When proposing new Top Priorities the LTC must consider available resources, including budget and staff, and relevance of the project.

The decision to keep the Affordable Housing project on the Top Priority List requires no action or formal resolution. The LTC also has the option to remove the project from the Top Priority List and place it back on the Project List. This may be a favourable option if the LTC wishes to address other projects or topics. The comments received from the Community Information Meeting (CIM) on January 27<sup>th</sup> regarding the Top Priorities List should also help guide the LTC's decision.

### **Rationale for Recommendation**

Local Trust Committees have a limited amount of tools in order to address affordable housing. At the LTC level those are secondary accommodation (cottages, secondary suites, STVRs, etc.), density bonus, zoning, etc. Previous LTCs have completed projects related to cottages, secondary suites, and short term vacation rentals.

Staff recommend breaking the affordable housing project down into a phases in order to address themes related to affordable housing. This would make the project easier to manage by focusing on one theme at a time. Those themes could be STVRs, secondary accommodation (secondary suites, tiny homes, etc.), and other

Land Use Bylaw and Official Community Plan amendments. Staff can report back with options on how to proceed with the Affordable Housing project in order to address certain these, a projected timeline, and an updated Project Charter.

**ALTERNATIVES**

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

**1. Request further information**

The LTC may request further information prior to making a decision. If selecting this alternative, the LTC should describe the specific information needed and the rationale for this request. Recommended wording for the resolution is as follows:

*That the Galiano Island Local Trust Committee request that the staff provide further information regarding...*

**2. Remove Affordable Housing Strategy from the Top Priority List**

The LTC may choose to remove the Affordable Housing Strategy project from the Top Priorities List and move it to the Project List. Recommended wording for the resolution is as follows:

*That the Galiano Island Local Trust Committee remove the Affordable Housing Strategy from the Top Priority List and place it on the Projects List.*

**3. Top Priority List options report**

The LTC may wish for staff to provide a report outlining certain options for the Top Priority List based on the CIM held on January 27<sup>th</sup> meeting and comments received at the February 4<sup>th</sup> LTC meeting.

*That the Galiano Island Local Trust Committee request staff to provide comments and recommendations on which projects to place on the Top Priority's List and options on how to proceed with each project.*

**4. Receive for information**

The LTC may receive the report for information

**NEXT STEPS**

Submitted By:	Kim Stockdill, Island Planner	January 25, 2019
Concurrence:	Robert Kojima, Regional Planning Manager	Select Date.

**ATTACHMENT**

1. APC Affordable Housing Recommendation Table

**Attachment 1 - Galiano APC Affordable Housing Recommendation Table**

#	Recommendation	Short Term	Long Term	N/A	Comments
3.3.1	The GIAPC recommends that all housing proposals and related policies contain strong principles which support diversity and integration of all families and individuals within our community.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
3.3.2	The GIAPC recommends that new proposals for affordable community housing be developed based on aquifer and groundwater regions.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
3.3.3	The GIAPC recommends that new proposals for affordable community housing for working families and individuals need to stay small in scale, be low impact and be dispersed island wide, within proximity of public road and hydro service as opposed to trying to keep it all at the south end.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
3.3.4	The GIAPC recommends that new proposals for affordable community housing projects specific to Seniors or Special Needs housing may need to be located somewhat closer to the services at the south end of the Island.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
3.3.5	The GIAPC recommends that new proposals for affordable community housing projects be designed to integrate within existing and new residential areas and fit in with Galiano Island’s rural identity.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
4.4.1	The GIAPC recommends that the GILTC request the Islands Trust engage in a review of Trust-wide groundwater protection policy to ensure that:		✓		The Galiano Island LTC can advocate to the Islands Trust for this initiative. This action would not be considered part of a project or a Top Priority.
4.4.1.1	-planning decisions are based on the best available groundwater data and best practices are in place for land development proposals, including community housing;		✓		See 4.4.1.
4.4.1.2	-there is effective information sharing among agencies and clarity of water supply regulations for proponents of community housing;		✓		See 4.4.1.
4.4.1.3	-groundwater mapping is updated and ongoing monitoring technology is expanded; and		✓		See 4.4.1.

#	Recommendation	Short Term	Long Term	N/A	Comments
4.4.1.4	-groundwater data such as mapping and current research is made easily accessible to community organizations and persons involved in developing community housing proposals and the public commenting on those proposals.		✓		See 4.4.1.
4.4.2	The GIAPC recommends that the GILTC be briefed by the Hydrogeologist-on-staff regarding current groundwater research and issues on a regular basis so that the Trustees have the best available information on Galiano Island groundwater. This will enhance decision-making.	✓			The LTC can request the Islands Trust Senior Freshwater Specialist to attend specific LTC meetings to provide groundwater research/issues relating to applications, projects, or policies. Currently all the groundwater reports received by staff are also reviewed by the Senior Freshwater Specialist.
4.4.3	The GIAPC recommends that the GILTC require any site considered appropriate for community housing that allows increased density compared to the neighbourhood be located on land that has the carrying capacity for the number of dwellings proposed, and be able to provide adequate quantity of groundwater that will not endanger the long-term sustainability of the aquifer.			✓	The Galiano Island OCP Water Supply Policy e) states <i>“any rezoning application involving an increase in density or intensity of use should be required to provide an assessment of the availability of sustainable, long-term groundwater. Any additional density or intensity of use that would negatively affect the quality or quantity of groundwater should not be permitted in critical groundwater areas.”</i>
4.4.4	The GIAPC recommends that the GILTC require community housing not be located in groundwater regions where there is high risk for contamination of groundwater due to the characteristics of the aquifer, based on the “Galiano Island Intrinsic Groundwater susceptibility” map, Figure 10, page 22 of the Waterline Galiano 2011.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.
4.4.5	The GIAPC recommends that the GILTC require that where there is uncertainty of aquifer capacity due to factors beyond the scope of a hydrogeologist’s assessment, that the OCP’s precautionary principle be followed to require a “phased-in” approach to zone density and build out, with additional dwelling units added when groundwater monitoring evidence permits.		✓		This would require an amendment to the OCP to add specific policies regarding affordable housing.

#	Recommendation	Short Term	Long Term	N/A	Comments
4.4.6	The GIAPC recommends that the GILTC review and adopt the Waterline Galiano 2011 recommendation that hydrogeology assessments for land development proposals that increase density and intensity of land use include cumulative, long-term (longer than 100 days) projections for groundwater withdrawals in order to address climate change impacts, in particular, lengthening periods of seasonal drought.		✓		This would require an amendment to the OCP to add further requirements for groundwater assessments as outlined in the OCP Water Supply Policy e). This can also be achieved by amending the Galiano Island LTC Development Approval Information (DAI) Bylaw No. 148 to add specific requirements for Groundwater Assessments for bylaw amendment applications that involve an increase to density or intensity of use.
4.4.7	The GIAPC recommends that the GILTC require hydrogeology assessments include ongoing groundwater monitoring for contamination, overuse or failure to recharge.		✓		See 4.4.6 comments.
4.4.8	The GIAPC recommends that GILTC adopt the Galiano Groundwater Regulation 2012 recommendation to introduce a Proposed Critical Groundwater Protection Development Permit Area (DPA).		✓		This would require an amendment to the Galiano Island OCP.
4.4.9	The GIAPC recommends the GILTC review and amend the application process for land development, including community housing, before proposed bylaws are developed by staff, in order to:			✓	The Galiano Island LTC has the authority for bylaw amendment applications to undertake an early engagement and request specific information from the applicant prior to directing staff to draft bylaws. It is recommended to request this information, or outline an early engagement strategy after the LTC reviews the preliminary staff report (first staff report outlining the purpose of the application and includes options for the LTC to consider).
4.4.9.1	-support a consultative, collaborative approach and engagement of the public interest in community development and groundwater protection;			✓	See 4.4.9 comment.
4.4.9.2	-enhance decision-making through more timely, comprehensive information sharing with the GILTC and the public; and			✓	See 4.4.9 comment.

#	Recommendation	Short Term	Long Term	N/A	Comments
4.4.9.3	-include an assessment process for valuing ecosystem services (cost benefit analysis) in order to address and balance socio-economic needs with sustainability of groundwater resources.				See 4.4.9 comment.
5.5.1	The GIAPC recommends that the GILTC review and amend the OCP and LUB to direct that new subdivision proposals include a percentage or number of lots, to be donated, or sold at cost neutral, to an affordable housing society for building affordable rental housing.		✓	✓	Long term: OCP could be amended to strengthen or require affordable housing units, land or funds when an increase to density or intensity of use by rezoning application. N/A: The LTC does not have the authority to require donation of land or funds for affordable housing for subdivision applications.
5.5.2	The GIAPC recommends OCP 1.6 Community Housing be amended to allow mobile home parks in the case of affordable community housing developments, provided scale and spacing are suitably limited to fit the rural characteristics of Galiano Island and that the LUB Prohibited Uses section 2.3.2 be amended to add an exemption for Community Housing.		✓		Requires an amendment to the LUB & OCP.
5.5.3	The GIAPC recommends that the GILTC create policy and regulation directing that a percentage of any new lots being created must be designed to be more affordable, both in land price by way of NOT being waterfront or view, and/or by being on the smaller end of lot size for the average in the zone.		✓		A review and possible amendments to the subdivision requirements, and average and minimum lot sizes in the LUB.
5.5.4	The GIAPC recommends that the GILTC consider using registered covenants to limit the building size/footprint on the required percentage of smaller, more affordable parcels as per recommendation 5.5.3.		✓		Restriction building footprints would require an amendment to the OCP and the LUB.
5.5.5	The GIAPC recommends that the GILTC consider altering the lot proportion requirements for view and waterfront to improve the chances of an applicant keeping a percentage of new lots inland and more affordable.		✓		A review and possible amendments to the subdivision requirements, and average and minimum lot sizes in the LUB.
5.5.6	The GIAPC recommends that the GILTC consider implementing policy and regulation to cap the size of dwellings, Island wide, proportionate to zoned lot size average.		✓		Restriction building footprints would require an amendment to the OCP and the LUB.

#	Recommendation	Short Term	Long Term	N/A	Comments
5.5.7	The GIAPC recommends that the GILTC establish a special zone for land held in trust for future use as community housing.		✓		Requires an amendment to the LUB & OCP.
5.5.8	The GIAPC recommends that the LTC advocate to Trust Council that the Islands Trust establish a Community Housing Land Trust with charitable status for the purpose of accepting land donations for community housing.		✓		The Islands Trust Community Housing in the Trust Area (August 2016) Report (see link at bottom of chart) made a recommendation (no. 13) that Trust Council could consider expanding the role of the Trust Fund Board to create an affordable housing land trust. This would be a fundamental change to the Islands Trust and should be explored in the context of the Trust Fund Board role, mandate, and legislative authority.
5.5.9	The GIAPC recommends that, as soon as licensing is available, policy and guidelines be made available to permit moveable tiny homes, motor homes or travel trailers to be used as affordable housing, and be subject to a term, and basic safety and health standards.		✓		Portable homes could under certain circumstances be considered 'dwelling unit' by definition in the Galiano Island Land Use Bylaw although these types of dwelling units may not meet the BC Building Code. It is the responsibility of the property owner to ensure the dwelling unit meets the BC Building Code. Amendments to the LUB could be made to clearly permit or not permit these uses.
6.1.1	In all future rezoning or redevelopment tourism-related applications which create the need for off-island seasonal employees that the provision of staff accommodation should be a requirement.		✓		Requires an amendment to the OCP.
7.1.1	The GIAPC recommends that the GILTC immediately undertake a review and amend the current STVR TUP and Home Occupation STVR provisions.		✓		A Commercial Vacation Rental (TUP) Project is on the Galiano Island LTC's Project List. If the LTC wishes to review TUPs and STVRs, this Project should be placed on the Top Priority List.
7.1.2	The GIAPC recommends that the GILTC find means of establishing limits on the number of all types of STVR; and that the limits include a cap for the Galiano Trust Area, to ensure limits apply specifically to different neighbourhood areas, groundwater regions and Water Management Areas:	✓	✓		Short Term: The Galiano LTC has the authority to not approve TUPs for CVRs based on reviewing cumulative effects on the effected neighbourhood and the Island.



#	Recommendation	Short Term	Long Term	N/A	Comments
					Long Term: The Galiano LTC should place STVR as a Top Priority Project in order to review current regulations and policies.
<b>7.1.2.1</b>	-Limits could be established based on percentage of number of residential dwellings in Galiano Trust Area, set for a term (eg. 5 years , and reviewed at the end of that term;		✓		Long Term: The Galiano LTC should place STVR as a Top Priority Project in order to review current regulations and policies.
<b>7.1.2.2</b>	-Lower limits would be especially important in Water Management Areas and other areas that have water issues identified by the GILTC, the Galiano Waterline Study 2011, or by the community;		✓		Long Term: The Galiano LTC should place STVR as a Top Priority Project in order to review current regulations and policies.
<b>7.1.2.3</b>	-When an existing TUP expires the GILTC should not permit a renewal unless the total number of other STVR TUPs is under the cap set for the region or the island as a whole; and		✓		Long Term: The Galiano LTC should place STVR as a Top Priority Project in order to review current regulations and policies.
<b>7.1.2.4</b>	-A limit on the total number of years a given property can be used for STVR should be considered to give opportunities to other owners.		✓		Long Term: The Galiano LTC should place STVR as a Top Priority Project in order to review current regulations and policies.
<b>7.1.3</b>	The GIAPC recommends that in order to monitor, gather data and enforce limits on STVRs, the GILTC consider requiring TUPs for ALL STVRs, including bed and breakfast accommodation until licensing becomes an option. (see for example the City of Nelson annual licensing and regulations).			✓	N/A: The Galiano Island LTC and Islands Trust does not have authority to issue Business Licences.
<b>7.1.4</b>	The GIAPC recommends that the GILTC find resources to proactively enforce compliance with STVR limits and regulations. Fines should be sufficiently high to ensure compliance and/or act as a deterrent to others (for example the City of Nelson imposes fines of \$5000/day).		✓		This would require amendments to the Galiano Island BEN Bylaw No. 228 to increase fines for infractions to STVR regulation. Significantly higher fines may not be feasible.
<b>8.1.1</b>	The GIAPC recommends that the GILTC support Trust-wide initiatives and Provincial tax incentives that benefit property owners who provide long -term affordable rental housing to residents.			✓	Advocacy at the Islands Trust Council level. Not a LTC authority.
<b>8.1.2</b>	The GIAPC recommends that affordable community housing projects or proposals should be designed to meet requirements to qualify for available CRD, Provincial and Federal funding support for affordable housing.			✓	The responsibility to the community housing project proponent to ensure it meets the requirements for funding.

#	Recommendation	Short Term	Long Term	N/A	Comments
8.1.3	The GIAPC recommends that the GILTC explore taxation initiatives that would ensure STVR operators are taxed at a rate appropriate for the commercial use of their residential lands.			✓	The Islands Trust nor the Galiano Island LTC has the authority to influence tax rates based on land use. BC Assessment has the authority to determine a 'property's class' based on property type or use which influences property tax.
8.1.4	The GIAPC recommends that the GILTC advocate for the creation of an AHR – Affordable Housing Reserve. This would provide an incentive for landowners to rent long term affordable housing based on the models of the ALR and PMFL which provide tax relief for the protection of farmland and forest lands.		✓	✓	Long Term: See Recommendation 5.5.8. N/A: Authority lies with BC Assessment or CRD

Islands Trust Community Housing in the Trust Area (August 2016) - <http://www.islandstrust.bc.ca/media/341160/final-report-trust-community-housing.pdf>