



Gabriola Island Local Trust Committee

Regular Meeting Agenda

Date: April 15, 2021
Time: 10:30 am
Location: Electronic Meeting

Pages

1. CALL TO ORDER	10:30 AM - 10:35 AM	
"Please note, the order of agenda items may be modified during the meeting. Times are provided for convenience only and are subject to change."		
2. APPROVAL OF AGENDA		
2.1. Rise and Report - regarding Closed Meeting held March 4, 2021		
3. REPORTS	10:35 AM - 11:05 AM	
3.1. Trustee Reports		
3.2. Chair's Report		
3.3. Electoral Area Director's Report		
3.4. First Nation Reports		
4. TOWN HALL	11:05 AM - 11:15 AM	
5. MINUTES	11:15 AM - 11:20 AM	
5.1. Local Trust Committee Minutes dated March 4, 2021 – for adoption		4 - 12
5.2. Section 26 Resolutions-Without-Meeting - none		
5.3. Advisory Planning Commission Minutes - none		
5.4. Housing Advisory Planning Commission Minutes dated March 23, 2021 - for receipt		13 - 19
5.5. Housing Advisory Planning Commission Minutes dated April 1, 2021 - for receipt		20 - 28
6. BUSINESS ARISING FROM MINUTES	11:20 AM - 11:35 AM	
6.1. Follow-up Action List dated April 8, 2021		29 - 31
7. APPLICATIONS AND REFERRALS	11:35 AM - 12:10 PM	

7.1.	Referral from Regional District of Nanaimo (RDN) Proposed Regional Growth Strategy Amendment to the Nanaimo Airport Lands - Request for Response - for discussion	32 - 36
7.2.	GB-RZ-2021.1 (Page's Resort and Marina - 3350 Coast Road, Gabriola) - Staff Report	37 - 73
7.3.	GB-TUP-2020.3 (Nassichuck & Griesdale - 1510 Barrett Road, Gabriola) - Staff Report	74 - 97

8. LOCAL TRUST COMMITTEE PROJECTS 12:10 PM - 1:30 PM

8.1.	Cannabis Regulations - Staff Report	98 - 106
8.2.	Coastal Douglas-fir Projects - Memorandum	107 - 111
8.3.	Housing Options and Impacts Review Project - for discussion	
8.3.1.	Strategic Approach - Community Informed Process - Gabriola Housing Matters - Report	112 - 277
8.4.	Active Transportation Grant Project Charter - Staff Report	278 - 293

----- **BREAK 1:30 PM TO 2:00 PM** -----

9. DELEGATIONS - none

10. CORRESPONDENCE - none

(Correspondence received concerning current applications or projects is posted to the LTC webpage)

11. NEW BUSINESS

12. REPORTS 2:00 PM - 2:20 PM

12.1.	Climate Change Action Update	
12.2.	First Nations Relationship Building	
12.3.	Trust Conservancy Report - none	
12.4.	Applications Report dated April 7, 2021	294 - 301
12.5.	Trustee and Local Expense Report dated February, 2021	302 - 302
12.6.	Adopted Policies and Standing Resolutions	303 - 305
12.7.	Local Trust Committee Webpage	

13. WORK PROGRAM 2:20 PM - 2:40 PM

13.1.	Top Priorities Report dated April 7, 2021	306 - 306

14. UPCOMING MEETINGS

- 14.1. Next Regular Meeting Scheduled for Thursday, May 13, 2021 at 10:30 am via Zoom Electronic Meeting

15. CLOSED MEETING

2:40 PM - 2:55 PM

- 15.1. Motion to Close the Meeting

That the meeting be closed to the public in accordance with the Community Charter, Part 4, Division 3, s.90(1) (a) (d) and (i) for the purpose of considering Appointment of Housing Advisory Planning Commission Members, Adoption of In-Camera Meeting Minutes dated March 4, 2021 and Legal Advice, and that the recorder and staff attend the meeting.

16. ADJOURNMENT

2:55 PM - 2:55 PM



Gabriola Island Local Trust Committee Minutes of Regular Meeting

Date: March 4, 2021
Location: Electronic Meeting

Members Present: Dan Rogers, Chair
Kees Langereis, Local Trustee
Scott Colbourne, Local Trustee

Staff Present: Sonja Zupanec, Island Planner
Jaime Dubyna, Planner 2
Ian Cox, Planner 1
Lisa Wilcox, Senior Intergovernmental Policy Advisor
Wil Cottingham, Administrative Assistant
Nadine Mourao, Recorder

Others Present: There were approximately nine (9) members of the public and one (1) member of the media in attendance.

1. CALL TO ORDER

"Please note, the order of agenda items may be modified during the meeting. Times are provided for convenience only and are subject to change."

Chair Rogers called the meeting to order at 10:32 am, welcomed the public and introduced Trustees, Staff and Recorder. Chair Rogers, Trustee Colbourne, and Trustee Langereis acknowledged that the meeting was being held in the territory of the Coast Salish First Nations.

2. APPROVAL OF AGENDA

The following additions to the agenda were presented for consideration:

- Add 16. In-Camera meeting.

By general consent the agenda was approved as amended.

3. REPORTS

3.1 Trustee Reports

Trustee Colbourne reported the following and his attendance at the following meetings and events:

- Active Transportation Grant approved partnership with the Regional District of Nanaimo (RDN);
- Gabriola Health and Wellness Collaborative meeting;
- Trust Council (TC) next week;
- Islands Trust Policy Statement Open House; and

- Trees 4 Tomorrow <https://www.conservancyhornbyisland.org/trees4tomorrow> over 40 acres private land identified on Gabriola, site visits scheduled on properties.

Trustee Langereis reported the following and his attendance at the following meetings and events:

- Islands Trust Policy Statement Open House;
- Webinar Series <https://watershedsentinel.ca/articles/fracking-bc-report-from-the-people-webinar-series/> ;
- Elder Cedar and Coats Millstone Park Management Review Planning;
- Trust Programs Committee (TPC);
- TC next week;
- Regional Planning Committee (RPC); and
- Select committee on Governance Review.

3.2 Chair's Report

Chair Rogers reported the following:

- TC March 9 – 11, 2021, noted Agenda items on Policy Statement Amendment Project and Financial Planning Committee (FPC) Recommended 2021/22 Budget; and
- Islands Trust Policy Statement Open House.

3.3 Electoral Area Director's Report

Vanessa Craig's, Regional District of Nanaimo (RDN) Electoral Area B noted the following:

- Alternate approval process is complete and one electric vehicle charging station earmarked for Huxley Park on Gabriola, a motion was put forward to consider user pay from the onset;
- Grant for Wildflower Resiliency Plan and fuel management issues regarding fire risks 707 Community Park;
- Social Needs Assessment next phase of public engagement with Health and Wellness Collaborative;
- Parks and Open Space Advisory Committee (POSAC) meeting;
- Tree management Policy zero net loss of trees;
- New Green Building Series, <https://www.rdn.bc.ca/green-building-resources>; and
- Development Cost Charges project going forward next phase consultation with building community.

3.4 First Nation Reports

Trustee Colbourne meeting scheduled with Snuneymuxw First Nations Chief Michael Wyse, Councillor Erralyn Joseph and Lisa Wilcox, Senior Intergovernmental Policy Advisor to revisit relationship building, the Protocol Agreement, and areas to work together.

Trustee Langereis will follow up regarding the Island Trust Community Stewardship Award, in celebration of the work of Snuneymuxw Elder Geraldine Manson (C'tasi:a).

Chair Rogers recommended Islands Trust Reconciliation Report 2019-2021 found on the March 9-11, 2021 Agenda Package which gives a comprehensive view of the work done in the last few years and approaches to reconciliation and noted the importance of First Nations involvement in committees and planning.

4. TOWN HALL

Member of the public expressed their disappointment in removal of the development of an Ecological Protection Zone (EPZ) from the Top Priorities List as the EPZ could be a holding place for Elder Cedar Nature Reserve, Burren's Acres, Coats Marsh, and any future sensitive ecological zones. Zoning is a reliable way to ensure environmental protection. Enquired if it was possible to strengthen the Gabriola Land Use Bylaws (LUB) and Official Community Plan (OCP) without adding work to the projects and add level of protection along with other tools like the Coastal Douglas Fir Toolkit.

Member of public noted New Society Publishers book by Carol Anne Hilton called *Indigenomics Taking a Seat at the Economic Table*.

5. MINUTES

5.1 Local Trust Committee Minutes dated January 21, 2021 – for adoption

The following amendments to the minutes were presented for consideration:

- Page 5, 7.2, Trustee Colbourne declared he had, replace 'conflict of interest' with 'conflict of duty'; and
- Page 5, 7.2, Discussion ensued, 3rd bullet, replace word 'Interested' with 'Consider'.

By general consent the minutes of January 21, 2021 were adopted as amended.

5.2 Section 26 Resolutions-Without-Meeting - none

5.3 Advisory Planning Commission Minutes - none

6. BUSINESS ARISING FROM MINUTES

6.1 Follow-up Action List dated February 23, 2021

Received.

7. LOCAL TRUST COMMITTEE PROJECTS

7.1 Housing Options and Impacts Review Project - Development Potential Maps – Memorandum

Planner Zupanec provided an update to the LTC on the status of the 'Development Potential' mapping project, which is a deliverable of the larger 'Gabriola Housing Options and Impacts Review (HOIR) Project and noted the following:

- Interactive map will be available on Islands Trust website for public reference;
- Trustees may want to request amendments or additional layers once referral information is received from the HOIR Project;
- Suggested comprehensive and standardized interactive mapping across the Trust Area; and
- Freshwater mapping layer(s) will be added once data is available.

Discussion ensued and the following was noted by Trustees:

- Interested in mapping percentage of lots that have secondary suites.

7.2 Active Transportation Grant Project - verbal update

Trustee Colbourne noted conversations with Union of BC Municipalities (UBCM), RDN, and Gabriola Chamber of Commerce regarding the Ferry to Village travel corridor. He noted that Snuneymuxw First Nations to be included in the planning from the beginning of the project.

8. APPLICATIONS AND REFERRALS

8.1 GB-RZ-2020.1 (Gabriola Housing Society - GHS) - Housing Agreement - Staff Report

Planner Dubyna provided an overview of the report which asked the LTC to consider amendments to proposed Bylaw No. 308 (Housing Agreement) for application GB-RZ-2020.1 and noted the following:

- Staff no longer recommended proceeding with second and third reading as Snuneymuxw First Nations have requested additional time to review the Housing Agreement (HA).

Discussion ensued and the following key points were noted by Trustees:

- HA was key to set building and occupancy parameters, would like HA to come back to LTC for review if funder requires different configuration than duplexes and/or triplexes;
- Deferred decision regarding Article 1, Clause e, Affordable Market Unit to investigate options;
- Deferred decision regarding Schedule A, definition of qualified applicant pending discussion with Snuneymuxw First Nations; and
- Trustee Langereis brought forward a possible amendment for clarification regarding Article 1, Clause c, i, "or other criteria specified by an Affordable Housing Funder". What is the purpose of that phrase? What type of criteria? Is this intended to allow for income levels higher than BC Housing's Housing Income Limits? Deferred decision until next meeting.

By general consent the meeting was recessed at 12:34 pm and reconvened at 12:45 pm.

GB-2021-023

It was **MOVED** and **SECONDED**

that the Gabriola Island Local Trust Committee Bylaw No. 308, cited as "Gabriola Island Housing Agreement Bylaw No. 308, 2020", be amended as follows:

- Article 1, Clause a – Definitions, be amended by removing "Maximum Monthly Rent" in its entirety;
- "Article 1, Clause b – Agreement over the Lands, be amended by adding a new item vi, which states: "the development on the Lands will be constructed with a Type 3 advanced secondary treatment sewerage system, or equivalent alternative as approved by the Affordable Housing Funder, that meets similar performance criteria";
- Article 1, clause d – Rental Rates, be amended by removing "it will";
- Article 1, clause d – Rental Rates, be amended by removing item i in its entirety and replacing it with the following:

“the rent payable by a Qualified Renter for an Affordable Housing Unit, exclusive of utilities, must not exceed 30% of the gross monthly Household Income of the Qualified Renter, except in the case of an Affordable Market Unit”;

- e. Article 1, clause d – Rental Rates, item ii be amended by adding “it will” before “not require”, adding “system” after “septic”, and removing “parking”;
- f. Article 1, clause e – Affordable Market Unit, be amended by replacing the title “Affordable Market Units” with “Affordable Housing Units”;
- g. Article 1, clause i – No Transfer, be amended by adding “, or the Provincial Rental Housing Corporation” after “affordable housing”, and by removing the second sentence in its entirety;
- h. Article 1, clause v – Amendment and Termination, be amended by removing “and Termination” from the title;
- i. Article 1, clause dd – Joint Venture, be amended by replacing “Society” with “Owner”;
- j. Schedule A – Owner Statutory Declaration, clause 5 be amended by adding “or sublet” following “vacation rental”;
- k. Schedule B – Definition of a Qualified Occupant, be amended by removing “or d” after “a, b, c” and replacing it with “, d or e”.

CARRIED

GB-2021-024

It was MOVED and SECONDED

that the Gabriola Island Local Trust Committee Bylaw No. 308, cited as “Gabriola Island Housing Agreement Bylaw No. 308, 2020”, be amended as follows:

- a. Article 1, Clause b – Agreement over the Lands, be amended by adding a new item iv, which states:
“it will design and construct only triplexes and duplexes on the Lands. If an Affordable Housing Funder requires a different configuration of affordable units, that configuration must be approved by the Trust Committee”;
- b. Article 1, Clause b – Agreement over the Lands, be amended by adding a new item v, which states:
“v the Lands must not be used or occupied for residential purposes unless the buildings are constructed to meet:
 - i. the performance requirements of the BC Energy Step Code 3 energy efficiency standards established by the British Columbia Building Code Regulation, B.C. Reg. 264/2012 (the “Performance Standards”) of the *Building Act* (BC), or
 - ii. if required by an Affordable Housing Funder, a different energy performance target, and
 - iii. the Owner has provided to the Trust Committee a Compliance Report from a certified energy advisor that the building has been constructed and is operating in accordance with item i or item ii, as the case may be,

CARRIED

GB-2021-025

It was MOVED and SECONDED

that the Gabriola Island Local Trust Committee not proceed with further readings of Bylaw No. 308, cited as “Gabriola Island Housing Agreement Bylaw No. 308, 2020”, in respect of the proposed Housing Agreement for application GB-RZ-2020.1, until comments are received from Snuneymuxw First Nation.

CARRIED

By general consent the meeting was recessed at 1:21 pm and reconvened at 1:45 pm.

8.2 GB-TUP-2020.3 (Nassichuck & Griesdale) - Staff Report

Planner Cox provided an overview of the report which asked the LTC to consider a Temporary Use Permit (TUP) for the operation of a commercial vacation rental (CVR) within an existing single family dwelling and noted:

- Received 5 correspondence with neighbour concerns, some specific to applicant and some broad in nature, and 1 correspondence in support of the TUP.

Applicant Erica Nassichuck noted the following:

- Intended to personally use dwelling twice monthly and during holidays;
- Rent out selectively, primarily to single families with 1 vehicle, for short term rentals when not using themselves;
- All non-native flower beds removed and planted only native water conscious plantings;
- Did not have beach fires;
- Arranged for 2 residents of Gabriola to provide cleaning, maintenance, and to be 24 hour on island contacts for renters;
- Trailer was located on lot while for sale, at no time was there any one occupying trailer and it has now sold;
- Noise complaints may have been related to neighbourhood noise not from their lot; and
- Stopped vacation rentals on the property when received bylaw letter in November 2020.

Trustees noted the following key points:

- Requested that renters information package be updated to include:
 - 24 hours on island contact person(s) information;
 - First Nations Recognition visitor's information;
 - Stronger water use information, limitations, and restrictions; and
- Requested applicant update Airbnb listing to sleeps 6 persons, as it currently stated sleeps 9 persons.

GB-2021-026

It was MOVED and SECONDED

that the Gabriola Island Local Trust Committee request further information on Temporary Use Permit GB-TUP2020.3.

CARRIED

8.3 Regional District of Nanaimo Referral - Initiation of Regional Growth Strategy Amendment for Nanaimo Airport Lands, - Request for Response

Discussion ensued and the following was noted by Trustees:

- Requested information from Staff on an agreement between IT, Transport Canada, and Nanaimo Airport regarding airplane noises and flight paths over Gabriola; and
- Potential impact for Gabriola regarding larger planes and increased noise.

9. DELEGATIONS - none

10. CORRESPONDENCE - none

(Correspondence received concerning current applications or projects is posted to the LTC webpage)

11. NEW BUSINESS - none

12. REPORTS

12.1 Climate Change Action Update

No updates.

12.2 First Nations Relationship Building

No updates.

12.3 Trust Conservancy Report dated January 26, 2021

Received.

12.4 Applications Report dated February 23, 2021

Received.

12.5 Trustee and Local Expense Report dated December, 2020

Received.

12.6 Adopted Policies and Standing Resolutions

Received.

12.7 Local Trust Committee Webpage

No updates requested.

13. WORK PROGRAM

13.1 Top Priorities Report dated February 23, 2021

Received.

13.2 Projects List Report dated February 23, 2021

Received.

14. COMMUNITY INFORMATION MEETING

GB-RZ-2019.1 (BC Ferry Services Inc.)

14.1 Planner Presentation

Planner Zupanec provided a presentation to inform and share proposed bylaw application details and noted the following points:

- Application seeks to amend the Gabriola Island Official Community Plan (OCP) Bylaw No. 166 and Land Use Bylaw No. 177 (LUB) for the future marine and upland improvements to the BC Ferries ferry terminal located in Descanso Bay. The proposal includes expansion of the upland terminal and vehicle loading area into the marine area by adding fill to the adjacent foreshore, construction of a new waiting

room/washroom building, improvements to sidewalk accessibility and safety, dedicated pick-up and drop-off area, and updates the parking area at the terminal;

- Information may be found on Islands Trust Gabriola Applications website <http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/current-applications/>;
- All agency and First Nations referrals have not been received to date; and
- Encouraged the public to submit written or verbal correspondence before the Public Hearing, date to be determined;

14.2 Applicant Presentation

Representative of the Applicant, John Steil, Steven Mayall, and Loreina Melnick provided an overview of the application and noted the following key points:

- Encouraged Trustees to give second reading to the Bylaw;
- Two new island class electric hybrid (fully electric capabilities) vessels coming to Gabriola route in early 2022;
- Terminal Development Plan developed with public consultation and includes holding compound for 50 cars (approximately one full vessel load), designated foot passenger area, dedicated pick up and drop off, GERTIE bus parking, waiting room, standardized berth designed to fit all minor to intermediate vessels for maximum flexibility, floating concrete pontoons, 2 lane ramp that minimizes issues with lower clearance vehicles, and separate foot passenger walk ways to speed up loading and unloading of vessel; and
- Further efforts have been made to consult with First Nations who have an interest in this application.

14.3 Question and Answer Session

No questions at this time.

15. APPLICATIONS

15.1 GB-RZ-2019.1 (BC Ferry Services Inc.) - Staff Report

Planner Zupanec summarized the report which recommended that the LTC reconsider first reading of Proposed Bylaw No. 30 (LUB) in order to correct an error in the bylaw citation, and to summarize professional reports and referral responses received to date on Proposed Bylaw Nos. 304 (OCP and 305 (LUB) for the redevelopment of the Descanso Bay ferry terminal under application GB-RZ-2019.1 (BC Ferries).

Discussion ensued and the following was noted by Trustees:

- Requested update from applicant on BC Ferries efforts to consult with Snuneymuxw First Nation regarding this application;
 - Loreina Melnick noted that a meeting is scheduled for next week to discuss this application and BC Ferries was not aware that the LTC resolution requesting an update on all efforts of consultation with First Nations; and
- Not prepared to advance application further at this time.

16. CLOSED MEETING

16.1 Motion to Close the Meeting

GB-2021-027

It was MOVED and SECONDED

that the meeting be closed to the public in accordance with the Community Charter, Part 4, Division 3, s.90(2) (b) for the purpose of considering information received and held in confidence pertaining to government to government negotiations and that the recorder and staff attend the meeting.

CARRIED

Chair Rogers closed the meeting to the public at 2:24 pm.

16.2 Recall to Order

By general consent the meeting was recalled to order 2:54 pm.

16.3 Rise and Report

None.

17. UPCOMING MEETINGS

17.1 Next Regular Meeting Scheduled for Thursday, April 15, 2021 at 10:30 am via Zoom Electronic Meeting

18. ADJOURNMENT

By general consent the meeting was adjourned at 3:53 pm.

Dan Rogers, Chair

Certified Correct:

Nadine Mourao, Recorder



Minutes of the Gabriola Island Housing Advisory Planning Commission

Date of Meeting: Tuesday March 23, 2021

Location: Electronic Meeting via ZOOM

HAPC Members Present: Steven Earle
Tobi Elliot, Chair & Secretary
Janice Power
Dyan Dunsmoor-Farley
Angela Pounds
Kenda Chang-Swanson
John Woods

Regrets:

Staff Present: Heather Kauer
Nadine Mourao, Recorder

Others Present: There were seven (7) members of the public in attendance

1. CALL TO ORDER AND WELCOME

Chair Elliot called the meeting to order at 3:30 pm. She acknowledged that the meeting was being held in territory of the Coast Salish First Nations, welcomed the public and introduced Commission Members, Staff and Recorder.

2. APPROVAL OF AGENDA

By general consent the agenda was approved.

The following additions to the agenda were presented for consideration:

- Defer 6 Evaluation process to next meeting; and
- Add 7.1 Planner Discussion in preparation for next meeting.

By general consent the agenda was approved as amended.

3. MINUTES - Gabriola Island Housing Advisory Planning Commission Draft Minutes dated December 17, 2020 – for Adoption

By general consent, the Housing Advisory Planning Commission meeting minutes of December 17, 2020 were adopted.

4. REVIEW GABRIOLA HOUSING WORKING GROUP REPORT

4.1 Members of the HAPC will be presented with the DRAFT report with findings and analysis from the GHWG

Katherine Patterson provided a PowerPoint presentation that summarized the draft report and analysis from the Gabriola Housing Working Group (GHWG) and noted the following key points:

- GHWG developed the Gabriola Housing Matters website that provided the housing project information, educational resources, glossary, access to surveys, and access to discussion forum Pol.is;
- Three key themes were:
 - Housing Diversity and Affordability;
 - People at Risk;
 - Environment and Cultural Heritage (Climate Emergency, Protecting Aquifers and Protecting Biodiversity);
- Emailed survey invitations were sent to local organizations to forward to their members, ads were placed in the Gabriola Sounder;
- Survey design collected quantitative data that was easy to tabulate, express as percentages, illustrate graphically, qualitative data, and offered opportunity to give narrative comments;
- Paper surveys were available at the Gabriola library;
- Survey 1 on Housing Diversity and Affordability showed respondents:
 - Supported current affordability criteria for affordable housing developments in perpetuity;
 - Supported expanding need criteria for low income residents;
 - Supported secondary suites;
 - Concerned about sufficient water and sewage capacity, especially in the village vicinity;
 - Concerned about increased density;
 - Concerned about secondary suites on smaller lots without conditions on environmental impact, size of dwelling, rent limits, and construction quality;
- Survey 2 on Biodiversity and Water showed respondents:
 - Supported defining 'biodiversity';
 - Current policies requiring voluntary actions seen as much less effective than Development Permit Areas (DPA) and regulations;
 - Supported tool kit policies;
 - Supported policies requiring subdivisions to set aside parkland;
 - Supported regulation over private land to put limits on rights to cut trees;
 - Supported groundwater protection policies, rainwater collection, proof of sufficient water for subdivisions, stronger water protection regulations and additional water protection educational information;
 - Supported ground water mapping;
- Survey 3 on Managing Growth showed respondents:
 - Supported policies that would decrease population growth;
 - Supported retention of current regulations;
 - Supported loosening regulation for secondary suites;

- Supported flexible zoning for commercial and institutional zoned parcels;
- Supported more flexible residential zoning with conditions on water sufficiency, waste disposal, and rental housing requirements in perpetuity;
- Supported voluntary density transfer to the density bank if could be used for affordable housing elsewhere;
- Supported rainwater collection systems, following energy step standards in new buildings, principals of Universal Access Design;
- Recommended regulations on minimum lot sizes, secondary suites, inclusion of affordable housing, and floor area limits;
- Recommended density bank donations be used for affordable housing;
- Concerned about increasing density, water sufficiency for subdivisions, small lot creation, and increasing construction costs;
- Survey recommendations lead GHWG to four broad report groupings:
 - Managing growth;
 - Protecting biodiversity;
 - Freshwater conservation;
 - Actions for increasing the supply of affordable housing, governance, and oversight; and
- The full report will be available in the next Housing Advisory Planning Commission (HAPC) agenda.

4.2 Review and discuss report and the analysis framework the team used to produce the findings

A member of the public asked for clarification to why the treaty lands were not covered in the background information for potential build out and density.

- Planner Zupanec noted that Islands Trust (IT) are unsure of the future outcome on the treaty lands and unable to speculate on possible increased density as the treaty lands are not governed by IT.

5. DISCUSSION OF RECOMMENDATIONS

5.1 Preliminary discussion of recommendations to the Gabriola LTC regarding adoption of the GHWG Report and Findings

Dyan Dunsmoor-Farley provided an overview of the formulated set of recommendations to the Gabriola Local Trust Committee (LTC) which were based on consultation survey responses and noted the following:

- HAPC to provide report and recommendations in the form of resolutions to the LTC;
- Recommendations based on the data from community consultation, background document data including Groundwater Toolkit and Coastal Douglas Fir Toolkit;
- Question to answer is how do we protect biodiversity and freshwater resources, while recognizing that the islands are first of all, an existing community of people and the welfare of those people, and those who join

them and come after them, must always be a primary concern for the Trust? (Islands Trust 1974 Policy Document);

- Growth Management Strategy:
 - Want Trust to implement policy to decrease growth, maintaining things the way they are;
 - Objective to ensure growth managed gradually;
 - Recommend clearly defining what the Official Community Plan (OCP) terms gradual and appropriate growth;
 - Implement policy requiring all subdivision and rezoning applications contribute to an increase in affordable housing stock;
 - Establish a new regulation to rezoning applications to permit an increase or transfer of density only if a percentage of lots in each subdivision are protected with a housing agreement to ensure affordability as rental units or at time of sale and re-sale in perpetuity;
 - Establish regulations that set a minimum lot size requirement for subdivisions;
 - Implement policies to facilitate willing owners of subdividable or adjacent lots to voluntarily reduce their density potential through rezoning or lot consolidation under condition that those densities would be deposited in the Density Bank for creating affordable housing elsewhere on the island;
- Biodiversity Conservation Strategy:
 - Aimed at achieving an island wide approach to protecting the Coastal Douglas-fir Ecosystem;
 - Clearly define the concept of biodiversity in the OCP, defining the difference between biodiversity or biocultural diversity which incorporates the role of human activity;
 - Develop new policies which prioritize parkland dedication at the time of subdivision if it results in protection of Coastal Douglas-fir Ecosystems;
 - Collaborate with the Regional District of Nanaimo (RDN) and other partners to:
 - Advocate that the RDN parks department prioritize parkland dedication;
 - Advocate that RDN ensure management planning and implementation of existing and new parklands prioritize the protection of the Coastal Douglas-fir Ecosystem;
 - Require new dwellings, approved through rezoning, be constructed to meet BC Energy Step Code Requirements, and to consider extending this to new construction, including commercial, institutional and multi-family developments;
 - Develop a public education program to encourage homebuilders and owners to apply Universal Design principals;
- Freshwater Conservation Strategy:
 - Ensure protection and sustainable management of freshwater resources;
 - Implement new policies requiring that subdivisions and redevelopment of residential properties meet higher water conservation standards by

- establishing new proof of water regulations requiring that new subdivisions exceed the Provincial minimum standard and establishing new regulations requiring rainwater collection and storage for new residential development;
- Establish new regulations that would require groundwater monitoring and data collection for new commercial, industrial, institutional and multi-family developments;
 - Advocate to the RDN to increase capacity of the current 'Rainwater Harvesting Rebate' program to meet demand;
 - Develop policies and regulations that require retention of forests and watershed ecosystems to promote groundwater recharge;
 - Develop and distribute informational materials to all householders and new residents regarding water conservation that individual households can undertake;
 - Affordable Housing Strategy:
 - To ensure a timely supply of affordable, appropriate housing that meets the needs of Gabriola in a way that minimizes impact on biodiversity and freshwater sustainability;
 - Recommend an affordable housing strategy that prioritizes multi-unit projects appropriately sited, along with targeted activities for dispersed accommodation to address specific needs;
 - Set housing targets and timelines by identifying the number and proportion of units to be achieved through multi-unit projects and through targeted dispersed initiatives such as secondary suites, mixed commercial/residential and flexible zoning;
 - Expand the housing need criteria to include any low-income households and low to moderate income households by adjusting the affordability definition as necessary;
 - Retain current requirements for housing agreements for affordable housing;
 - Add a provision to allow a mix of affordable and market options to ensure project viability;
 - Review literature regarding the provision of common areas such as kitchen and recreation facilities in multi-dwelling projects and include in multi-dwelling proposal criteria and in housing agreements requirements, if required;
 - Remove the requirement that multi-dwelling affordable housing for low-income families are to come only from banked densities;
 - Retain the current policies regarding secondary suites on properties 2 ha or larger but explore reducing the upper limit to allow secondary suites on properties of 1 ha to 1.99 ha and all building permit applications must meet water, sewage, and energy conservation objectives;
 - Advocate with RDN to create or build on existing tenant/landlord support programs which may encourage more property owners to create secondary accommodation;

- Replace the term 'secondary suite' with 'secondary accommodation' to more accurately reflect the full range of secondary accommodation options;
- Explore flexible zoning;
- Governance, Oversight and Public Education:
 - Policies and regulations to address managed growth, biodiversity, and water conservation objectives;
 - IT does not have capacity currently to oversee the implementation, monitoring, and evaluation of an environmentally responsible housing affordability plan;
 - Recommended that IT establish a Housing Affordability and Managed Growth Planning Commission and work in collaboration with the RDN and other community partners to acquire necessary resources to staff this initiative; and
 - Explore the option of a tax requisition to finance this initiative.

Discussion ensued and the following was noted by Trustees:

- Asked for clarification on flexible zoning;
 - Planner Zupanec noted that it is when you have zoning that has a number of conditions you can choose from for permitted uses, similar to the Temporary Use Permit (TUP) to create a site specific zone that has a list of conditions to envision a certain type of use. The term is used to inject more flexibility to create zones with diversity of use and certainty about what is and is not permitted on the lot;
- Current requirement that multi-dwelling affordable housing should be built by using banked densities was unnecessarily proscriptive and should not get in the way of meeting the housing needs of Gabriolans, perhaps a more mixed model approach would be better; and
- Nancy Hetherington Peirce sending HAPC the mid 1990's Islands Trust Policy Statement for reference.

6. EVALUATION PROCESS FOR ENGAGEMENT

6.1 Develop framework for evaluation of GHWG engagement, as per page 6 of the Engagement Strategy, Feb 2020 (DRAFT – ATTACHED)

Deferred until next meeting.

7. Next Steps

7.1 Planner Discussion in preparation for next meeting

Planner Zupanec asked the HAPC to consider the following in their recommendations to the Local Trust Committee:

- Consider the broad range of community solutions described;
- The collective impact of their recommendations;

- The next phases of community engagement that will be required to realize a bold new future (which topics require more engagement/which ones may proceed with drafted solutions);
- The community innovation that may be required to implement the recommendations (creative ideas on how this project might capture more innovation, ideas);
- The collaborative leadership needed to implement changes to reach the desired future outcome;
- How we will evaluate the impact, measure change, explore who is responsible for what outcomes etc., who is going to be responsible for what, how do you see the HAPC next term over next two years specific role in helping facilitate any of these recommendations?;
- Details that will assist LTC to contemplate this project, resources needed, scope so that items may be achieved by end of the election year, project may extend beyond but often tricky;
- Note project short, medium, and long term goals and revisit the project charter;
- The HAPC report is forwarded to the LTC for consideration, they may tease out pieces or simply endorse the recommendations in the HAPC report; and
- Include advice for next steps and a sense of high, medium, and low priority.

8. ADJOURNMENT

By general consent, the meeting was adjourned at 5:14 pm.

Tobi Elliot, Chair

Certified Correct:

Nadine Mourao, Recorder



Minutes of the Gabriola Island Housing Advisory Planning Commission

Date of Meeting: Thursday April 1, 2021

Location: Electronic Meeting via ZOOM

HAPC Members Present: Steven Earle
Tobi Elliot, Chair & Secretary
Janice Power
Dyan Dunsmoor-Farley
Angela Pounds
Kenda Chang-Swanson
John Woods

Regrets:

Staff Present: Sonja Zupanec, Island Planner
Nadine Mourao, Recorder

Others Present: There were eight (8) members of the public in attendance

1. CALL TO ORDER AND WELCOME

Chair Elliot called the meeting to order at 1:05 pm. She acknowledged that the meeting was being held in territory of the Coast Salish First Nations, welcomed the public and introduced Commission Members, Staff and Recorder. She thanked all members for dedication, commitment, and expertise during their term on the Housing Advisory Planning Commission (HAPC).

2. APPROVAL OF AGENDA

The following additions to the agenda were presented for consideration:

- Move 4.2 Resolutions to after 5.1 Roundtable.

By general consent the agenda was approved as amended.

3. MINUTES - Gabriola Island Housing Advisory Planning Commission Draft Minutes dated March 16, 2021 and March 23, 2021 – for Adoption

By general consent, the Housing Advisory Planning Commission meeting minutes of March 16, 2021 were adopted.

By general consent, the Housing Advisory Planning Commission meeting minutes of March 23, 2021 were adopted.

4. RECEIVE FINAL REPORT FROM HWG

4.1 Discussion of Report and Questions

The following points were noted:

- Final Report from the Housing Working Group (HWG) included a set of potential recommendations; and
- Interested in roundtable discussion before making recommendations.

4.2 RESOLUTION: “that the Report be forwarded to the LTC for their consideration”

5. WORKSHOP SESSION TO CONSIDER HWG RECOMMENDATIONS

5.1 Roundtable with HAPC members to discuss recommendation in HWG report

Chair Elliot provided overview of the online Jamboard Workshop session which asked the HAPC to consider the following:

- What are the priorities among this broad range of community solutions, the collective impact of their recommendations, and any other recommendation that members may want to include?
- How these recommendations might be realized through the next phases of community engagement, the innovation and collaborative leadership required to implement changes to address the desired future outcomes. and
- Who or what agencies might be responsible for what outcomes, how will we evaluate the impact and measure change.

Discussion and workshop ensued and the following key points were noted by members:

- Top Priority:
 - Biodiversity Conservation Strategy: Implement more results-oriented regulations to protect biodiversity including: developing new policies and regulations to protect and restore Coastal Douglas-fir Ecosystems on private properties, establishing new Development Permit Areas (DPA) to protect and restore Coastal Douglas-fir Ecosystems in high priority areas, and developing new policies which prioritize parkland dedication at the time of subdivision if it results in protection of Coastal Douglas-fir Ecosystems = 6 votes;
 - Heard strong community support for protecting Coastal Douglas-fir zones;
 - Affordable Housing Strategy: Expand the housing need criteria to include any low-income households and low to moderate income households by adjusting the affordability definition = 4 votes;
 - Affordable Housing Strategy: Remove the requirement that multi-dwelling affordable housing for low income families are to come only from banked densities = 4 votes;
 - Affordable Housing Strategy: Explore options to increase the number of residential units for commercial zoned properties including transferring densities and increasing densities, contingent on water, sewage and environmental considerations and units remain rental units = 4 votes;

- Growth Management Strategy: Implement policies to facilitate willing owners of sub-dividable or adjacent lots to voluntarily reduce their density potential through rezoning or lot consolidation, under the condition that those densities would be deposited in the Density Bank for creating affordable housing elsewhere on the island = 3 votes;
 - A tax incentive to promote owners of land with 2 or more densities including that of additional accommodation to donate to the density bank for affordable housing;
- Affordable Housing Strategy: Retain current policies regarding secondary suites on properties 2 ha or larger but explore reducing the upper limit to 1 ha to 1.99 ha = 3 votes;
- Affordable Housing Strategy: Explore flexible zoning = 3 votes;
- Biodiversity Conservation Strategy: Collaborate with the RDN and other partners = 3 votes;
- Freshwater Conservation: Aggressive groundwater protection strategy: Implement new policies requiring that subdivisions and redevelopment of residential properties meet higher water conservation standards = 3 votes;
- Affordable Housing Strategy: Set housing targets and timelines by identifying the number and proportion of units to be achieved through multi-unit projects and targeted dispersed initiatives = 3 votes;
 - With eye to the Northern Trust Housing Assessment completed 2 years ago;
- Freshwater Conservation: Advocate to the Regional District of Nanaimo (RDN) to increase the capacity of the current Rainwater Harvesting Rebate program to meet demand = 2 votes;
- Growth Management Strategy: This strategy should focus on articulating a clear understanding of what appropriate growth would entail and implementing necessary actions to curtail the negative impacts of unmanaged growth = 2 votes;
- Affordable Housing Strategy: Extend the policy to include institutional zoned properties = 2 votes;
- Growth Management Strategy: Establish a new regulation to be applied to rezoning applications to permit an increase or transfer of density only if percentage of lots in each subdivision is protected with a housing agreement to ensure affordability as rental units or at time of sale and re-sale in perpetuity = 2 votes;
 - Housing situation is worse than it has ever been, housing in the community is urgent;
- Freshwater Conservation: Develop and distribute informational materials to all householders and new residents regarding water conservation activities = 1 vote;
- Affordable Housing Strategy: Require property owner to sign a housing agreement assuring that units will remain as rental units with a mix of affordability = 1 vote;
- Governance, Oversight & Public Education: Establish a Housing Affordability and Managed Growth Planning Commission = 1 vote;

- Concerned about creating another layer of bureaucracy versus a task force;
 - Has this been explored on other islands?
 - Considerations of the Local Government Act;
 - Is this short term or long term goal, how quickly can it be implemented?
 - Climate change plus economic support for sustainable community funding make this approach achievable;
 - Need to move forward, not stop!
 - Fragmentation of governance stops us from getting things done too much inter-agency process;
- Governance, Oversight & Public Education: Provide appropriate funding to support the implementation of affordable housing, biodiversity, and water conservation strategies = 1 vote;
- Greatest Impact:
 - Biodiversity Conservation Strategy: Implement more results-oriented regulations to protect biodiversity including: developing new policies and regulations to protect and restore Coastal Douglas-fir Ecosystems on private properties, establishing new Development Permit Areas (DPA) to protect and restore Coastal Douglas-fir Ecosystems in high priority areas, and developing new policies which prioritize parkland dedication at the time of subdivision if it results in protection of Coastal Douglas-fir Ecosystems = 6 votes
 - Governance, Oversight & Public Education: Provide appropriate funding to support the implementation of affordable housing, biodiversity, and water conservation strategies = 5 votes;
 - This is part of the recommendation that calls for a fully resourced approach, planning staff, public engagement to advance this project in a timely way;
 - Most important step to further the project;
 - Growth Management Strategy: Implement a policy requiring all subdivision/rezoning applications contribute to an increase in affordable housing stock = 3 votes;
 - Biodiversity Conservation Strategy: Collaborate with the RDN = 3 votes;
 - Freshwater Conservation: Implement new policies requiring that subdivisions and redevelopment of residential properties meet higher water conservation standards = 3 votes;
 - Affordable Housing Strategy: Explore flexible zoning to meet targeted housing needs in residential zones = 3 votes;
 - Growth Management Strategy: Establish a new regulation to be applied to rezoning applications to permit an increase or transfer of density only if percentage of lots in each subdivision is protected with a housing agreement to ensure affordability as rental units or at time of sale and re-sale in perpetuity = 2 votes;
 - Growth Management Strategy: Implement policies to facilitate willing owners of subdividable or adjacent lots to voluntarily reduce their density potential through rezoning or lot consolidation, under the

- condition that those densities would be deposited in the Density Bank for creating affordable housing elsewhere on the island = 2 votes;
- Affordable Housing Strategy: Set housing targets and timelines by identifying the proportion of units to be achieved through multi-unit projects and dispersed initiatives = 2 votes;
 - Affordable Housing Strategy: Strengthen multi-dwelling proposal criteria = 1 vote;
 - Affordable Housing Strategy: Expand the housing need criteria to include any low to moderate income households by adjusting the affordability definition = 1 vote;
 - Affordable Housing Strategy: Require the property owner to sign a housing agreement assuring that units will remain rental units with a mix of affordability = 1 vote;
 - Governance, Oversight & Public Education: Establish a Housing Affordability and Managed Growth Planning Commission = 1 vote;
 - Most Feasible Option to Implement:
 - Growth Management Strategy: Articulating a clear understanding of what appropriate growth would entail and implementing necessary actions to curtail the negative impacts of unmanaged growth = 3 votes;
 - Biodiversity Conservation Strategy: Collaborate with the RDN and other partners = 3 votes;
 - Affordable Housing Strategy: Review the literature regarding the provision of common areas such as kitchen and recreation facilities in multi-dwelling projects = 3 votes
 - Affordable Housing Strategy: Replace term “secondary suite” with “secondary accommodation” = 3 votes;
 - Freshwater Conservation = Advocate to the RDN to increase the capacity of the current Rainwater Harvesting Rebate program to meet demand = 2 votes;
 - Freshwater Conservation: Develop and distribute informational materials to all households and new residents regarding water conservation activities = 2 votes;
 - Growth Management Strategy: Establish a new regulation to be applied to rezoning applications to permit an increase or transfer of density only if percentage of lots in each subdivision is protected with a housing agreement to ensure affordability as rental units or at time of sale and re-sale in perpetuity = 1 vote;
 - Affordable Housing Strategy: Set housing targets and timelines by identifying the number and proportion of units to be achieved through multi-unit projects and targeted dispersed initiatives = 1 vote;
 - Affordable Housing Strategy: Retain current requirements for housing agreements for affordable housing = 1 vote;
 - Affordable Housing Strategy: Add a provision to allow a mix of affordable and market options = 1 vote;
 - Affordable Housing Strategy: Retain current policies regarding secondary suites on properties 2 ha or larger but explore reducing the upper limit to 1 ha to 1.99 ha = 1 vote;

- Affordable Housing Strategy: Advocate with the RDN to create or build on existing tenant/landlord support programs = 1 vote;
- Affordable Housing Strategy: Explore flexible zoning = 1 vote;
- Governance, Oversight & Public Education: Establish a Housing Affordability and Managed Growth Planning Commission = 1 vote;
- Uncertain, needs more research:
 - Growth Management Strategy: Establish regulations that set a minimum lot size requirement for subdivision rezoning applications = 2 votes;
 - Freshwater Conservation: Establishing new proof of water regulations requiring that new subdivisions exceed the provincial minimum standard = 2 votes;
 - Freshwater Conservation: Establish new regulations that would require groundwater monitoring and data collection for new developments = 1 vote;
 - Affordable Housing Strategy: Advocate with the RDN to create or build on existing tenant/landlord support programs = 1 vote;
 - Affordable Housing Strategy: Require the property owner to sign a housing agreement assuring that units will remain as rental units with a mix of affordability guaranteed = 1 vote;
 - Governance, Oversight & Public Education: Exploring the option of a tax requisition to finance this initiative = 1 vote;
- Additional recommendations the Local Trust Committee (LTC) should consider to increase housing options, affordability or address the impacts of housing:
 - Advocate for stronger incentive and deterrents (fines) for non-compliance regarding water conservation standards;
 - Set maximum house size for new builds;
 - Explore zoning options that would lead to an increase of diverse types of housing forms and types, and a decrease in undesirable forms;
 - Explore clustering zoning for suitable lots, for example zoning that allows co-operative ownership with multiple dwelling on smaller lots, with the following conditions: there is an affordable housing agreement (rental or ownership), and some community/co-operative elements such as shared amenity space of some kind, limits of building size (under 500 square feet), and multiple dwelling units on a single lot would only be allowed on lots that are already mostly cleared to minimize damage to remaining Coastal Douglas-fir Ecosystem;
 - Establish a maximum floor area policy on all dwelling units with flexibility built in for how the floor area is distributed across dwelling units, for example, if the maximum floor area in a particular zone is 375 m², the property owner could construct one dwelling unit at this maximum floor size, or two or more dwelling units of a smaller size as long as the overall maximum floor size is not exceeded (example 2 dwellings at 150 m² each, and one at 75 m²). Under this scenario it would be prudent to include in regulation a maximum number of dwelling units allowed/lot (Mayne Island Housing Review 2020);
 - Clustered small units, building code restrictions that limit the ability for tiny homes and a continuum of types of housing;

- Empty home tax to encourage owners to rent;
- Intergenerational housing;
- Investigate community appetite for small/tiny homes that fit a “unique definition” for example having a certain look to make them look like a dwelling;
- Assistance for renters experiencing evictions due to housing being sold;
- Clustered small-density housing in other areas outside of the village core;
- Moratoriums, recommend that LTC freeze certain rights, new rezoning, applications and subdivisions, perpetuating the current settlement pattern, for a set term;
- Defer subdivision referrals until such time as the Trust is assured that other policies can be implemented that address Coastal Douglas-fir and water protection;
- Prioritization of DPAs;
- Excluding proposals that address affordable housing;
- Excluding DPAs that regulate or protect Coastal Douglas-fir and biodiversity;
- Work with the Gabriola Community Economic Development Commission to conduct a thorough survey on employer perspectives on need;
- Identify the impacts that housing affordability is having on the economic sustainability of the island;
- Implement a prioritization policy for development applications to be dealt with in an order of priorities established by the LTC such as:
 - DPAs to protect and restore Coastal Douglas-fir Ecosystems in high priority areas of the island;
 - DPs for multi-dwelling affordable housing;
 - DPs for secondary suites;
 - DPs for residential suites in commercial/institutional dwellings;
- Recommend the LTC immediately tender a contract writer for the Union of British Columbia Municipalities (UBCM) Development Approvals program fund. The intent of the Local Government Development Approvals Program is to support the implementation of established best practices to test innovative approaches to improve development approvals process while meeting local government planning and policy objectives;
- Too many giant empty homes on Gabriola, limit home size it will discourage people from wanting to build that way, and perhaps the land can be used for people to live on;
- The LTC initiate a moratorium on all new Temporary Use Permits (TUP) applications for Short Term Vacation Rentals (STVR) until research on how they are impacting the rental housing stock is complete; and
- Gabriola has a water storage problem, anything that increases water storage is important.

Discussion ensued and the following was noted by members:

- This comprehensive exercise shows LTC need to take decisive and timely action to address all of these strategies and not a hit and miss approach to housing options and impacts;
- Great need for fully resourced approach, necessary public engagement, reconciliation capacity, and budget to move project forward;
- Governance strategy is the piece that enables the project to happen;
- Urgent need for secure rental housing where community can live and stay in their community;
- This project is priority, future projects come up but need to keep moving forward with this project;
- All recommended strategies are interrelated and a priority; and
- To capture and see results within a reasonable time, all of this project needs to move forward.

5.2 Resolutions

GB-HAPC-2021-001

It was MOVED and SECONDED

that the Gabriola Island Housing Advisory Commission recommend that the Gabriola Housing Working Group's Gabriola Housing Matters report "A Strategic Approach to Affordable Housing, Biodiversity and Freshwater Conservation on Gabriola Island – A Community Informed Process" is enthusiastically endorsed and to be forwarded to the Gabriola Island Local Trust Committee for their consideration.

CARRIED

GB-HAPC-2021-002

It was MOVED and SECONDED

that the Gabriola Island Housing Advisory Planning Commission recommend the Gabriola Island Local Trust Committee consider the Gabriola Island Housing Advisory Planning Commission's coded Top Priorities in the minutes of the April 1, 2021 Gabriola Housing Advisory Planning Commission's meeting.

CARRIED

GB-HAPC-2021-003

It was MOVED and SECONDED

that the Gabriola Island Housing Advisory Planning Commission recommend the Gabriola Island Local Trust Committee adequately resource and fund the Housing Options Impacts and Review Project to completion, recognizing that \$4,000.00 per fiscal is an insufficient level of support.

CARRIED

GB-HAPC-2021-004

It was MOVED and SECONDED

that the Gabriola Island Housing Advisory Planning Commission recommend the Gabriola Island Local Trust Committee consider the ideas and additional recommendations identified in the April 1, 2021 minutes by Gabriola Island Housing Advisory Planning Commission members to be explored further in ongoing research through the Housing Options Impacts and Review Project.

CARRIED

6. NEXT STEPS: STRATEGY, HAPC SUPPORT, FINANCING, TIMEFRAMES

6.1 Consider innovative approaches to implement the recommendations - none

6.2 Consider future role of HAPC, Terms of Reference - none

6.3 Consider short, intermediate and long-term actions within range of recommendations presented - none

6.4 Resolution - none

7. ADJOURNMENT

By general consent, the meeting was adjourned at 3:42 pm.

Tobi Elliot, Chair

Certified Correct:

Nadine Mourao, Recorder



Follow Up Action Report

Gabriola Island

16-May-2019

Activity	Responsibility	Dates	Status
1 GB-DVP-2019.1 (Huxley Park) - LTC waived requirement for BCLS survey; issued DVP subject to receipt of a planting plan to mitigate tree loss/reduction in area for tree removal and reduction in parking area (see resolution from minutes). Staff to follow up with RDN on submission requirements and issuance of DVP.	Becky McErlean Bronwyn Sawyer		In Progress

28-Nov-2019

Activity	Responsibility	Dates	Status
1 LTC approved issuance of GB-DVP-2017.1 conditional upon registration of a restrictive covenant and registration of a S. 32 HCA notice on title. (Awaiting registration of covenant and HCA notice)	Becky McErlean Ian Cox		In Progress
2 LTC approved issuance of GB-DP-2017.2 following issuance of GB-DVP-2017.1 (Awaiting registration of covenant and HCA notice)	Becky McErlean Ian Cox		In Progress

10-Sep-2020

Activity	Responsibility	Dates	Status
1 Gabriola Temporary Use Permit template for short term vacation rentals, Condition #6 be amended to require proof from the Gabriola Fire Department that the building being used for the vacation rental meets the fire code. Staff to update the TUP checklist accordingly.	Heather Kauer		In Progress



Follow Up Action Report

Gabriola Island

10-Sep-2020

Activity	Responsibility	Dates	Status
2 GB LTC resolution to purchase a subscription to the Welcome Wagon up to \$100. <i>'Welcome Wagon' replaced by new business 'Welcome Home'. No cost to businesses to participate. TAS advised updated Islands Trust brochures coming in Spring 2021 and asked we hold off distribution of information to GB newcomers until new printed material is available.</i>	Wil Cottingham		In Progress

26-Nov-2020

Activity	Responsibility	Dates	Status
1 GB-RZ-2020.1 (GHS) Proposed Bylaw No. 308 (Housing Agreement) LTC request applicant submit approved water licence prior to final reading of BL 306 and 307 March 4 2021: Staff to prepare amendments to the Housing Agreement Bylaw as per the LTC resolution; defer items i) and n) to future LTC meeting and not proceed with further readings until consultation with Snuneymuxw First Nation is completed.	Becky McErlean Jaime Dubyna		In Progress

21-Jan-2021

Activity	Responsibility	Dates	Status

Follow Up Action Report

Gabriola Island

21-Jan-2021

Activity	Responsibility	Dates	Status
1 GB-SUB-2017.2 - covenant accepted by the LTC and have assigned chair and one trustee as signatories. April 2021 update: Awaiting signature pages from applicant.	Becky McErlean Marnie Eggen		In Progress

04-Mar-2021

Activity	Responsibility	Dates	Status
1 Staff to research Nanaimo Airport file history regarding flight paths and airport expansion planning in preparation for referral response to the RDN.	Sonja Zupanec		In Progress

March 24, 2021

Gabriola Island Local Trust Committee
Islands Trust
700 North Road
Gabriola Island, BC V0R 1X3

Re: Proposed Regional Growth Strategy Amendment for Nanaimo Airport Lands

Dear Local Trust Committee:

This letter is to advise you of the commencement of the formal referral process as part of the proposed amendment to the Regional Growth Strategy (RGS) for the Nanaimo Airport Lands. On March 23, 2021, the Regional District of Nanaimo (RDN) Board gave first and second reading to Regional District of Nanaimo Regional Growth Strategy Amendment Bylaw No. 1615.04, 2020.

The proposed RGS amendment bylaw is attached for your information and you are respectfully invited to provide comments on the proposed RGS amendment bylaw as they relate to your organization's responsibilities prior to May 24, 2021. If we do not receive your comments by this date, we will deem that your organization has no concerns with the proposed RGS amendment bylaw, or consider its interests to be unaffected. The proposed RGS amendment bylaw will go before the RDN Board for consideration of third reading upon completion of the formal referral process.

Since 2003, the RDN and the Nanaimo Airport Commission have been in discussion to align RDN land use bylaws with the Nanaimo Airport Master Plan and Land Use Plan. Amendments to RGS maps will extend the Cassidy Village Centre boundary to include part of the highway frontage of the Airport Lands and adjust the boundary between the Industrial Lands designation and the Resource Lands and Open Space designation.

The associated amendments to the Electoral Area A Official Community Plan and the Zoning Bylaw were given first and second reading on September 17, 2020, and a public hearing was held on November 4, 2020. A joint public hearing is planned for all three associated amendment bylaws (RGS, Official Community Plan and Zoning Bylaw) prior to third reading. Background information and the proposed Official Community Plan and Zoning Bylaw can be found on the project website at getinvolved.rdn.ca/airport.

If you have any questions about the proposed RGS amendment we would be pleased to meet with you or your staff to discuss this project or to answer any questions you may have. Alternatively, Nick Redpath, Senior Planner, may be reached at nredpath@rdn.bc.ca or 250-390-6761.

Sincerely,

A handwritten signature in black ink, appearing to read "Tyler Brown". The signature is fluid and cursive, with the first name "Tyler" and last name "Brown" clearly distinguishable.

Tyler Brown, Chair
Regional District of Nanaimo

Encl. Regional District of Nanaimo Regional Growth Strategy Amendment Bylaw No. 1615.04, 2020

cc: Heather Kauer, Regional Planning Manager

**REGIONAL DISTRICT OF NANAIMO
BYLAW NO. 1615.04, 2020**

**A Bylaw to Amend
Regional District of Nanaimo Regional Growth Strategy Bylaw No. 1615, 2011**

The Board of the Regional District of Nanaimo, in open meeting assembled, enacts as follows:

1) TITLE

This Bylaw may be cited as “Regional District of Nanaimo Regional Growth Strategy Amendment Bylaw No. 1615.04, 2020”.

2) AMENDMENT

The “Regional District of Nanaimo Regional Growth Strategy Bylaw No. 1615, 2011”, is hereby amended as follows:

- a) To Appendix A, Map 4 Land Use Designations, by making the following land use designation changes:
 - i) for the land legally described as “Lot 2 of Sections 1 & 2, Range 8, Cranberry District and of District Lots 2 & 15 Bright District, Plan VIP68713”, changing the designation from a split designation of “Industrial Lands” and “Resource Lands and Open Space” to a split designation of “Industrial Lands” and “Rural Village Area”, as shown in Schedule ‘1’ attached to and forming part of this bylaw.
 - ii) For the land legally described as “Lot 3, District Lot 15, Bright District, Plan VIP68713”, changing the designation from “Resource Lands and Open Space” to “Industrial Lands”, as shown in Schedule ‘1’ attached to and forming part of this bylaw.
- b) By deleting Appendix B, Sheet 16 and replacing it with the map shown in Schedule ‘2’ attached to and forming part of this bylaw.
- c) To Appendix A, Maps 1 to 5, by changing the “Growth Containment Boundary” outline for the lands designated “Cassidy Rural Village Centre” to match the area shown in the replaced Appendix B, Sheet 16.

Introduced and read two times this 23rd day of March, 2021.

Public hearing held pursuant to Section 464 of the *Local Government Act* this ____ day of ____, 2021.

Read a third time this ____ day of ____, 2021.

Adopted this ____ day of ____, 2021.

Chair

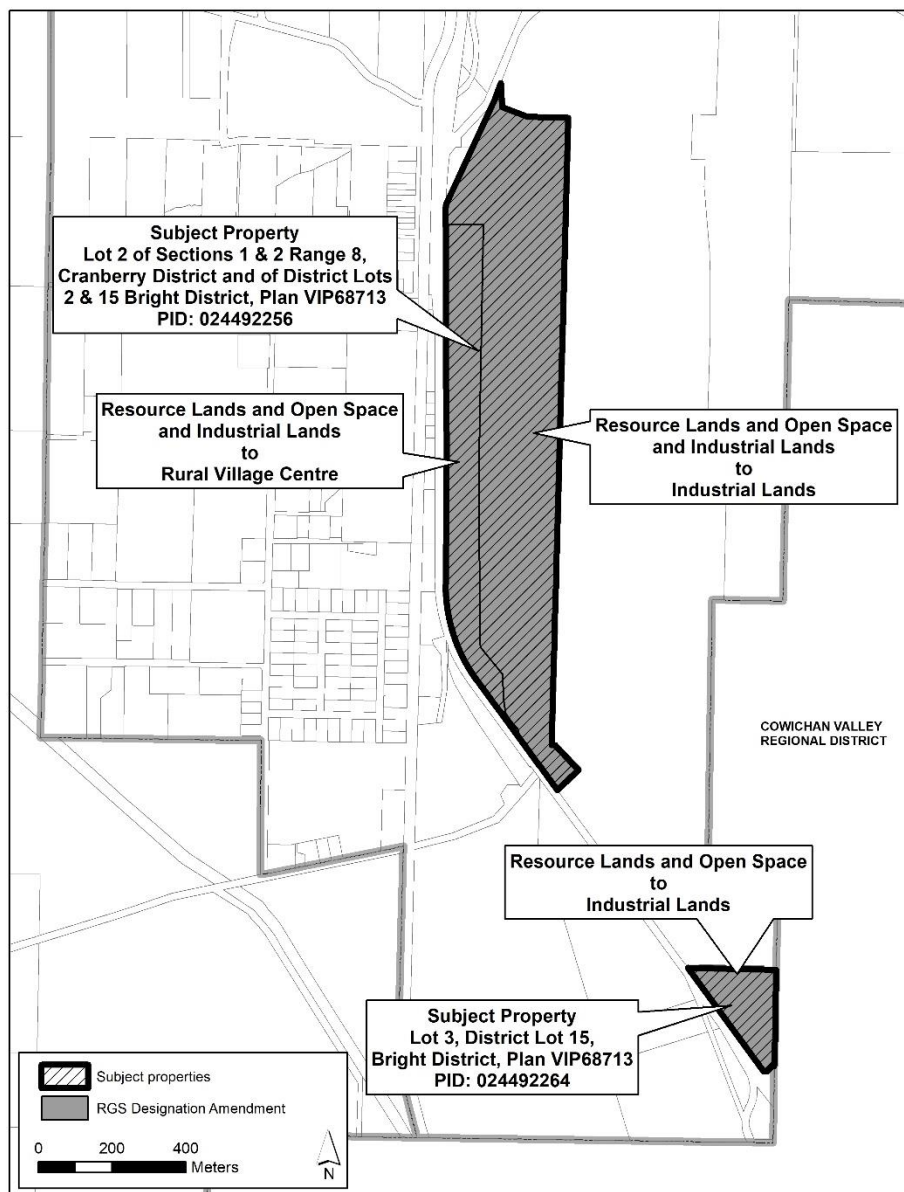
Corporate Officer

Schedule '1' to accompany "Regional District of Nanaimo Regional Growth Strategy Amendment Bylaw No. 1615.04, 2020"

Chair

Corporate Officer

Schedule '1'

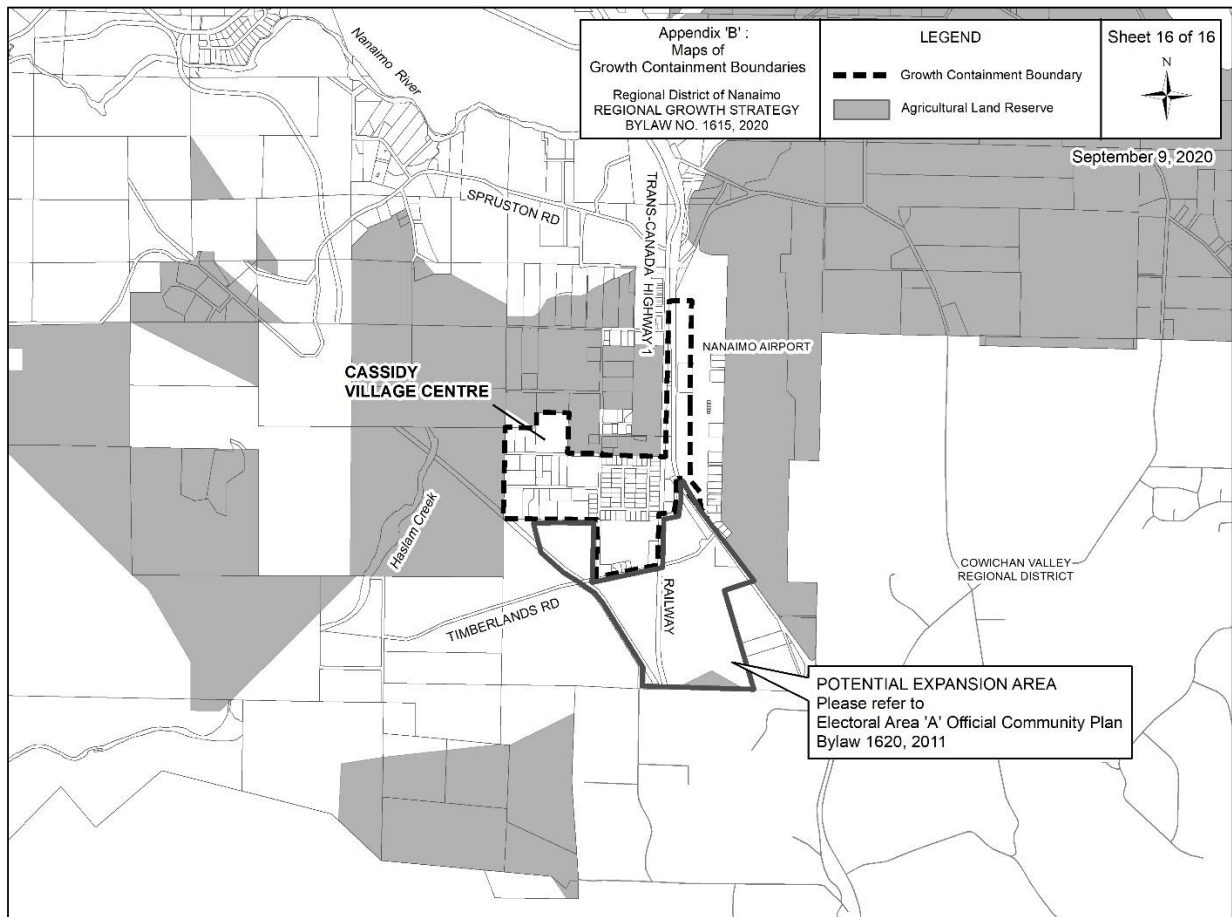


Schedule '2' to accompany "Regional District of Nanaimo Regional Growth Strategy Amendment Bylaw No. 1615.04, 2020"

Chair

Corporate Officer

Schedule '2'





File No.: GB-RZ-2021.1
Page's Resort & Marina
(Hatfield & Reeve)

DATE OF MEETING: April 15, 2021

TO: Gabriola Island Local Trust Committee

FROM: Teresa Mahikwa, Island Planner
Northern Team

COPY: Heather Kauer, Regional Planning Manager
Northern Team

SUBJECT: Rezoning Application – Land Use Bylaw amendment to permit retail liquor sales
Applicant: Gloria Hatfield, Ken Hatfield, Phyllis Reeve
Location: 3350 Coast Road, Gabriola Island (PID 000-462-357)

RECOMMENDATION

1. That the Gabriola Island Local Trust Committee request staff to prepare draft amendments to the Gabriola Island Land Use Bylaw that will permit the retail sale of liquor and other alcoholic goods on the subject property (3350 Coast Road, PID 000-462-357).

REPORT SUMMARY

The purpose of this report is to introduce rezoning application GB-RZ-2021.1 (Page's Resort & Marina), which seeks a bylaw amendment in order to add a new use to the subject property, namely, to permit the "retail sale of liquor and other alcoholic goods". The applicant submitted supporting documents with their application, which has been redacted where privacy is concerned, and is attached for the LTC's review and consideration (Attachment 1).

This staff report provides the Gabriola Island Local Trust Committee (LTC) with a preliminary overview of the proposal, identifies the land use planning issues and opportunities associated with the application, and seeks direction from the LTC on how to proceed. Staff recommends that the LTC request staff to proceed with preparing draft amendments to the Gabriola Island Land Use Bylaw (LUB), as noted in the recommendation above.

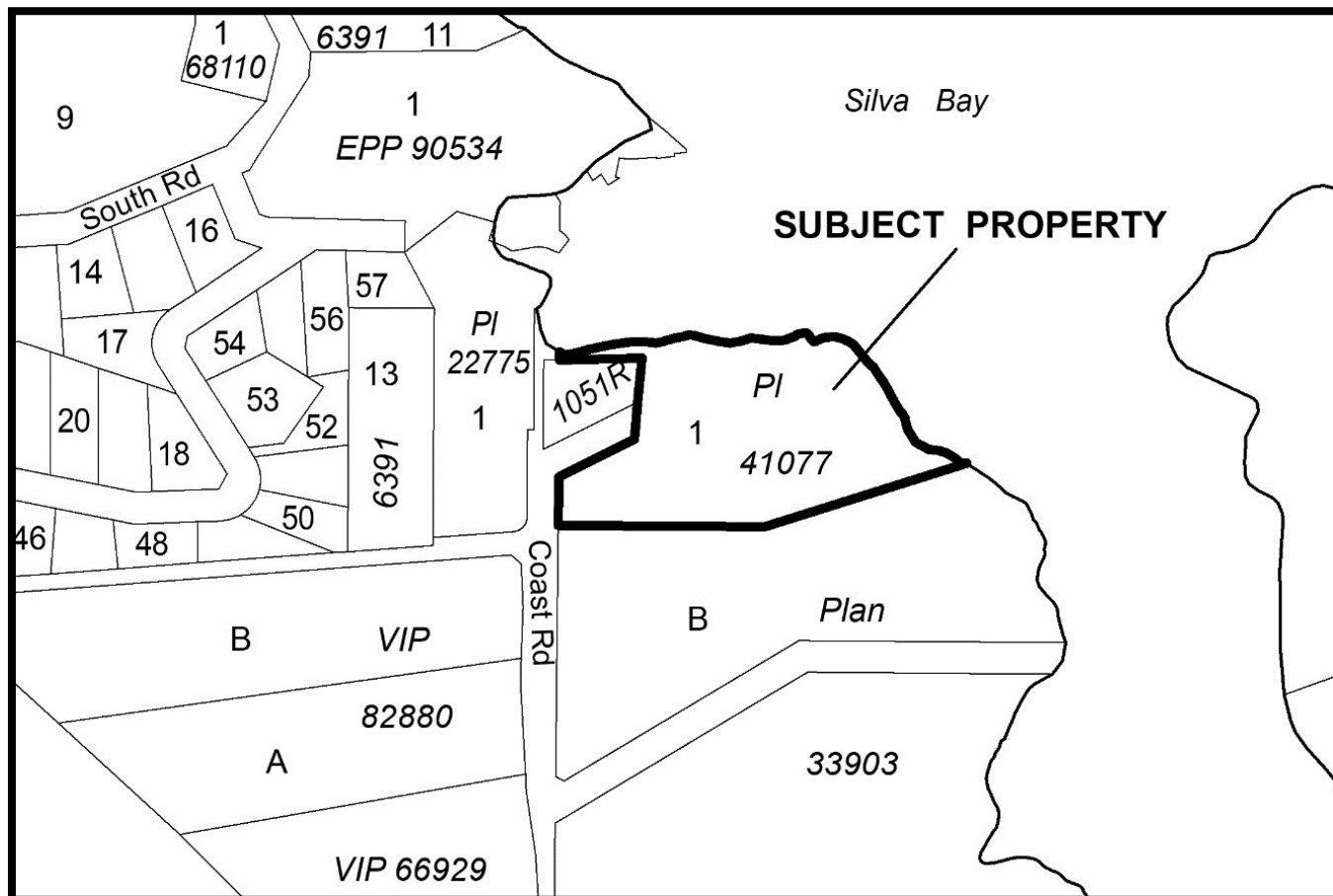
BACKGROUND

In December 2020, the applicant applied to the Liquor Distribution Branch (LDB) under the Rural Agency Store (RAS) program to sell alcohol from the existing Li'l Market Store on the subject property (see Figure 1 below, for subject property map location). The LDB sent a referral to Islands Trust for comment. Staff responded to the LDB referral in early January 2021 to note that the current zoning of the subject property does not permit such use, and that a Land Use Bylaw amendment (rezoning) would be required in advance of the Branch's approval.

For information, since then, staff have also been informed that the RAS program has been dissolved (and all existing authorizations under that program have been converted to licenses). It is now called the "Rural Licensee Retail Store" (RLRS) program, and is being managed under the Liquor and Cannabis Regulation Branch (LCRB).

Thus, the applicant's RLRS application will not be able to proceed until the issue of zoning/use is resolved for the subject property. Therefore, this proposal is proceeding as the applicant is requesting a bylaw amendment to allow for the proposed use.

Figure 1 – Subject Property Map Location



Proposal Summary, Rationale, and Community Support

As part of their rationale for requesting rezoning, the applicant also included a proposal package, which is attached for the LTC's review and consideration (Attachment 1). Although staff are not aware of any pre-application community meeting held by the applicant, the proposal package includes a number of emails of general support, which the applicant received during the community input phase for their initial RAS application, including letters of support from the owners of the directly-adjacent, residential-zoned properties: 3245 Coast Rd (LRR-zoned) to the south, and 3300 Coast Rd (SRR-zoned) to the west. The owner of the TC1-zoned property to the west also replied to note their concerns/reservations but overall general support of the applicant's RAS application.

Proposed Site Plan

The applicant's proposal package also included a Site Plan (Figure 2 below). Note that no land alteration is currently proposed, as the applicant intends to sell liquor "as a secondary product, within the existing Li'l Market Store building" (Building "A" in the Site Plan below).

Figure 2 – Site Plan



ANALYSIS

Policy/Regulatory

A comprehensive site context analysis is provided in Attachment 2. The policies and regulations that pertain to this application are summarized below.

Islands Trust Policy Statement:

This proposed amendment to add the additional use of retail sale of liquor and other alcoholic goods on the subject property does not appear to be contrary to or inconsistent with the Islands Trust Policy Statement.

Official Community Plan:

Tourist Commercial Policy 3.5 c) is relevant to this proposal to add the additional use of retail sale of liquor and other alcoholic goods on the subject property. Namely, there are four criteria in the OCP which must be met when considering an application to develop an additional tourist commercial use. Thus, this application shall be evaluated based on its individual merit in achieving the following four criteria:

1. Public Access to Foreshore and Recreation

OCP Policy 3.5 c) i. “public access to the foreshore or an adjacent public recreation site is not reduced”

Public access to the foreshore is existing, and there is no change proposed or anticipated reduction by this proposal.

2. Scale and Character of Development

OCP Policy 3.5 c) ii. “the proposed development is small in scale and is to be developed in a manner which reflects and is sensitive to the character of surrounding properties”

The primary purpose of the existing Li'l Market Store is to provide a general store for the sale of goods and groceries to tourists and Gabriolans alike, and the proposed use of selling liquor at the Li'l Market Store could be considered as part of such use. Staff believe that adding this use on the subject property would be considered small in scale – something which is also a requirement of the RLRS program itself.

Further, with regards to sensitivity to the character of surrounding properties, as aforementioned, the applicant has received a number of emails of general support (Attachment 1), including from surrounding property owners of residential- and TC-zoned properties. As there are very few properties which are already zoned Tourist Commercial in that area, adding the proposed use on the subject property seems to be a good fit for the character of the area and minimal in scale.

3. Trails and Natural Features

OCP Policy 3.5 c) iii. “existing trails and important natural features on the parcels are retained and public use of the trails is maintained”

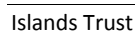
No change to existing trails or natural features on the subject property are proposed or anticipated by this proposal.

OCP Policy 3.5 c) iv. "adequate off-street parking can be provided to accommodate the development"

In Table 2 of the Gabriola Land Use Bylaw, the minimum parking requirements for various land uses are listed. As there does not appear to be a specific parking requirement for the TC1 zone use of “retail sale of liquor and other alcoholic goods”, no proof of additional parking shall be required to add this use to the existing uses of the property.

In brief, with consideration to the above four criteria, adding the proposed use as an additional use on the subject property does not appear to conflict with the OCP, so an OCP amendment will not be required for this rezoning application. However, a Land Use Bylaw amendment would be required, as detailed below.

As noted in Attachment 2, the subject property is currently zoned TC 1 (Tourist Commercial 1). Currently, the proposal does not comply with existing **regulation D.3.8.1 a. viii.** which allows for the retail sale of liquor and other alcoholic goods only on “Schedule C, Map 10” of the LUB – i.e. the cross-hatched area of Map 10 shows the Silva Bay Resort & Marina property. Therefore, staff are recommending an amendment to the LUB in order to permit the retail sale of liquor and other alcoholic goods on the subject property as well.



Issues and Opportunities

Proximity to Silva Bay Resort & Marina

Staff have been in discussion with the LCRB regarding the proximity of Silva Bay Resort & Marina, which currently is zoned for the “retail sale of liquor and other alcoholic goods” as a principal use, and although currently dormant, it was formerly a Licensee Retail Store (LRS) that had liquor primary as part of their restaurant/pub, as well as an LRS-endorsement to provide for sales for off-site liquor.

Staff at the LCRB emphasized that, regardless of proximity, a LRS is a different license than a RLRS (Rural Licensee Retail Store – which Page’s Resort & Marina is pursuing), and each license class serves a different purpose in the community. Therefore, the presence of one does not affect the LCRB’s consideration of the other. If both such license classes were to be active, however, it would prohibit any future location to apply for/be approved for a liquor license from the LCRB, as both license classes (LRS and RLRS) would already be accounted for in the area.

Consultation

On March 31, staff emailed an “early information package” to Snuneymuxw First Nation so that they are aware of the proposal, and copied the Gabriola LTC and the applicant by email as well. At the time of writing this report, no response has been received, but at the upcoming April 15 LTC meeting, staff will provide any comments received, for LTC discussion and consideration. Should the LTC proceed with requesting staff to draft an amendment to the LUB, additional consultation (i.e. with the public, additional First Nations, and other governments/agencies) will result from that process.

Rationale for Recommendation

Given that the proposal does not appear to be contrary to or inconsistent with the Islands Trust Policy Statement, that it appears to be able to meet the four criteria to consider developing an additional tourist commercial use, that its proximity to the Silva Bay Resort & Marina would not affect each other’s potential liquor license class, and that there appears to be general community support for the proposal, staff are recommending that draft amendments to the Gabriola Island Land Use Bylaw be prepared in order to permit the retail sale of liquor and other alcoholic goods on the subject property.

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. Staff advise that should the LTC pursue this alternative, that the application process and next steps would be lengthened. 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 Gabriola Island Local Trust Committee request that [specific information] be submitted to the Islands Trust.

2. Deny the application

The LTC may deny the application. Staff advise that should the LTC pursue this alternative, the file would be closed, the applicant would be issued a (partial?) refund, and could not reapply for a rezoning/bylaw amendment for a minimum of 1 year. If this alternative is selected, the LTC should state the reasons for denial. Recommended wording for the resolution is as follows:

That the Gabriola Island Local Trust Committee deny application GB-RZ-2021.1 for the follows reasons [insert reasons].

3. Receive for information

The LTC may receive the report for information.

NEXT STEPS

Subject to concurrence with the staff recommendations, staff will prepare the necessary draft bylaw amendments for consideration of first reading at the LTC's next regular business meeting on May 13, 2021.

Submitted By:	Teresa Mahikwa, RPP, MCIP Island Planner	April 1, 2021
Concurrence:	Heather Kauer, MPA, RPP, MCIP, AICP Regional Planning Manager	April 6, 2021

ATTACHMENTS

1. (Redacted) Copy of Applicant's Rezoning Application Proposal Package
2. Site Context



RE: Bylaw Amendment

1. Identify:

- a. Lot 3350 Coast Road (PID 000-462-357), known as Page's Resort & Marina (Page's), is zoned Tourist Commercial 1 (TC1) in the Gabriola Island Land Use Bylaw (LUB).
- b. Page's is interested in conducting retail sales of liquor from this lot through the establishment of a Rural Agency Store (RAS) through the Liquor Distribution Branch (LDB). [Rural Agency Store \(bcldb.com\)](http://bcldb.com)
- c. Section D.3.8.1.b.iv of the LUB permits as an Accessory Use "*licensed liquor establishment accessory to a principal tourist accommodation use*" for TC1 zoned lots.
- d. Section D.3.8.1.a.viii of the LUB permits as a Principal use "*retail sale of liquor and other alcoholic goods, on lands shown on Schedule C, Map 10*" for TC1 zoned lots.
- e. We request that TC1 zoned lot PID 000-462-357 (Page's) be indicated on Schedule C, Map 10 to permit "retail sale of liquor and other alcoholic goods".

2. Site Plan:

- a. A site plan is attached for your reference. (Attachment 1, p4)
- b. The sale of liquor will be done, as a secondary product, within the existing Li'l Market Store building structure. As such, the attached plan does not indicate any proposed building, structures or land clearing.

3. Description:

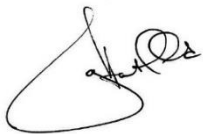
- a. Existing uses of land and buildings on the subject property:
 - i. Page's Resort & Marina is a year-round tourist destination with cottages, camping, marina, fuel dock, kayak and bike rentals.
 - ii. Within the main office building is the Li'l Market Store which stocks a sufficient quantity and variety of basic food groups and staples to meet basic shopping needs of the tourist and south end community. <http://www.pagesresort.com/store>
 - iii. In addition, the store sells marine gas, diesel, oils, cruising guides and is an official marine chart dealer.
- b. Proposed use of the land and building on the subject property:
 - i. Page's is seeking to receive authorization through the Liquor Distribution Branch (LDB) to sell liquor within the Li'l Market Store at Page's Resort & Marina through the Rural Agency Store (RAS) Program.

- ii. The criteria of the RAS Program defines that *“the economic viability of a RAS operation is secondary to its primary purpose”*. As such this is an authorization to sell liquor only as a secondary product within the Li’l Market Store, as an accessory to the accommodation and service provided the Resort guests, the visitors to Silva Bay and the south end community.
- c. Proposed timing of the development or commencement of use:
 - i. We would start offering this product as soon as the Rural Agency Store application is approved. Especially in these challenging times, the sooner we can increase business and create jobs, the better.
- d. Existing uses of the land and buildings on adjacent properties:
 - i. Page’s has two lots adjacent to it, both residential properties: 3300 Coast Road (Edna Little) and 3245 Coast Road (Richard Hardman). Owner’s of both properties wrote letters of support of this initiative as part of the Community Input process the LDB undertook. (Attachment 4 – p.17)
 - ii. As this additional product offering is to service the rural residential community within 5km of Silva Bay, as well as visitors, I ensured the residents up and down Coast Road were aware of the LDB’s Community Input process. All of their letters were in support and included under Attachment 4.
- e. Describe the reasons in support of the bylaw amendment:
 - i. The existing Land Use Bylaw for lots zoned Tourism Commercial 1 (D.3.8.1) already permits *“retail sale of liquor and other alcoholic goods”* on lots zoned TC1.
 - ii. As a TC1 zoned property, Page’s Resort & Marina has operated a tourism service for decades operating in a manner consistent with all Federal, Provincial, Regional, and local Islands Trust requirements. Page’s operates in a manner reflective of and contributing to the community in which we live and cherish.
 - iii. The increased employment and economic opportunities are something we need now more than ever. This expansion of the product offering within the Li’l Market Store would allow the opportunity to create a tremendous asset for the island, addressing a significant gap in service/product availability to the community.
 - iv. The existing Li’l Market Store services the needs of a major tourist destination that has substantial accommodation for tourists. This includes 4 marinas, 2 marine fuel docks, an Inn with suite accommodation and conference space, a Resort with cottages, a campground, and 12 B&B’s. The current annual data provided by these facilities is in excess of 27,000 visitor nights per year (prior to COVID19).
 - v. Page’s is located in the rural community of Silva Bay and the store services over 500 Rural Residential properties within 5km. The driving distance to the nearest liquor outlets are approximately 13 kilometers.
 - vi. The Rural Agency Store program *“is expected to deliver good customer service, economic benefits to the community, increased employment, overall broadening of the community’s business base and promotion of small business in British Columbia”*.

- vii. Additionally, it is required that *“the economic viability of a Rural Agency Store operation is secondary to it’s primary purpose as a full-service general grocery store”*. And in the case of Page’s Resort, this makes it tertiary to our primary purpose use as a *“tourist accommodation”* and *“land-oriented marina facility”*.
- viii. Page’s has completed the first three stages of the Rural Agency Store application process.
1. The first step, the Community Assessment, reviews the meeting of tourism destination criteria, including distance from other such facilities and the size of the community (both residents and visitors) it would service.
 2. The second step, the Business Criteria Assessment, reviews ownership type (independently owned) and products sold currently within the existing store along with projected percentage of linear shelf space allocated for liquor sales.
 3. On December 16, 2020 Page’s received written confirmation that these two assessments were successfully completed. (Attachment 2, p5)
 4. The Liquor Distribution Branch then proceeded with the Community Input stage. The LDB placed a notice in the Nanaimo News Bulletin and Page’s placed the same notice along with an article in the Gabriola Sounder. The LDB wrote directly to local government and police for their input. (Attachment 3, p6-8)
 5. Over the month-long Community Input process, Page’s received 40 letters of support and significant verbal support. We did not receive any letters that were opposed. (Attachment 4, p9-24)
 6. On January 21, 2021, Page’s received a letter from the LDB advising that they had *“completed the community input review on Gabriola Island, and as a result it has been determined that while the interest groups have expressed approval for the establishment of a RAS, the regional district (Islands Trust) has raised issues of zoning”*. (Attachment 5)

Page’s Resort & Marina has been an economic driver and service provider for Gabriola for 75 years. At a time when the community needs it more than ever, we have the opportunity to create new jobs and stimulate growth. Page’s adheres to all regulatory requirements, has the support of the community, and its zoning allows for this sort of activity.

Thank you for your time and consideration. I look forward to discussing this with you.



GLORIA HATFIELD, Owner & President



3350 Coast Road, Gabriola Island, BC V0R 1X7
VHF 66A | BUS: 250.247.8931 | CEL: 250.619.4137
www.pagesresortgroup.com | mail@pagesresort.com

Attachment 1

Site Plan

See separately attached document

Attachment 2



**LIQUOR
DISTRIBUTION
BRANCH**

December 16, 2020

Gloria Hatfield
Li'l Market Store
3350 Coast Road
Gabriola Island, BC V0R 1X7

Dear Gloria Hatfield:

The community and business assessment of Gabriola Island has now been completed. The Liquor Distribution Branch will proceed to the community input stage.

At this stage, people in the community are invited to comment on having a RAS established in the community. The Liquor Distribution Branch will advertise in the local newspaper, and will write to the local government, police and any interest groups for their input.

As part of the community input process, please display the enclosed notice in public view at the entrance to your store until **January 16, 2021**.

Thank you for your assistance.

Yours truly,

A handwritten signature in dark ink, appearing to read "E. McAskile".

Evan McAskile
Regional Manager, Region 4
Store Operations

cc: Store Operations - Corporate

Enclosure

Attachment 3

Nanaimo News Bulletin December 16, 2020

larsenfa@hotmail.com

Legal Notices Legal Notices Legal Notices



LIQUOR DISTRIBUTION BRANCH

NOTICE

TO THE RESIDENTS OF GABRIOLA ISLAND

RE: PROPOSED ESTABLISHMENT OF RURAL AGENCY STORE

The Liquor Distribution Branch invites community input on a request to establish a Rural Agency Store (RAS) at Li'l Market Store in the community of Gabriola Island.

The intent of a RAS is to provide liquor service in rural communities and tourist destination resorts, in order to give people in these communities better, more convenient access to beverage alcohol products. RASs are established in rural communities where it is too small to operate a Government Liquor Store.

RASs will be established, where there is a suitable business i.e. an existing independently-owned full service general grocery store.

Only one Rural Agency Store authorization in a community is permitted.

Written comments will be accepted until **January 16, 2021**. Your submissions may be used by the LDB in the decision process.

**LIQUOR DISTRIBUTION BRANCH,
REGIONAL MANAGERS OFFICE
3383 GILMORE WAY
BURNABY, BC V5G 4S1
Evan.McAskile@bcliquorstores.com**

Black Press Media

Wish You
e Better
rmed?

Don't be left
the cold!

LIKE OR FOLLOW

ALL NEW

Gabriola Sounder December 23, 2020

retaining walls between the Madrona Marketplace driveways was poured while snow fell from the sky.

Resort store has partnered with Gabriolan businesses to feature locally produced and

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NOTICE TO THE RESIDENTS OF GABRIOLA ISLAND RE: PROPOSED ESTABLISHMENT OF RURAL AGENCY STORE

The Liquor Distribution Branch invites community input on a request to establish a Rural Agency Store (RAS) in the LFI Market Store at Page's Resort on Gabriola Island.

The intent of a RAS is to provide liquor services in rural communities and tourist destination resorts, in order to give people in these communities better, more convenient access to beverage alcohol products. RAS's are established in rural communities where it is too small to operate a Government Liquor Store.

RAS's will be established, where there is a suitable business i.e. an existing independently-owned full service general grocery store.

Only one Rural Agency Store authorization in a community is permitted.

Written comments will be accepted until January 16, 2021.

Your submissions may be used by the LDB in the decision process.

**LIQUOR DISTRIBUTION BRANCH
3383 Gilmore Way
Burnaby, BC
V5G 4S1**

**REGIONAL MANAGER'S EMAIL ADDRESS:
Evan.McAskile@bcliquorstores.com**



**REGIONAL
DISTRICT
OF NANAIMO**

Page's applying for authorization to sell liquor in Li'l Market Store

Sounder News

As seen in the notice in this Sounder, the owners of Page's Resort have put in a "Rural Agency Store Application" to the BC Liquor Distribution Branch.

Owner Gloria Hatfield said,

"This is not an application for a liquor store licence. It is an authorization to sell liquor only as a secondary product within our Li'l Market, as an accessory to the accommodation and services provided the Resort guests, the visitors to

Silva Bay, and the south end community."

In their application to the BC LDB, Page's outlines how three years ago, they opened the Li'l Market Store on the Marina and Campground property at the end of Coast Road.

Since then, the Li'l Market has continued to serve as a 'basics' grocery store for the Silva Bay area, which Hatfield describes as having 500 residential properties within 5km - as well as the four marinas, fuel docks, the Page's Inn, and a dozen B&Bs.

"The Li'l Market Store stocks a sufficient quantity and variety of basic food groups and staples to meet basic grocery shopping needs. In addition, the store sells marine gas, diesel, oils, cruising guides and is an official marine chart dealer.

"Besides regular grocery items, the Li'l Market Store Resort store has partnered with Gabriolan businesses to feature locally produced and

crafted foods, bringing the fabulous products of Gabriolan food makers to some 15,000 visitors annually to the Silva Bay area."

Hatfield says to, "further complement the services we provide to visitors of our island and the local community, Page's Resort has applied for authorization to sell liquor within the Li'l Market Store,

under the Rural Agency Store (RAS) Program."

She adds that since tourism is the primary purpose and focus for Page's, the hours of operation will not change and the operation and service we provide will continue to be reflective of and cherish our community, just as Page's has done for over 75 years.

She invites residents to

contact directly at Page's either by emailing mail@pagesresort.com or phoning 250-619-4137.

The Liquor Distribution Branch is looking for input from the community to determine the level of support.

The regional manager for the LDB can be contacted at evan.mcaskie@bcliquor-stores.com



GABRIOLA ISLAND LOCAL TRUST COMMITTEE

PUBLIC HEARING NOTICE

Islands Trust Rezoning – GB-RZ-2020.1 – Gabriola Housing Society

The Gabriola Island Local Trust Committee invites the public to attend a Public Hearing beginning at 10:00 am, Thursday, January 7, 2021, via electronic meeting, to hear your views regarding Proposed Bylaw Nos. 306, 307 and 308.

What are Bylaw Nos. 306, 307 and 308 about?

Bylaw No. 306 will amend the Official Community Plan (OCP) with new policy language to recognize the new 'Multi-dwelling Affordable Housing' designation to be applied to the subject properties. A new Environmental Protection Development Permit Area (DPA) is proposed, with justification and objectives in the OCP and guidelines in the Land Use Bylaw. The subject properties will also be included in the existing Multi-dwelling Affordable Housing Development Permit Area 8. The proposed bylaw would also amend the land use designation map in Schedule B of the OCP and delineate the area for the



Derek Kilbourn photo

SNOW ON MONDAY didn't stop the continued construction of the Village Way Path, as one of the retaining walls between the Madrona Marketplace driveways was poured while snow fell from the sky.

Attachment 4

Community Input

Written feedback received from:

J. Black	S. Gendreau	ISBA	M. Smith
J. Briscoe	P. Giffin	R. Lall	G. Spinks
H. Brown	H. Graham	E. Little	G. Stephenson
D. Butt	D. Haines	M. Phillips	K. Stringer
C. Connor	R. Hardman	J. Pierce	M. Titterton
W. Dunning	D. Hendry	D. Routley, MLA	R. Tremblay
C. Fergusson	T. Hennigar	C. Robb	I. Waymark
E. Gatehouse	S. Hooton	A. Schroeder	T. Wojcik
A. Gaulin	D. Hoy	M. Smith	O. Woolcock

From: Judy Joseph-Black <sunsetbeachbnb@gmail.com>

Sent: December 18, 2020 11:47 AM

To: evan.mcaskile@bcliquorstores.com

Subject: Page's Resort application under the Rural Agency (RAS) Program

Good morning, Evan.

I am writing to you as owner/operator of Sunset Beach B&B on Gabriola Island. I am writing to you in support of Page's Resort application for the sale of liquor under the RAS program for Li'l Market.

The south end of our community does not have access to purchase liquor due to the sale of a liquor license a few years ago. Our guests love to travel around the island and experience Gabriola. This would address a service gap on our island as well as create a tremendous asset for the island from an economic, employment and service point of view.

Page's Resort is a proven successful business on this island. I support this application whole heartedly. Please feel free to contact me if you require further information.

Judy

Judy Joseph-Black
Sunset Beach Bed & Breakfast
715 Berry Point Road
Gabriola Island, BC V0R 1X1
250-714-2818

From: Jude Briscoe <judebriscoe@shaw.ca>

Sent: Friday, December 18, 2020 11:21 AM

To: McAskile, Evan LDB:EX <Evan.McAskile@bcliquorstores.com>

Subject: Page`s Marina request

Yes, I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola. Having this service will benefit the many south end guests and residents. A big thank you to Page's for providing this service.

Sincerely,

Jude Briscoe
Royal LePage Nanaimo Realty GABRIOLA
Phone: 250.247.2088
1-575 North Road, Gabriola Island, BC V0R 1X3
HELPING YOU IS WHAT WE DO!

From: Jude Briscoe <judebriscoe@shaw.ca>

Sent: December 18, 2020 11:23 AM

To: Pages Resort, Marina <mail@pagesresort.com>

Subject: Re: new initiatives for pages

Thanks .Gloria...I sent the email just now....Thank you for all your work and I am thrilled to see this service which will compliment your lil market and benefit guests and south end residents.

Jude Briscoe
Royal LePage Nanaimo Realty GABRIOLA
Phone: 250.247.2088
1-575 North Road, Gabriola Island, BC V0R 1X3
HELPING YOU IS WHAT WE DO!

From: Heide Brown [REDACTED]

Sent: December 27, 2020 11:33 AM

To: evan.mcaskile@bcliquorstores.com

Subject: Attention: Regional Manager Evan McAskil

Dear Mr. McAskil: Yes, I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola. Please add me to your list of members of the Gabriola Community who appreciate what Page's has done for our community in the past, and is working to do in the future. I feel that the addition of the option to purchase alcohol at their L'il Market at the Resort, will be an asset to all tourists visiting our Island, and to the residents of the South end of Gabriola.

Thank you — Heide Brown [REDACTED]

[REDACTED]
Gabriola, B.C.
V0R 1X3

From: Don Butt [REDACTED]
Sent: December 18, 2020 1:59 PM
To: Michelle Hatfield [REDACTED]
Subject: Re: Rural Agency Store Application

Hi GLoria

I think it would be a convenience to visiting boaters of which hopefully there will be more than in 2020.

Could you let me know what my mooring fees are from Jan 1 to June 30, 2021 with power.

Thanks

From: Chuck & Connie Connor [REDACTED]
Subject: Pages Resort~ Rural Agency Store~ Gabriola, BC
Date: December 18, 2020 at 9:13:55 PM PST
To: Evan McAskil <evan.mcaskile@bcliquorstores.com>

Dear Mr McAskil,

I am aware that Page's Resort is seeking authorization to sell liquor within the Li'l Market Store at Page's Resort and Marina on Gabriola Island.

I have been a resident of Gabriola for over 25 years and I know Gloria Hatfield well, both as the owner of Page's Resort and as a former director of the Gabriola Health Care Foundation. Page's is a very well run Resort and Marina and a Rural Agency Store at this location would be most appropriate.

I completely support their request to establish a Rural Agency Store at the Li'l Market on Gabriola.

Regards,

Chuck Connor
President and Director, Gabriola Health Care Foundation

From: Wray & Phyl Dunning [REDACTED]
Sent: December 18, 2020 2:08 PM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Hi Gloria. The deed is done and sent. Have a great Christmas and a prosperous 2021.

Wray

From: Carol Fergusson <carol@artsgabriola.ca>
Sent: December 17, 2020 1:42 PM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Done.

Carol Fergusson (she/her/hers)

Executive Director
carol@artsgabriola.ca
office: 250-247-7409
cell: 604-366-1660

From: Evan Gatehouse [REDACTED]
Sent: December 17, 2020 4:33 PM
To: evan.mcaskile@bcliquorstores.com
Subject: Support for Pages' Resort liquor store application

Hello,

As a boater, and one time owner of property right near Silva Bay, I'm writing to voice my strong support for allowing Page's Resort to sell liquor in their grocery store.

There are very few stores in the Northern Gulf Islands that sell liquor, the closest that I'm aware of are the stores in Ganges, Saltspring Island, some 35 miles away to the south. As this is a typical distance a sailboat might travel in a day, you can see why it would be helpful for boaters to have something closer and more convenient to buy liquor.

Page's have been in Silva Bay for a long time, and have been an invaluable part of the community of the south end of the island. Selling liquor alongside their grocery store would be a great convenience to both residents of Gabriola, or to summer visitors who arrive by boat.

Thanks,
Evan Gatehouse

From: Agathe Gaulin [REDACTED]
Sent: December 24, 2020 1:37 PM
To: evan.mcaskile@bcliquorstores.com
Cc: mail@pagesresort.com
Subject: Support for Pages Rural Agency Store Application

Hello,

I've just read in our local paper, the Sounder, that Pages' Resort has applied to establish a Rural Agency Store in the Li'l Market Store at Silva Bay.

I unconditionally support this proposal as it is a needed service at Silva Bay, both for the visiting boaters and us South end residents of the Island. Since the closing of the Restaurant and Liquor store at Silva Bay Marina, we have relied on Pages' Li'I Market to provision the visiting boaters, thereby avoiding them a 15+ km trek into the Village centre for food, spirits and other necessities. This trek is either a very long day hike, dangerous cycle ride (very narrow, shoulder-less roads!) Gertie community bus ride (South Road service only) or hitchhike. None of these options are enjoyable to the average boater or camper, especially in the Fall and winter months!

Pages' offering prepared or easy to prepare meals to boaters, campers, resort visitors and residents of south Gabriola at the Li'I Market store has been a great service. To add the offering of beer, wine and some hard liquors, is only logical.

Here's hoping the processing of this Application will be efficient and not fraught with hurdles for the owners of Pages'.

Happy Holidays!

Agathe

--

Agathe Gaulin
Past Commodore, Silva Bay Yacht Club
Bridge Officer, Gabriola Power & Sail Squadron Owner, Free Spirit Sailing
[REDACTED]

From: Sylvie Gendreau <sylvie@galleryprinting.com>

Sent: December 18, 2020 2:23 PM

To: 'Page's Resort Group' <mail@pagesresort.com>

Subject: RE: Rural Agency Store Application

Say what?

You want us to support you!

Hell YES! J

Do you want us to forward your e-mail to as many people we think as possible or you're in need of just our good words?

Getting a bit tired of the "stay put" covid restriction and the weather but c'est la vie!

Too bad you don't want to start a restaurant!

If I don't see you, have a great Christmas. It will be a quiet one this year.

Cheers

Sylvie

From: paul giffin [REDACTED]
Sent: December 18, 2020 5:58 PM
To: evan.mcaskile@bcliquorstores.com
Subject: PAGES RESORT Application for Rural Agency Store

Good Day

I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola."

My experiences with Pages Resort have always been positive. I have no doubt that the addition of a Rural Agency Store would be well run and a huge asset to the community.

Thank you

Paul Giffin

[REDACTED], Gabriola Island BC

From: Harvey Graham [REDACTED]
Sent: December 19, 2020 10:36 AM
To: Page's Resort Group <mail@pagesresort.com>
Subject: RE: Rural Agency Store Application

Hello Gloria,

Done!

Best of the season to you folks as well,

Harvey

From: D.Haines [REDACTED]
Sent: December 19, 2020 4:08 PM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Hi Gloria

I have sent a supporting email to Mr. McAskile at address supplied. I think you have a good idea and I hope it gets approved.

All the best
Darrel

From: Colleen Hardman
Sent: Saturday, December 19, 2020 11:03 AM
To: avan.mcaskile@bcliquorstores.com
Subject: Page's Marina Lil Resort

Yes, as a next door neighbor, we support Page's Resort's Lil Market on Gabriola Island request to establish a Rural Agency Store.

Richard & Colleen Hardman

[REDACTED] Gabriola Island

From: Dave Hendry [REDACTED]
Sent: December 18, 2020 1:56 PM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Hi gloria
Email sent to Evan
Dave

From: Tammie Hennigar [REDACTED]
Sent: December 18, 2020 11:55 AM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Hi Gloria,
We are all good in the hood :) I hope you are doing well too.
I would be happy to support your new initiative. I think it is a great idea for Tourism as well as for locals.
An email will be sent off soon!
I hope you and AJ have a great Christmas,
Tammie

From: Sharon Hooton <sharon@woodfirerestaurant.ca>
Sent: December 18, 2020 10:09 AM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

SENT LETTER

From: Dennis Hoy [REDACTED]
Date: Fri, Dec 18, 2020 at 4:31 PM
Subject: Pages resort application for Rural Agency Store
To: <evan.mcaskile@bcliquorstores.com>

Evan McAskile

My name is Dennis Hoy and I am the owner of [REDACTED] property in Silva Bay on Gabriola Island. My neighbor, Gloria Hatfield has applied to establish a Rural Agency Store at her L'il Market in Silva Bay. Our end of the island have been in need of this kind of service for many years. I am in full support of her application and look forward the services this will provide.
Many thanks
Dennis Hoy
[REDACTED]

From: ISBA <info@logandtimberschool.com>
Sent: December 17, 2020 3:05 PM
To: Page's Resort Group <mail@pagesresort.com>
Subject: Re: Rural Agency Store Application

Hi Gloria,

We will send emails in support, although I'm not sure that I have a Bob living here..... :)

Good luck with this, I think it will be great.

Cheers Pat

From: Regan Lall <regan@galleryprinting.com>
Sent: December 19, 2020 1:50 PM
To: evan.mcaskile@bcliquorstores.com
Subject: Page's Resort's request to establish a Rural Agency Store

Manager Evan McAskile,

Yes, I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola. As a business owner in the area, running a charter company, we find it the there is a great need for this service on this side of the Island. As most of our clients are without a vehicle and would utilize this. As would all the local's living so far away from anything like this.

*Thanks
Regan Lall
Owner/Operator*

Go-Fish-Charters
call 250 247 9291

www.go-fish-charters.com

Dec. 22, 2020

Liquor Distribution Branch

3383 Gilmour Way,

Burnaby, BC

V5G 4S1

Attention: **Regional Manager Evan McAskil**,

Re: Authorization For Rural Agency Store Program By Gloria Hatfield, Owner & President, Pages Resort Group

Community Input Stage

Dear Sir:

I fully support the Application by the Pages Resort Group to establish a Rural Agency Store at the L'il Market on Gabriola. I have no concerns about this application, and I do not anticipate any problems with this addition to the business. It is a service I will be very pleased to patronize without need to travel to the other end of the island.

I purchased the residential property adjacent to Pages Marina and Resort property in 1978. This Marina and campground was purchased by the Reeves family in approximately in 1987. Over the years, I have observed that the family business is capably, courteously and ethically operated and with continued efforts made to improve and upgrade the services offered to guests of the resort and marina business and they also continue to provide and improve services used by the local island residents at this end of the island and to services that they contribute to the betterment of Gabriola Island community.

On the retirement of the elder Reeves, their daughter Gloria Hatfield became the Owner and President of the Pages Resort Group which is A Family Business. The family business and their employees contribute not only to employment, but I know that if there was any emergency or major problem arising that affected their guests or others in the area they would be among the first to provide capable service and help.

Sincerely,

[Redacted Signature]

Edna Little, BSN, Retired, (part time resident) Tel: [Redacted Phone Number]

[Redacted Address Line]

Gabriola Island, BC

V0R 1X7

copy

From: Mike Phillips [REDACTED]
Sent: Friday, January 15, 2021 9:10 AM
To: McAskile, Evan LDB:EX <Evan.McAskile@bcliquorstores.com>
Subject: FW: Page's Resort, Gabriola Island, BC.

Mr. Mcaskile,

I am sending you this note to support the Page's Resort application for a Rural Agency Store at the L'il Market on Gabriola.

By way of a background, I have been a resident and property owner on Gabriola for much of the last 50 years. This has enabled me to watch Page's as it has developed over time and I have known the current owner, Gloria Hatfield, since she took over the business.

My business career included 23 years as a Board Member and Chair of the Armstrong Hospitality Group which owns the Rocky Mountaineer Railway and several hotel properties. I understand the importance of tourism. As the Rocky Mountaineer is one of the Province's biggest sellers of BC wines, to its train passengers, I also understand the need for vendors to maintain very high standards when it comes to liquor sales.

Gabriola's economy is highly dependent on tourism, particularly in the summer when large numbers of boaters come to Silva Bay where Page's is located. As well, thousands of visitors arrive each summer by vehicle. We must be able to offer them necessary services as conveniently as possible so their experience is as good as possible.

As you know, several years ago, the only liquor outlet at the Island's south end burned down and has not been replaced. This leave boaters with nowhere to buy alcohol and local residents must complete a round trip of up to 22 km to get to the Island's commercial district. This situation is not workable and unfair. It will be alleviated by the Agency Store being applied for.

Gloria Hatfield is a highly respected business owner. She has continually improved the business by updating all of its physical assets, including docks and buildings and the business operates to very high standards. She often offers the site to community groups for barbeques and picnics, always at no charge.

She has been involved with the Gabriola Chamber of Commerce, the Gabriola Lions Club and the Gabriola Health Care Foundation. She is also a great supporter of the Island's literary community.

Agencies are small outlets with limited product ranges and this one will serve a niche market. As such, Page's will not have any meaningful impact on the existing Government store and private store, both of which are at the North end of the Island whose combined business revenues, I have been advised, are in the multi million dollar range.

In summary, I have every confidence that the Agency will be run to high standards and will meet all of your requirements and the community needs. I urge you to approve the application.

If you need further information please feel free to contact me.

Sincerely,

Mike Phillips.

[REDACTED]
[REDACTED] Gabriola, V0R 1X6.

From: John Namaste [REDACTED]
Sent: January 16, 2021 5:05 PM
To: evan.mcaskil@bcliquorstores.com
Cc: Gloria Hatfield <mail@pagesresort.com>
Subject: Support for Page's application for a Rural Agency Store on Gabriola Island.

Mr. Mcaskil

Yes, I support the application of Page's Resort's application to be granted permission to open a Rural Agency Store at the L'il Market on Gabriola. The location is not near any other liquor outlets and it will be a great convenience for boaters visiting Silva Bay. Serving the boaters well at Siva Bat is a significant part of the economy of Gabriola.

John Peirce, P. Geo. (Ret'd.)
1641 El Verano Drive
Gabriola Island, BC
Canada VOR1X6
[REDACTED]
[REDACTED]

From: [REDACTED]
Date: Fri, Dec 18, 2020, 2:04 PM
Subject: Rural agency store at Page's
To: <evan.mcaskile@bcliquorstores.com>

I am writing to you to express my support for a Rural Agency Store at the L'il Market at Page's Marina.
I am a long time Gabriola resident and I believe this amenity will be beneficial to our island community and visitors alike.

Sincerely

Cliff Robb



January 20, 2021



From the office of
Doug Routley MLA
Nanaimo-North Cowichan

RE: Application for Rural Agency Store on Gabriola Island

I have been asked to provide input on an application before the Liquor Distribution Branch for a Rural Agency Store on Gabriola Island, made by Li'l Market Store at Page's Resort and Marina.

I understand there has been a community notice issued for this application and the Liquor Store Branch is currently receiving input from the community. I would like to state that while my office regularly receives input from the Gabriola community on a wide range of issues, my office has heard no opposition to this application.

My job as the provincial representative is to ensure our communities voice is heard on important issues, however I have not heard from the community on this application and am therefore unable to provide further input. I am confident that the Liquor Store Branch will receive the necessary input from the community through the public notice.

While I am unable to provide specific input into the application itself, I do want to note that the applicant, Page's Resort, is a long standing, well respected business in the Gabriola community. Since their establishment in the early 1940's the Marina has grown to offer several services to the community including their popular Li'l Market Store which carries a wide variety of local foods, clothing, books and pharmaceuticals.

They continue to show a willingness to expand and provide the goods and services to meet the demands of this small island community.

Sincerely,



Doug Routley, MLA Nanaimo-North Cowichan

From: 'Audrey Schroeder' [REDACTED]

Sent: December 18, 2020 4:05 PM

To: Page's Resort Group <mail@pagesresort.com>

Subject: Re: Rural Agency Store Application

Dear Gloria,

We are stuck in Blaine, WA, USA.

The USA-Canada border is closed until late January We have not been on Gabriola since the first of May!!!

We will support you. Our phone number in the [REDACTED] You probably sent a voice mail to our Gabriola phone.

Audrey A Schroeder

From: michael smith [REDACTED]

Sent: January 8, 2021 11:51 AM

To: Evan McAskile <Evan.McAskile@bcliqorstores.com>

Cc: mail@pagesresort.com

Subject: Application for Rural Agency Store at Pages Marina.

I am writing to you in response to your notice in the Gabriola Sounder concerning the above.

I have one reservation about the local sale of alcohol, outlined as follows.

I am an immediate neighbour of Pages Marina [and the Silva Bay Marina] and over the years have had to endure numerous episodes of anti social behaviour at my home; these include intrusion onto my property at all hours of the day and night, excessive noise, abusive verbal behaviour, often of the vulgar variety, and one case of vandalism [in which the police were involved]. The vast majority of these episodes are fuelled by alcohol. I am therefore wary of any factors which have the potential to exacerbate these events.

Having said this a sense of perspective has to be applied. Ken and Gloria Hatfield the proprietors of Pages Marina run their business in a very professional manner, and whenever I have had cause for complaint they have always treated me with

courtesy and concern, doing their best to resolve the issue. In view of their responsible nature I cannot justify objecting to their application. My intuition is that a worsening of my situation is unlikely, nevertheless I would like my reservation to go on record.

Should my intuition be proved wrong I will be the first to knock on your door.

Sincerely

Michael J A Smith

From: Marlana Smith [REDACTED]

Sent: December 18, 2020 10:30 AM

To: Page's Resort Group <mail@pagesresort.com>

Subject: Re: Rural Agency Store Application

Thanks Gloria, will do!

From: Gwen Spinks [REDACTED]

Sent: December 18, 2020 3:31 PM

To: Page's Resort Group <mail@pagesresort.com>

Subject: Re: Rural Agency Store Application

I'm delighted to do this - it's a much needed service!!

Sent from my iPad

From: Greg Stephenson [REDACTED]

Sent: January 11, 2021 2:53 PM

To: ghatfield@shaw.ca

Subject: This wasn't as much fun, but likely more useful - hope you are successful

The following letter was sent:

We have been coming to Gabriola since 1967, have owned property since the late 80's and for the past 16 years have lived close to Pages Resort. We have known the various owners since first coming to the island and consider it a fantastic resource for the island and tourists alike. It is a warm, welcome spot on the island with a great family oriented atmosphere. It is also the first stop for those boaters from the lower mainland who are heading out to explore the Gulf Islands.

With the closing of Halverson's store many years ago there has until recently, been nowhere but the North End of Gabriola where one could find groceries and supplies. With the recent addition of the Li'l Market at Page's south end residents and visitors alike can now get some basic supplies and a fine array of high end frozen meals from local restaurants, local breads and with the coming successful application for the Rural Agency Store visitors will be able to have spirits or wine with their meal without the necessity of a Taxi or the use of "Gertie" our island bus system.

I think it is a great idea and opportunity for islanders and visitors alike and know that it will be professionally run, with the warmth of a family behind it.

I fully support the application by Page's Resort and Marina for a Rural Agency Store at Silva Bay, Gabriola Island. If you have any questions, please don't hesitate to call or email

Greg Stephenson

[REDACTED]
Gabriola VOR 1X7
[REDACTED]

From: Kitt Stringer [REDACTED]
Sent: December 29, 2020 9:38 PM
To: evan.mcaskile@bcliquorstores.com
Subject: Pages Resort

Hello, I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola.

I have managed the Royal Vancouver Yacht Club Outstation on Tugboat Island in Silva Bay, and have worked closely with Gloria Hatfield over the past 3 years. RVYC rents dock space from Pages marina, as well as uses her property for our recycling station as well as rents space for Shaw equipment for our Wifi.

I do not know anything about the requirements for a Rural Agency store, but what I do know is the professional manner in which Gloria conducts herself and manages her business. I would have no hesitation recommending her in any situation that requires proper management, following bylaws or guidelines, and good communication. I deal with Gloria and her staff on a daily basis in the summer, and have only had positive and professional experiences at Pages for myself and the members of RVYC.

Thank you

Kitt Stringer
Station Manager
Tugboat Island
[REDACTED]

From: Mark Titterton [REDACTED]
Sent: December 19, 2020 2:57 PM
To: evan.mcaskile@bcliquorstores.com
Cc: mail@pagesresort.com
Subject: Pages resort L'il Market RAS program application

Sir

I am writing to you in support of Pages Resort (marina) application to sell BCLB products onsite in the small market. A few years back we lost the Silva Bay liquor store and pub/restaurant to a fire and it was the only facility of its kind on the south end of Gabriola island . We have 3 marinas worth of visitors and a few thousand residents on the south end of the island all whom currently travel 15km each way to shop for BCLB products with very limited public transport options. Environmentally I would consider the removal of that traffic alone a viable reason . Furthermore the sale of BCLB products at Pages should improve their bottom line and help help ensure their economic survival and as we recover from the past year help promote tourism to the area. In the past several years we in the boating community have heard from many marinas who are having a tough time making ends meet. I feel it is important make these smaller rural marinas as convenient as possible to promote return visitations.

Therefore from an environmental , safety, and economic standpoint we support the application.

Thank you for your consideration
Mark Titterton
Commodore
Silva Bay Yacht Club

From: Raymond Tremblay [REDACTED]
Subject: RURAL AGENCY STORE " L'il Market - Gabriola"
Date: December 27, 2020 at 4:34:48 PM PST
To: evan.mcaskile@bcliquorstores.com

Dear Mr. McAskil

I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola. Please add me to your list of members of the Gabriola Community who appreciate what Page's has done for our community in the past, and is working to do in the future.

I feel that the addition of the option to purchase alcohol at their L'il Market at the Resort, will be an asset to all tourists visiting our Island, and to the residents of the South end of Gabriola.

Thank you — Raymond Tremblay [REDACTED]
[REDACTED]
[REDACTED]

Gabriola, B.C.
VOR 1X3

From: Ian Waymark [REDACTED]
Sent: December 23, 2020 5:39 PM
To: evan.mcaskile@bcliquorstores.com
Subject: Rural agency

To whom it may concern:

We are residents on Gabriola Island. We have been clients at Pages Marina over the past few years. We appreciate all they do to benefit Gabriola Island. Page's Li'l Market has been a boon to south end residents and granting Page's Resort permission to establish a Rural Agency Store at the Li'l Market would further benefit the south end of the island. We fully support Page's Resort request to establish a Rural Agency Store at the Li'l Market on Gabriola.

Kind Regards,

Ian and Patricia Waymark

From: Tom Wojcik [REDACTED]
Date: Fri, Jan 1, 2021 at 2:33 PM
Subject: Support for Gabriola Rural Agency Store
To: [<evan.mcaskile@bcliquorstores.com>](mailto:evan.mcaskile@bcliquorstores.com)
Cc: Tom Wojcik [<tom.wojcik58@gmail.com>](mailto:tom.wojcik58@gmail.com)

Hello; as a permanent resident of Gabriola Island, I am writing to show my support for the establishment of an RAS for Page's Marina.

Currently, nobody is offering liquor store products at the South end of Gabriola, which means residents have an almost half-hour drive to pick up products at the BC Liquor Store in the Village Centre.
A second location for BCLDB products would be greatly appreciated by islanders and visitors alike!

thanks.

Tom W.

From: Oliver Woolcock [REDACTED]
Sent: December 18, 2020 3:49 PM
To: evan.mcaskile@bcliquorstores.com
Subject: Rural Agency Store

I support Page's Resort's request to establish a Rural Agency Store at the L'il Market on Gabriola. As a resident of the south end of Gabriola I feel this will be beneficial to the local economy.

Oliver Woolcock

Attachment 5



**LIQUOR
DISTRIBUTION
BRANCH**

Office of the General
Manager
and Chief Executive Officer

January 21, 2021

Gloria Hatfield
Li'l Market Store
3350 Coast Road
Gabriola Island, BC V0R 1X7

Dear Gloria Hatfield:

Thank you for your application for a Rural Agency Store (RAS) authorization for Li'l Market Store in Gabriola Island.

The Liquor Distribution Branch (LDB) has completed the community input review on Gabriola Island, and as a result it has been determined that while the interest groups have expressed approval for the establishment of a RAS, the regional district has raised issues of zoning.

As per the Island Trust, Li'l Market Store is on a property that is currently zoned Tourist Commercial One (TC1) under the Gabriola Island Land Use Bylaw No. 177. However, the property on which the Li'l Market Store is located would require a Land Use Bylaw amendment (rezoning) in order to allow the alcohol retail sale use in that location.

The Liquor Distribution Branch will not be able to proceed with your RAS authorization until the zoning issue is resolved for your property.

Thank you for your interest in the Rural Agency Store Program. I wish to acknowledge the time and effort that is invested by all parties interested.

Yours truly,

A handwritten signature in black ink, appearing to read "R. Blain Lawson".

R. Blain Lawson
General Manager and Chief Executive Officer
Liquor Distribution Branch

ATTACHMENT 2 – SITE CONTEXT

LOCATION

Legal Description	Lot 1, Plan VIP41077, Section 5, Land District 32, GABRIOLA ISLAND
PID	000-462-357
Civic Address	3350 Coast Road, Gabriola Island
Company name	Page's Resort & Marina Ltd. ("Pages")
Lot Size	3.18 ha

LAND USE

Current Land Use	At present, the following land uses are occurring on the subject property: • Tourist accommodation • Land-oriented marina facilities • General store, excluding the sale of liquor • Marine fuel sales • Kayak rentals • Single family residential (applicant lives in a house on the property) • Campsites
Surrounding Land Use	The subject property is bordered: • To the north and east, by the natural boundary of the sea – marine use • To the south, by a large rural residential (LRR) lot (approx. 3.3 ha in size) – residential use • To the west, by Coast Road, a small rural residential (SRR) lot (approx. 2.5 ha in size) – residential use, and another lot with TC1 zoning (approx. 1.24 ha in size) – zoned for tourist commercial uses as well.

HISTORICAL ACTIVITY

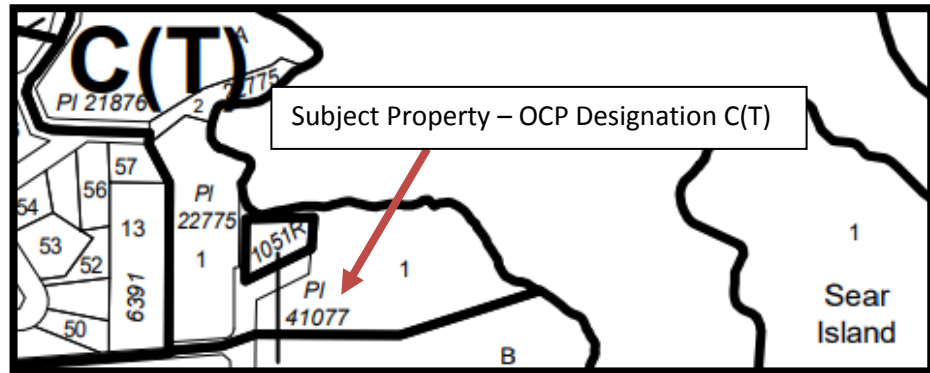
File No.	Purpose
GB-LCB-2021.1 – Li'l Market Store at Page's Resort and Marina	Page's Resort and Marina on Gabriola Island is requesting a license through the Rural Agency Store (RAS) program through the Liquor Distribution Branch (LDB) for the existing Li'l Market Store on the subject property. The subject property is currently zoned Tourist Commercial One (TC1) under the Gabriola Island Land Use Bylaw No. 177 and the permitted principal and accessory uses in the TC1 Zone are listed in Section D.3.8 of the bylaw. Of note is that the sale of liquor and alcoholic goods is only permitted on one property currently within the TC1 Zone, the Silva Bay Resort and Marina located at 3383 South Rd, Gabriola. Thus, the proposed use sought through GB-LCB-2021.1 has triggered the requirement for a Land Use Bylaw amendment (rezoning) in order to permit the retail sale of liquor and alcoholic goods on the subject property.

POLICY/REGULATORY

Gabriola Island Official
Community Plan (OCP) No.
166

The subject property does not appear to be within a Development Permit Area (DPA). The adjacent shoreline is Development Permit Area 4 (Flat Top Islands Area), which does not affect this application.

OCP Designation: **C(T) – Commercial (Tourist)**



Excerpt from OCP (**emphasis added**):

3.5 Tourist Commercial

Tourist Commercial Policies

a) Permitted uses in the tourist commercial designation shall be marina, restaurant, licensed lounge, tourist accommodation, tackle shop and marine outfitters shop, laundromat, retail use and office use accessory to or complementary to one of the above listed uses.

b) **The Plan Map (Schedule B) identifies the location of tourist commercial sites:** two are at the north end of Gabriola - Haven By the Sea and Surf Lodge. The Grande Hotel property, Silva Bay Boatel, Silva Bay Resort and Marina and **Page's Resort and Marina - are at the south end.**

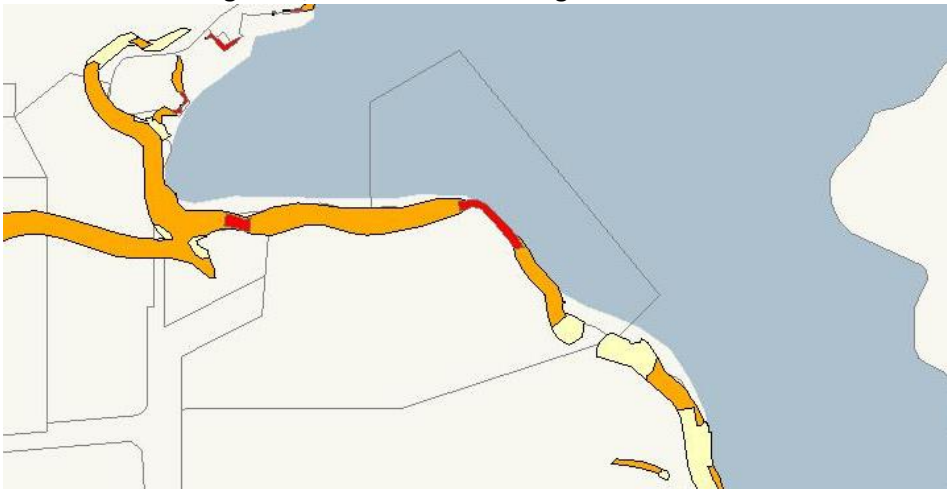
c) **Applications for approval to develop additional tourist commercial uses shall be evaluated based on individual merit where all of the following criteria can be met:**

- i. public access to the foreshore or an adjacent public recreation site is not reduced;
- ii. **the proposed development is small in scale and is to be developed in a manner which reflects and is sensitive to the character of surrounding properties;**
- iii. existing trails and important natural features on the parcels are retained and public use of the trails is maintained;
- iv. **adequate off-street parking can be provided to accommodate the development.**

Gabriola Island Land Use Bylaw No. 177	D.3.8 Tourist Commercial 1 (TC1) D.3.8.1 Permitted Uses The uses permitted in Article B.1.1.1, plus the following uses and no others are permitted in the Tourist Commercial 1 (TC1) zone: a. Permitted <i>Principal</i> Uses i. <i>tourist accommodation</i> ii. land oriented <i>marina</i> facilities iii. restaurant iv. tackle sales v. general store, excluding the sale of liquor vi. marine fuel sales vii. boat charters and rentals viii. retail sale of liquor and other alcoholic goods, on lands shown on Schedule C, Map 10 b. Permitted <i>Accessory</i> Uses i. <i>single family residential</i>, on lots 0.2 hectares (0.5 acres) or larger ii. studios for the creation and sale of arts and crafts iii. outdoor and indoor recreation facilities <i>accessory to tourist accommodation or marina</i> facilities iv. licensed liquor establishment <i>accessory to a principal tourist accommodation</i> use v. <i>limited public market</i>, subject to Subsection B.6.2 vi. campsites
Covenants	None registered on title.
Bylaw Enforcement	No active or previous BE files found.

SITE INFLUENCES

Islands Trust Conservancy (ITC)	n/a – This Rezoning application does not directly affect an ITC-owned property or conservation covenant, nor does it directly affect a property adjacent to an ITC-owned property or conservation covenant. It also does not pertain to terrestrial or intertidal Crown land located within 100m of an ITC-owned property or conservation covenant.
Regional Conservation Plan	This application is not contrary to the goals and objectives of the ITC Regional Conservation Plan (2018-2027).
Species at Risk	The subject property is not within any “Protected Areas” mapping. There are also no known occurrences mapped for Species at Risk (SAR) critical habitat
Sensitive Ecosystems	The subject property is less than 100m away from a mapped “Raptor Nest” Islands Trust Conservancy mapping indicates that this property is not within the Sensitive Ecosystem Inventory (SEI). Islands Trust Ecosystem Mapping (ITEM) classifies the property as “rural” and “young forest”, with the adjacent marine area as “developed”.

	
Hazard Areas	Although the subject property is not within Development Permit Area 6 (Escarpment > 80%), Islands Trust “Steep Slope” mapping classifies portions of the shoreline ranging from low-risk to high-risk, as shown in the image below. 
Archaeological Sites	The subject property, and specifically the existing building where the proposed use is to be located (the “Li’l Market Store”), is within approximately 150m of two known archaeological sites: DgRw-110 to the northwest, and DgRw-111 to the southeast; and additionally, is the location of various sites having Archaeological potential. Notwithstanding the foregoing, and by copy of this report, the owners and applicant should be aware that there is still a chance that the lot may contain previously unrecorded archaeological material that is protected under the <i>Heritage Conservation Act</i>. If such material is encountered during development, all work should cease and Archaeology Branch should be contacted immediately as a <i>Heritage Conservation Act</i> permit may be needed before further development is undertaken. This may involve the need to hire a qualified archaeologist to monitor the work.
Climate Change Adaptation and Mitigation	This application does not have any anticipated climate change-induced hazards or GHG emission changes.

Shoreline Classification	Sediment Shoreline - Boulder/Cobble
Shoreline Data in TAPIS	 The shoreline of the subject property is primarily classified as “Boulder/Cobble” (shown in red), and the adjacent waters include mapped Eelgrass locations.

File No.: GB-TUP-2020.3
(Nassichuk & Griesdale)

DATE OF MEETING: April 15, 2021
TO: Gabriola Island Local Trust Committee
FROM: Ian Cox, Planner 1
Northern Team
SUBJECT: Temporary Use Permit for commercial vacation rental of main house
Applicant: Erika Nassichuk
Location: 1510 Barrett Road, Gabriola

RECOMMENDATION

1. That the Gabriola Island Local Trust Committee approve issuance of Temporary Use Permit GB-TUP-2020.3 for a period of three (3) years subject to the conditions imposed by the permit.

REPORT SUMMARY | BACKGROUND

At its regular business meeting on March 4, 2021, the Gabriola Island Local Trust Committee (LTC) was asked to consider a Temporary Use Permit (TUP) for the operation of a commercial vacation rental (CVR) within an existing single family dwelling on the subject property. The LTC requested that before it would consider the application further, the applicant should provide additional information in their guest check-in and educational material about First Nations and also the importance of water conservation. The Updated Guest Information is presented in **Attachment 1**.

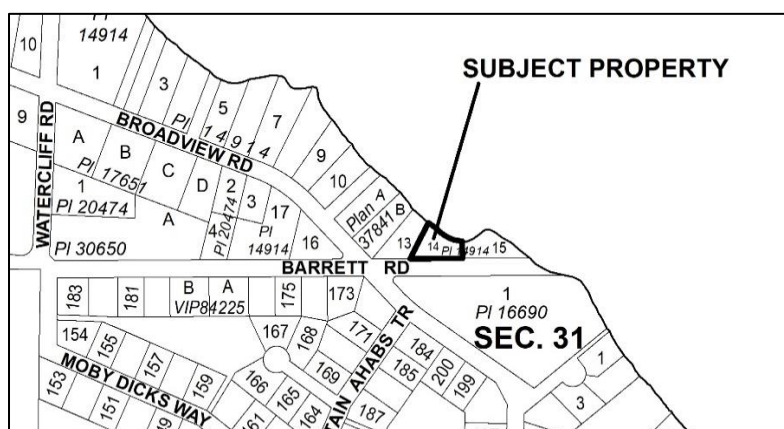


Figure 1 - Subject Property Location

Please refer to the [March 4th, 2021 LTC agenda package and staff report](#) related to this application for full Land Use Bylaw (LUB) zoning and Official Community Plan (OCP) TUP policy information and analysis.

Staff had originally recommended the LTC amend the draft TUP as presented in the March 4th report, so that the property septic report be included as Schedule “B” to the permit. It is now included in the new draft version of the permit as presented in this report as **Attachment 2**.

Generally, the addition of schedules, conditions, or other alterations to a permit which has received statutory notice, necessitates these changes be carried out by LTC resolution as amendments to the permit if the changes would substantially alter the intent or scope of what it intends to allow. However, as is the case for Development Variance Permits (DVPs) where the draft permit being considered is *more* restrictive than the version included in the public notice, staff understands re-notification is not required and that *Local Government Act* Section 494 - Public notice and hearing requirements, is satisfied.

Rationale for Recommendation

The main recommendation from the March 4th staff report is unchanged, since staff consider the proposal and information provided in the application to meet the commercial vacation rental TUP guidelines outlined in Section 3.8 of the OCP. Further, the applicant has now provided the additional information which the LTC requested. Therefore, it is recommended that a TUP be issued for a period of three years, subject to the conditions imposed by the permit including the addition of Schedule “B” – Record of Sewerage System, as discussed, in accordance with the Guidelines.

ALTERNATIVES

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

1. Impose additional permit conditions

The LTC may choose to impose additional permit conditions in accordance with OCP guideline 3.8 (h) (xvii) which states, “such other considerations as are deemed applicable with respect to a specific commercial vacation rental application.”

That the following be made a condition of Temporary Use Permit application GB-TUP-2020.3: [insert condition(s)].

2. Deny issuance of the permit

The LTC may deny the application. Recommended wording for the resolution is as follows:

That the Gabriola Island Local Trust Committee deny application GB-TUP-2020.3 for the following reasons... [Insert reasons here].

NEXT STEPS

Should the LTC pass resolution(s) in accordance with the staff recommendation found on page one of this report, the TUP as presented in Attachment 1 would be issued.

Submitted By:	Ian Cox, Planner 1 – Northern Team	March 23, 2021
Concurrence:	Heather Kauer, MPA, RPP, MCIP, AICP Regional Planning Manager	March 25, 2021

ATTACHMENTS

1. Updated Guest Information
2. Draft Temporary Use Permit

Attachment 1 - Updated Guest Information

uk [REDACTED]
Monday, March 8, 2021 1:24 PM
To: Ian Cox
Cc: [REDACTED]
Subject: For April - package updates
Attachments: RELM Cottage - Version 2.0 March 2021.pdf

Hi Ian,

Here are the updates as discussed at the meeting last Thursday. Please let us know if we can get on the agenda for April.

- We updated the wording on the Air B and B site to reflect 6 guests max in both the listing summary and description (it was previously incorrectly listed as 9 people in a paragraph I had not updated)
- We put our 24 hour island contact in the guest information book clearly at the beginning of the document
- We updated the water conservation signs to be put at every faucet in the cabin; a copy of the sign is also in the guest information book
- We also updated the guest book wording to include: additional information about the importance of water conservation and a section about the local First Nation as approved by Lisa Wilcox. We made these two sections more prominent in the guest information book.

Please see the updated version of the guest information book attached. Let us know if you need anything further from us.

Thank you again for all of your help,

Erika & Rob

RELM Cottage – Gabriola Island

GUEST INFORMATION BOOK



Address: 1510 Barrett Road

Parking: There is room in the driveway for 3-4 vehicles. There is a front gate that will be closed when you arrive. Feel free to leave it open for the duration of your stay.

Door Code: You will be given a door code prior to your arrival. Please do not give this door code out to anyone other than guests in your party.

WIFI:



NO SMOKING AT ANY TIME. DOGS ARE PERMITTED IF PRE-APPROVED IN THE RENTAL AGREEMENT.

Noise: Quiet time is between 10pm to 8am. This is a quiet neighborhood. Please respect the neighbors. At no time will loud parties, yelling, dogs barking or loud amplified music be tolerated. Noise like this is in contravention of the RDN Noise By-law. The bylaw is the last page of this document for your reference.

Garbage/Recycling: Garbage, recycling and green waste can be placed in the proper labelled bins in the carport. For convenience, additional recycling bins are on the porch by the front door and can be transferred to the main bin when full. For longer stays, the garbage, recycling and green waste can be put out on garbage day. The schedule is posted on the fridge.

Fire Safety: The cabin is equipped with a fire extinguisher in the kitchen and smoke detectors in the bedrooms and main common areas. Please keep the areas in front of all the bedroom windows clear for egress in case of emergency. No beach fires permitted at any time.

Check-in Time: 4 PM (to ensure the cabin is clean for your arrival, no early check in.)

Check-out Time: 11 AM (please see 'Check-Out' page for more details)

CONTACT INFORMATION

Owners (Rob and Erika).....604.649.4667 or 604.764.0199
(For questions about the Unit)

24 hour Emergency – On Island Contact – Julia Sangsara 250.618.6241

Medical Services

Gabriola Medical clinic 250.247.9922

Open Monday to Friday 9am – 4pm

Police Services (non-emergency)

RCMP (Police) 250.247.8333

Transport

Gabriola Taxi..... 250.247.0049

Restaurants

Woodfire..... 250.247.0095

The Kitchen..... 250.325.5505

WATER CONSERVATION

Water conservation is very important worldwide, but particularly important on Gabriola Island. Water at the cabin is supplied by a private well on the property. Water is a finite resource and we must be careful to always conserve this important resource. We have made many changes to the cabin in order to conserve water including: installing low flow toilets and a low flow shower head, removing ornamental plants and allowing native vegetation to grow. We planted native seed mixes in the open areas and we do not water any of the vegetation on the property. The open spaces are left to go dormant in the hot summer months. The entire island is supplied by wells that are connected to an underground aquifer. While the aquifer recharges over the rainy months, we need to be careful to conserve water at all times to ensure it recharges and to reduce the risk of neighboring wells running dry. This shared resource must be protected. Conserving water helps the environment and everyone who lives and recreates on Gabriola Island.

We are asking that you do your part to conserve water.

Please do not take long showers and only run the dishwasher and washing machines when the loads are full. We have provided a large drying rack next to the dresser in the master bed room to dry any wet beach towels so that they can be reused. Please only clean towels and sheets when it is absolutely necessary to do so. Please do not water any of the vegetation on the property.

The water for the cottage is safe for drinking and is tested annually. All filters are changed on a bi-annual basis.

Thank you in advance for doing your part to conserve water on the island. If we all do our part, this resource will be available to all who live on and visit this lovely island.



This sign is up at each faucet in the cabin and in the laundry room:

Please conserve water at all times.
Do not run the taps unnecessarily.
Do not do laundry or run the dishwasher if the loads are not full.
Do not take long showers.
Do not water any vegetation.
Do not clean sheets or towels unless necessary.
Please use the drying rack for wet towels that do not need washing.
Water on Gabriola Island is fed from wells. This resource is finite and must be conserved. Please be aware of water usage at all times to protect this important resource for people and the environment.
Thank you for doing your part!

FIRST NATIONS

Welcome to our home which is located in the treaty lands and waters of the Snuneymuxw First Nation. Snuneymuxw First Nation has called Gabriola Island home for over 10,000 years and their creation stories go back to time immemorial. The Snuneymuxw People speak Hul'qumi'num and the word welcome is nanut kwu and to have a good day is 'uy'skweyul.

Gabriola Island is a place where the Snuneymuxw People lived and utilized the lands and waters; gathering camas plants, using cedar for clothing and homes, and creating fish weirs and clam gardens. Gabriola Island has many cultural places and was a gathering place for many Coast Salish Peoples throughout the Salish Sea.

The Snuneymuxw First Nation was forcibly removed from Gabriola Island beginning in the 1850s and moved to small reserves located around Nanaimo, only two uninhabited tiny reserves are on Gabriola Island. In 1854 the Crown and Snuneymuxw First Nation signed a pre-Confederation treaty which was supposed to protect their lands and waters. Unfortunately, it has been systematically undermined and the impacts of residential school to language, culture, and family ties continue to this day.

In this context, the Snuneymuxw First Nation is today revitalizing their language, reconnecting with the lands and waters of Gabriola and the Salish Sea, and practicing their culture. We all have a role in reconciliation and we ask you to please be respectful of the treaty lands and waters of the Snuneymuxw People as you enjoy your visit to our home and Gabriola Island.

To learn more about the Snuneymuxw visit <https://www.snuneymuxw.ca/welcome> and to learn about reconciliation visit the National Centre for Truth and Reconciliation <https://nctr.ca/map.php>.
Huy ch q'u (thank you).

PROPERTY INFORMATION

BBQ and Firetable

Propane is not included in the rental, but feel free to use whatever is remaining in the two bottles. If you want propane, take the empty tanks to the Co-op gas station on the island and pay to exchange them for full ones.

The BBQ propane tank has a built in 3-hour timer on the right-hand side of the unit located under the dials and just above the tank. Make sure the propane is turned on and turn the dial to an appropriate amount of time for your cooking needs. If you want to burn off the grill after cooking turn the dial back until it is close to the off position. Once the timer runs out the propane will shut off and the BBQ will turn off.

For the firetable, remove the plywood cover for the duration of your stay. It is there to keep debris out of burner. The firepit has an on/off key at the end of it to control the flow of propane. Once the propane tank is turned on, turn the on/off key to the left and hold the bbq lighter above the middle of the glass trench until it lights. Use the key to adjust the flame height. The propane tank is located at the bottom of the deck stairs to the yard. Please keep the flame to about 6"-8" max for safety.

Washer and Dryer

The washer and dryer are located in the laundry shed by the driveway. The key to the shed is hanging on the hook by the microwave. Laundry soap is located on the shelf above the units. Please do not do laundry until you have a full load to wash.

Coffee Maker

Feel free to use any coffee pods that have been left. Please remove the pods after each use to keep the coffee maker clean for the next use.

TV's

Use the black remote that is marked 'Shaw' at the bottom. Power button is at the top right to turn the cable box on.

If no picture comes up, use the input button on the LG (main) Sharp (bedroom) remote to select the source:

- HDMI 1 is for the Cable box
- HDMI 2 is for the Apple TV (main TV only)
- HDMI 3 is for the Playstation/DVD Player (main TV only)

For TV channels hit the 'Guide' button to see what channels are available. Use the arrows to scroll up and down in the channels and the "OK" button to select the channel.

Apple TV (on main tv only) and Netflix

You will need you own ID accounts to access the features of the Apple TV and Netflix. If you use the Apple TV or Netflix during your stay ****MAKE SURE TO LOG OFF OF YOUR ACCOUNT BEFORE YOU LEAVE**** otherwise the next guests may get access to your account to use while at the house.

For Netflix, on the TV input setting (HDMI 1), hit the "Netflix" button on the LG remote. To get back to TV, hit the guide button on the Shaw remote.

Alarm Clock – Bedrooms

The alarm clocks in the bedrooms have USB jacks (in the back) for charging your cell phone and other devices. Press the snooze button to change the brightness of the display.

OTHER COTTAGE INFO

Front Door Keypad

A code will be emailed to you prior to your arrival. Please do not give out the code to people outside of your group. To unlock the door, push the "Schlage" button to illuminate the keys (optional) and punch in the 4 digit code and the door will unlock. To lock the door, hit the Schlage symbol to lock the door.

Security Cameras

We have 3 security cameras set up around the cabin. One on the front porch and two on the back deck. For your own privacy, unplug the cameras to turn them off but please plug them back on at checkout. They are plugged into outlets by the front door and at the top of the three stairs to the yard.

Fireplace

The fireplace can be used only from Oct. 1st – April 1st. In the summer, there is often a wood fire burning ban on the island that is strictly enforced. You will be sent a status of the current fire restriction with your introduction email. Firewood is stored in the carport, or fire logs can be purchased at the Ace Hardware back towards the ferry and shopping area.

Deck Heater

There is an infrared heater on the deck. The switch is by the window below the heater outside. Press the button once to turn it on and once again to turn it on. It takes a few minutes to heat up, but if you turn it off once hot, let the element cool down fully before turning it back on. Please remember to turn it off after use, but it will automatically turn off at midnight.

Heating and Cooling

There cottage has a heatpump for heating and cooling. Use the mode button to scroll between “heat” and “cool” then use the up and down arrows to select the temperature up or down. There are also baseboard heaters in the bathrooms and bedrooms with thermostat knobs on the baseboards. The living room also has a wall-controlled heater in the floor by the front window. It can be turned up and down with the thermostat by the main bathroom. Please turn down all the heaters at checkout.

Beach Chairs and toys

The laundry shed has beach chairs and a bin of beach toys for you to use. Please return them after use. There are also 2 kids Kayaks in the large shed in the side yard along with kids’ life jackets. Do not use them without life jackets. If you take them down to the beach, please bring them back up.

Towels and Bedding

There is spare bedding located in the bins in each room should you need more. There are towels in the cupboard in the bathroom. There are separate towels for the bathroom, the beach and dogs and are labelled accordingly in the cupboard.

Pets

We do allow dogs as long as you have been preapproved to bring them along. Please make sure you clean up after your dog in the yard. There are dog towels in the bathroom to dry them off before you bring them inside. Please do not leave your dog unattended inside cottage or in the yard if you are not on the property.

Garbage and Recycling

The Garbage, Recycling and Compost cans are located in the carport. If they fill up on longer stays, please put them out on garbage day. There is a schedule posted on the fridge.

Recycling bins are provided for:

- Plastic Containers
- Paper/cardboard

Anything that can be returned for refund is not accepted in the large recycling bin. Please leave those items in the bins by the front door and the cleaner will return them to the depot.

Please take all garbage, recycling and green waste to the garage before you check out.

Septic System

The septic system was recently installed in the side yard of the cabin and there shouldn't be any issues. Please do not flush anything other than toilet paper down the toilets. Throw any other items into the garbage.

CHECK OUT INFORMATION



Before 11 am on the day of departure please take care of the following items:

- Please leave the cottage neat and tidy and turn all lights off upon departure
- Make sure you have not left any personal possessions behind & check that all clothes have been removed from washer/ dryer, lock laundry room and put the key back.
- Please ensure the thermostats throughout the unit are turned down to 10°C (can be lower or off in the summer months) and that the fireplace is out. (Oct. 1st – Apr. 1st only)
- Load and start the dishwasher with any kitchen items that have been used and put it on.
- Remove all garbage and recycling and put in designated garbage area. Do not under any circumstances leave garbage outside as it will attract wildlife.
- Place used towels in the bathtub / shower and don't make the beds on the last day.
- Please check that the patio doors are locked, all windows are closed & the front door is locked behind you.
- If you used Netflix on the Apple TV, please log off of your account.
- Please make sure the outdoor cushions have been removed and brought back inside. They are stored in the corner of the TV room by the window.

RESTAURANTS

There are many restaurants available for your dining pleasure.

Here is a list of the Top 8 restaurants as rated on Trip Advisor – Jan 2020

1. Woodfire Restaurant and Catering
2. Roberts Place
3. Mad Ronas Coffee Cafe
4. The Kitchen
5. The Sunset Lounge Dining Bar
6. Silva Bay Restaurant and Pub - **Closed – Reopening in 2021**
7. Wishbone
8. Skol Pub

RDN NOISE BYLAW

Act	Prohibited Period of Time
1. The operation of an electronic device or group of connected electronic devices incorporating one or more loudspeakers or other electro-mechanical transducers, and designed for the production, reproduction or amplification of sound, including but not limited to radios, record players, compact disc players, televisions, receivers and audio and video tape players.	At all times
2. The operation of an auditory signalling device, including but not limited to the ringing of bells or gongs and the blowing of horns or sirens or whistles, or the production, reproduction or amplification of any similar sounds by electronic means except where required or authorized by law.	10:00 p.m. to 8:00 a.m.
3. Persistent barking, calling, whining or other similar persistent sound made by a domestic pet, other animal or bird, kept or used for a purpose other than agriculture.	At all times
4. Persistent yelling and shouting.	At all times
5. The operation of a motor vehicle other than on a highway or other place intended for its operation.	At all times
6. The operation of a motor vehicle on a highway in a manner which results in tires squealing, racing its engine or without effective unmodified exhaust or intake muffling device which is in good working order and in constant operation.	At all times
7. The operation of a mechanical device, including but not limited to power saws and compressors.	8:00 p.m. to 8:00 a.m.

Attachment 2 - Draft Temporary Use Permit



GABRIOLA ISLAND LOCAL TRUST COMMITTEE TEMPORARY USE PERMIT GB-TUP-2020.3

To: Erika Nassichuk & Robert Griesdale

1. This Permit applies to the land described below:

PID 004-320-841

LOT 14, SECTION 31, GABRIOLA ISLAND, NANAIMO DISTRICT, PLAN 14914

2. This Permit is valid for a period of three years from the date of issuance.
3. This Permit is issued for the purpose of permitting a commercial vacation rental within the single family dwelling.
4. The use may be carried out subject to the following conditions:
 - 4.1 the single family dwelling and subject property must maintain a residential appearance, and any existing vegetative screening or fencing must not be removed;
 - 4.2 parking for a minimum of two vehicles for the commercial vacation rental use must be provided on the property;
 - 4.3 the owner or an operations manager must reside on Gabriola Island and be available by telephone 24 hours per day, seven days per week. Any changes to contact information must be provided to the Islands Trust within seven (7) working days;
 - 4.4 neighbours within a 100 metre radius of the commercial vacation rental must be provided with at least one resident contact phone number, and a copy of the temporary use permit;
 - 4.5 information must be posted for guests pertaining to: noise bylaws, water conservation, fire safety, storage of garbage, septic care, First Nations historical use of area, control of pets (if pets are permitted) and information to remind guests that they are in a residential area;
 - 4.6 a supply of water in the amount of 227 litres (50 imperial gallons) per paying guest must be provided for the duration of the permit;
 - 4.7 the maximum number of guests that may stay in the commercial vacation rental is 2 per bedroom, for a maximum of 6 guests at any given time;
 - 4.8 the maximum number of bedrooms in the single family dwelling for the commercial vacation rental is 3;
 - 4.9 the owner submit a copy of the property insurance for the subject property;
 - 4.10 the maximum number of signs advertising the commercial vacation rental is restricted to one, with a maximum area of 0.3 square metres and not illuminated;
 - 4.11 the rental or provision of motorized personal watercraft to guests is prohibited;
 - 4.12 the use of recreational vehicles and camping for the overnight accommodation of guests is prohibited;

4.13 the holder of the Permit will be responsible for any violation of the conditions of this Permit. For the purpose of investigating a complaint, the Islands Trust Bylaw Investigations Officer may enter the property between the hours of 9:00 am and 5:00 pm on any day without prior consultation.

5. It is the responsibility of the landowner to obtain any required authorization under the *Water Sustainability Act* or any other relevant legislation pertaining to groundwater.
6. All in accordance with Schedule "A" – Site Plan attached to and forming part of this permit, as signed and dated by the Deputy Secretary of Islands Trust.
7. This is not a Building Permit, nor does it relieve the Permittee from the need to secure all other approvals necessary for the proposed development.

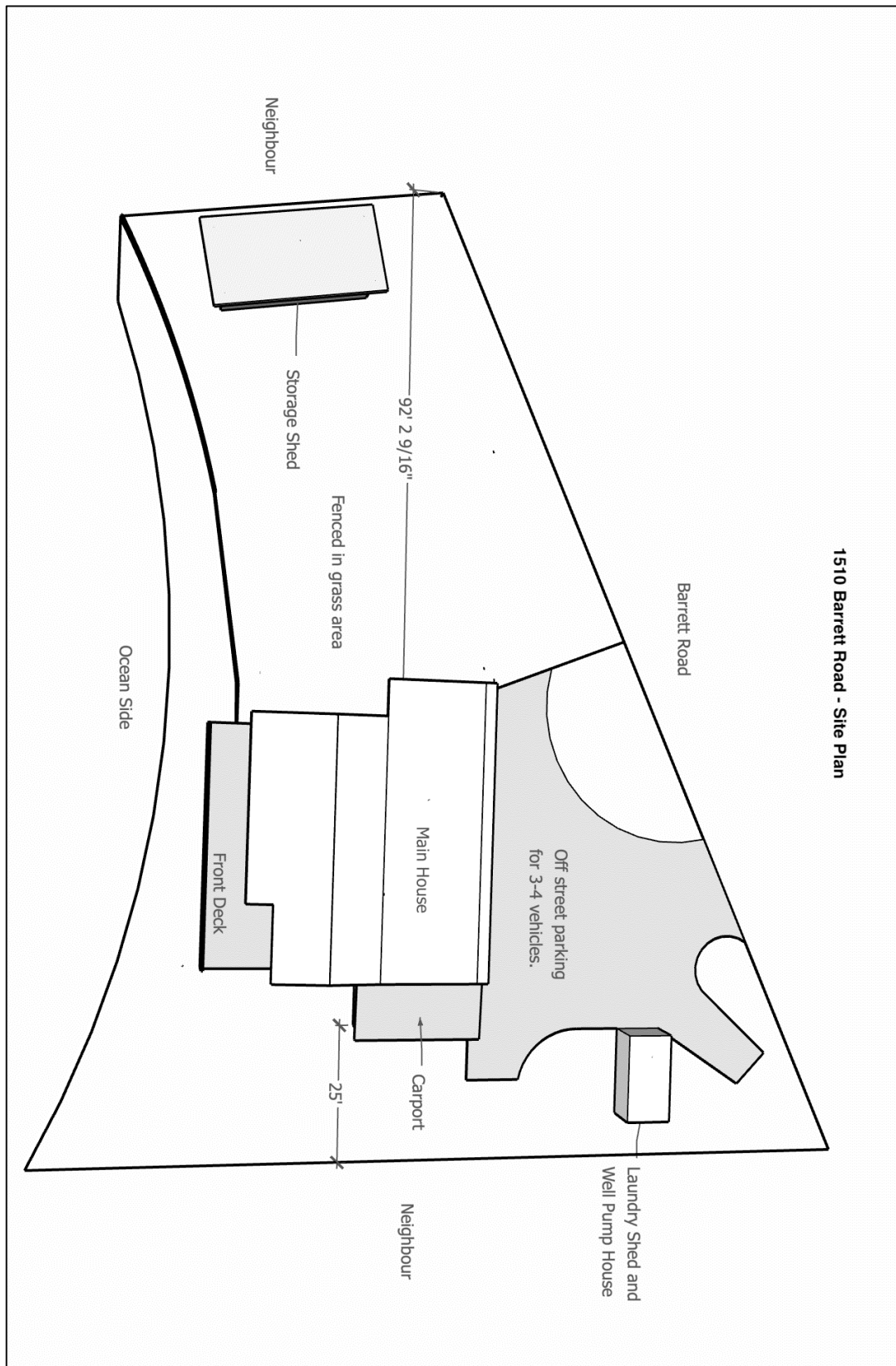
AUTHORIZING RESOLUTION PASSED BY THE GABRIOLA ISLAND LOCAL TRUST COMMITTEE THIS XXTH DAY OF XX, 2021.

MONTH, DAY, 2021

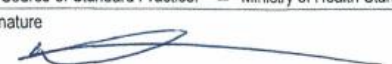
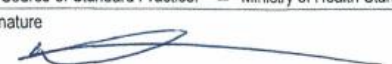
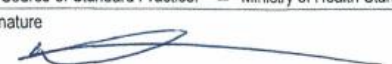
Deputy Secretary, Islands Trust

Date Issued

GABRIOLA ISLAND LOCAL TRUST COMMITTEE
TEMPORARY USE PERMIT
GB-TUP-2020.3
SCHEDULE "A" Site Plan



GABRIOLA ISLAND LOCAL TRUST COMMITTEE
TEMPORARY USE PERMIT
GB-TUP-2020.3
SCHEDULE "B" Record of Sewerage System

RECORD OF SEWERAGE SYSTEM													
	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td colspan="2">Filing # (OFFICE USE ONLY)</td> </tr> <tr> <td> ☒ New Construction ☐ Alteration ☒ Repair ☐ Amendment - Original Filing # </td> <td> PID # <u>001-320-841</u> </td> </tr> <tr> <td colspan="2"> Tax Assessment Roll # <u>04-768-14232-280</u> </td> </tr> <tr> <td colspan="2"> Legal Description (Plan, Lot, District Lot, Block Numbers) <u>LT 14 Plan V1P1414 Sect 31</u> </td> </tr> <tr> <td colspan="2"> Street (Civic) Address or General Location <u>1510 BARRETT RD Sect 31</u> </td> </tr> <tr> <td colspan="2"> City <u>GABRIOLA</u> </td> </tr> </table>	Filing # (OFFICE USE ONLY)		☒ New Construction ☐ Alteration ☒ Repair ☐ Amendment - Original Filing #	PID # <u>001-320-841</u>	Tax Assessment Roll # <u>04-768-14232-280</u>		Legal Description (Plan, Lot, District Lot, Block Numbers) <u>LT 14 Plan V1P1414 Sect 31</u>		Street (Civic) Address or General Location <u>1510 BARRETT RD Sect 31</u>		City <u>GABRIOLA</u>	
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Sewerage treatment method ☒ Type 1 ☐ Type 2 ☐ Type 3													
8. Legal or Regulatory Considerations	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td> ☒ Construction of the proposed sewerage system will not conflict with legal instruments registered on the property. </td> <td> Is this filing submitted as the result of an order from the Health Authority? ☐ Yes (attach a copy of the order) ☒ No </td> </tr> </table>	☒ Construction of the proposed sewerage system will not conflict with legal instruments registered on the property.	Is this filing submitted as the result of an order from the Health Authority? ☐ Yes (attach a copy of the order) ☒ No										
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9. Plot Plan and Specifications	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td colspan="2"> Plot Plan (to scale) and specifications are attached ☒ Yes ☐ No </td> </tr> <tr> <td colspan="2"> ☒ The plans and specifications are consistent with Standard Practice Source of Standard Practice: ☐ Ministry of Health Standard Practice Manual ☐ Other </td> </tr> </table>	Plot Plan (to scale) and specifications are attached ☒ Yes ☐ No		☒ The plans and specifications are consistent with Standard Practice Source of Standard Practice: ☐ Ministry of Health Standard Practice Manual ☐ Other									
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10. Authorized Person's Signature	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td> Signature  Date <u>July 19 2019</u> </td> <td style="text-align: center;"> OFFICE USE ONLY Filing Accepted Date Receipt Number </td> </tr> </table>	Signature  Date <u>July 19 2019</u>	OFFICE USE ONLY Filing Accepted Date Receipt Number										
Signature  Date <u>July 19 2019</u>	OFFICE USE ONLY Filing Accepted Date Receipt Number												

Revised August 2015



DRAIN DOCTOR
Septic Services
83 - 5144 Metral Drive
Nanaimo, B.C.
250-585-4443
www.draindoctor.ca

Design Date: July 19 2019
Proposed Installation Date: July 23 2019
Designed/Installed by: Darryl Saam, PL IN, ROWP 0863

1

PROPERTY INFORMATION

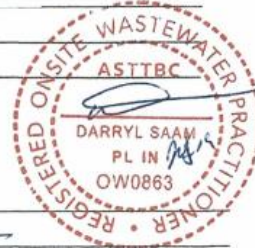
Property address: 1500 Barrett Rd Gabriola Island
Legal Description: LT 14 Plan V1014914 Sect 31
PID#: 004-320-041
Roll#: 04-768-14232-280

2

CLIENT & HOUSEHOLD INFORMATION

Client Names: Rob Grigorie
Telephone: _____ Email: _____
No. Bedrooms: 3 No. Residents: 4
Garbage Disposal: NO Dishwasher: YES
Other Buildings Connected: NO Jacuzzi/Hot Tub: NO
High Efficiency Furnace: NO Water Softener: NO

*Furnace and water softeners should not be plumbed into the septic system



3

SETBACKS/ELEVATIONS

GPS COORDINATES: 49°10'40"N 123°47'33"W

SETBACKS

<u>9</u> m - Tank setback to property line	<u>10</u> m - Drainfield setback to property line
<u>1</u> m - Tank setback to nearest building	<u>5</u> m - Drainfield setback to building
<u>38</u> m - Tank setback to nearest well	<u>32</u> m - Drainfield setback to nearest well
<u>N/A</u> m - Drainfield setback to public water	<u>N/A</u> m - Tank setback to public water

4

SOIL DATA

Design texture: <u>Sandy / loam.</u>	Soil Linear Loading Rate: <u>40</u> pd/m ²
Depth of restricting layer: <u>123</u> cm	Elevation at surface: <u>N/A</u> m
Elevation of restricting layer: <u>N/A</u> m	Elevation of bottom of dispersal media: <u>N/A</u>
Soil verification performed: <u>YES</u>	Soil Structure: <u>Single Grain</u>
Coarse Fragment: <u>5-10</u> %	Soil Type: <u>Friable - med Brown</u>
Glazing Depth: <u>120</u> cm	Perk Test Results: <u>1.2 - 1.8</u>

5

SYSTEM TYPE

System Condition: OLD DRAIN FIELD De-commissioned System Type: Type 1 - Leach Gravity
 Type of Distribution Media: 3" Perf pvc Type of Distribution: Gravity
 Type of Soil Treatment and Dispersal Area: Small 9/4 Drain Pack
 Existing System Abandoned: yes (Field) Method of Abandonment: De-commission

6

DESIGN FLOW AND TANKS

Number of Septic Tanks: 2 Total volume of septic tanks: 3785 Litres
 Number of Lift Tanks: — Total volume of lift tanks: — Litres
 Effluent Screen and Alarm: Filter #of compartments in septic tank: 3
 Pump size: N/A hp Cover over tank: 1 meters
 Pump manufacture: — Insulation on: —
 Pump alarm: — Schedule 40: —
 Water or Elapsed Time Meter: — Number: — hours
 Event Counter: — Number: — events
 Air test required: —

7

SYSTEM DESIGN TYPE

➤ TRENCH DESIGN SUMMARY (LEAVE BLANK IF NOT TRENCH DESIGN)

Number of trenches: 4 Linear meters of trench: N/A m
 Trench width: 12" cm Trench length: 11.8 m
 Trench depth: 24" cm Depth of topsoil: 12" cm
INFILTRATOR OPTION: Standard Chamber **SAND/GRAVEL OPTION**
 Square feet required: — cm Depth of media under pipe: 16 cm
 No. chambers needed: — cm Depth over pipe: 36 cm
 Total cubic yards sand/gravel: 20 y³

➤ MOUND DESIGN SUMMARY (LEAVE BLANK IF NOT MOUND DESIGN)

Mound width: — m Depth of clean sand (upslope on bed): — cm
 Mound length: — m Depth of clean sand (downslope on bed): — cm
 Depth of rock: — cm Clean sand: — yds
 Down slope width: — m Clean rock: — yds
 Upslope width: — m Depth of topsoil: — cm

➤ PRESSURE BED DESIGN SUMMARY (LEAVE BLANK IF NOT BED DESIGN)

Pressure bed width: — m Absorption area: — m³
 Pressure bed length: — m Clean rock: — yds
 Pressure bed depth: — cm Loamy topsoil cover: — yds
 Media depth under pipe: — cm Depth of topsoil: — cm

➤ **PRESSURE DISTRIBUTION/PUMP SPECIFICATION** (LEAVE BLANK IF NOT PRESSURE)

Number of perforated laterals: _____
 Lateral length: _____ m
 Perforations per lateral: _____
 Perforation spacing: _____ m
 Perforation size: _____ cm
 Total number of perforations: _____ perfs
 Squirt height: _____ cm

DOSING CHAMBER

Perforation spacing: _____ m
 Lateral length: _____ m
 Perforation size: _____ cm
 Doses per day: _____ doses
 Litres per dose: _____ litres
 Alarm depth: _____ cm
 Perforations per lateral: _____

DEMAND

Pump on: _____ cm / Pump off: _____ cm
 Set properly: _____

TIMER

Time on: _____ min / Time off: _____ min
 Calibrated: _____

➤ **FLAT BED BIOFILTER SYSTEM** (LEAVE BLANK IF NOT FLAT BED)

Pressure: _____
 Media Filter Type: Absorbent Foam Filter Medium
 Number of flat beds used: _____
 cBOD5 Percentage Removal: 98%
 TSS Percentage Removal: +98%
 Fecal Coliforms Percent Removal: +99%
 Syphon: _____
 Size of flat beds used: _____
 Daily Designed Flow per flat bed: _____
 BOD5 Median Concentration: 4 mg/L
 TSS Median Concentration: 4 mg/L
 Fecal Coliform Concentration: 17,900 cfu/100 ml

DOSING CHAMBER

Doses per day: _____ doses
 Alarm depth: _____ cm
 Litres per dose: _____ Litres

DEMAND

Pump on: _____ cm / Pump off: _____ cm
 Set properly: _____

TIMER

Time on: _____ min / Time off: _____ min
 Calibrated: _____

8

MANAGEMENT PLAN REQUIREMENTS

Has the Designer completed a System check? YES
 Has Septic System Owner's Guide been handed out? YES

9

AUTHORIZATION

DARRYL GEORGE SAAM - Planner/Installer ROWP 0863

I hereby certify that I have completed this work in full accordance with all of the applicable ordinances, rules and laws contained within the Standards of Practice.

Darryl Saam, PL, IN, ROWP 0863

Date

July 19 2019



File No.: 6500-20
(GB Cannabis Regulations)

DATE OF MEETING: April 15, 2021
TO: Gabriola Island Local Trust Committee
FROM: Heather Kauer, Regional Planning Manager
Local Planning Services
SUBJECT: Cannabis Regulations Project – Proposed Bylaw No. 303

RECOMMENDATION

That the Gabriola Island Local Trust Committee request staff to schedule a Public Hearing during the next regularly scheduled Local Trust Committee meeting for proposed Bylaw No. 303, cited as 'Gabriola Island Land Use Bylaw, 1999, Amendment No. 1, 2019'.

REPORT SUMMARY

The purpose of this report is to recommend that the Gabriola Cannabis Production bylaw 303 move forward to public hearing.

BACKGROUND

At their regular meeting of July 11, 2019, the Gabriola Local Trust Committee (LTC) passed first reading of Bylaw No. 303 and referred the bylaw to the Gabriola Advisory Planning Commission (APC). At the LTCs May 14, 2020 meeting, the LTC passed second reading of the bylaw and a Community Information Meeting was conducted regarding the bylaw at the LTCs June 25, 2020 regular meeting.

The referral of the bylaw to the APC was delayed in part due to COVID emergency measures. The APC members were able to meet electronically on October 6 and 27, 2020. Recommendations from the APC regarding bylaw 303 include:

GB-APC-2020-008

It was MOVED and SECONDED

that the Gabriola Island Advisory Planning Commission recommend that the Gabriola Island Local Trust Committee reconsider excluding cannabis from the definition of agriculture, and restricting cannabis production to Agricultural Land Reserve and Agricultural zoned land, as this takes away from land use for food growth and local food security. The Gabriola Island Advisory Planning Commission further recommends that the Gabriola Island Local Trust Committee consider the impacts of bylaw changes to small scale cannabis operations already taking place on non-Agricultural Land Reserve or Agricultural zoned land, as they are concerned that this would not allow for continuation and legitimization of current operations or the development of new micro industry operations.

CARRIED

It was MOVED and SECONDED

that the Gabriola Island Advisory Planning Commission recommends that the Gabriola Island Local Trust Committee consider management of scope as a critical piece of any policy. Environmental concerns around light, smell, water and other industrial implications should be considered as well as the desire for smaller community businesses to continue to exist or start-up should be encouraged.

CARRIED

It was MOVED and SECONDED

that the Gabriola Island Advisory Planning Commission recommends that the Gabriola Island Local Trust Committee refer the Bylaw Amendment regarding Cannabis Production to the Gabriola Agricultural Co-op for comments.

CARRIED

The Gabriola Agricultural Co-op appears to have been proactive with regards to reviewing bylaw 303 and provided comments without a formal referral from the LTC. Their comments are Attachment 2 of this report. The Co-op summarizes their concerns with the following statement:

“... it is our contention that ALR land on Gabriola should fit the stated needs of food security, which does not/should not include the production of cannabis.”

Context

The context of the current and proposed land use bylaw provisions for cannabis are as follows:

Current bylaw:

- Regulates medical marihuana under the ALC’s Marihuana for Medical purposes regulations (now obsolete)
- No regulation of water use, light pollution, or odour impacts from any agricultural uses
- Regulates “retail” which has been interpreted to include (but is not explicit) the sale of recreational cannabis and cannabis products

2nd Reading of Bylaw 303:

- Regulates cannabis growing and processing for commercial purposes by:
 - o Limiting growing and processing to ALR and Agricultural zones
 - o Limiting the total size of all cannabis related buildings on lots in ALR and Ag zones (200 m²)
 - o Limiting the setbacks of cannabis related buildings on lots in the ALR and Ag zones (30 metres from any lot line and 150 metres from any school property line or P3 zone)

- No change to “retail” being interpreted to mean sale of recreational cannabis or cannabis products

Result of Bylaw 303 identified by APC:

- All existing commercial enterprises growing and processing cannabis commercially that are not zoned Ag or in the ALR will be considered unlawful, even if they are eligible for a federal or provincial license.
- No one outside of ALR or Ag zones would be authorized to grow or process cannabis commercially, even if they met the criteria for federal or provincial licensing.
- No regulations regarding water use or potential impacts to neighbouring properties with regards to light or odour.

ANALYSIS

Gabriola Ag Co-Op

The primary concern of the Gabriola Agricultural Co-op appears to be the impact that cannabis production in the ALR may have on food security as it may reduce the amount of land being used to produce food. As the LTC is aware, Islands Trust has no authority to prohibit the growing of cannabis in the ALR as this is a Provincial mandate. Therefore, staff have no recommendations related to these comments.

Gabriola APC

Concerns from the Gabriola APC appear to fall into two categories:

1. Limiting cannabis production to ALR and Ag zones limits the economic benefit that property owners in other zones might enjoy from cannabis growing and processing; and
2. The current bylaw does not adequately address potential impacts to neighbouring properties regarding water use, light pollution, and odour.

Staff finds that the draft bylaw does limit the economic benefit that property owners outside of the ALR and Agricultural zones can receive from growing and processing cannabis. For those properties outside the ALR and Agricultural zones that currently include cannabis operations, legitimizing existing cannabis operations would require the property owner to apply for a rezone to Agricultural zoning. Without the applicable zoning, these operations might be eligible for federal or provincial cannabis licenses but zoning would still be a limiting factor.

Thus far, the LTC has had the opportunity to consider allowing cannabis production in zones outside of the ALR or Agriculture and has declined to do so. However, the LTC could reconsider it. If the LTC wished to address current operations in the Land Use Bylaw, it would require that the current operations be willing to identify themselves. If they were willing to do so, the zoning of each property could be considered for inclusion in bylaw 303. If the LTC wishes to consider either of these options, it would result in expanding the scope and timeline of the Project Charter related to this project. It would also likely result in a redrafting of bylaw 303, rescinding 1st and 2nd reading and giving 1st reading again.

Staff also finds that neither the existing bylaw nor the proposed amendments address water use, light pollution, or odour related to cannabis. However, there are no provisions for these impacts related to any other agricultural use either. If the LTC wishes to address these types of impacts to properties neighbouring agricultural uses, staff

recommend that consideration be given to all agricultural uses and not just cannabis. This could take the form of a different project being added to the LTC Projects List or an expansion of the current project.

Process

A Community Information Meeting for this project was held on June 25, 2020. The LTC may wish to conduct a second CIM to refresh the community's memory on this bylaw, however, as the bylaw is unchanged since the first Community Information meeting, staff is recommending a public hearing as the next procedural step.

Since passage of the second reading of bylaw 303, some grammatical issues have been identified which can be addressed when the LTC considers 3rd reading.

RATIONALE FOR RECOMMENDATION

Staff are recommending that bylaw 303 regarding cannabis production proceed to public hearing as drafted without amendment. Staff also recommend that the nuisance issues identified by the APC be considered a separate project if the LTC decides that it is a priority. Lastly, staff recommend existing operations that will remain non-conforming as a result of the adoption of bylaw 303 be addressed on a case-by-case basis through the rezoning application process. The recommended amendments to the 2nd Reading draft of bylaw 303 are minor in nature and amount to grammatical changes which can be addressed with the draft considered for 3rd reading.

ALTERNATIVES

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

1. Consider expanding the number of zones that allow cannabis production

This option would require further staff research and analysis and 1st and 2nd reading of bylaw 303 to be reconsidered.

Recommended wording for a resolution to this effect could be:

That the Gabriola Island Local Trust Committee request staff provide a report analysing the options for expanding the number of zones that would allow cannabis production beyond the Agricultural Land Reserve and Agricultural zones.

2. Request that staff schedule a second CIM.

Recommended wording for a resolution to this effect could be:

That the Gabriola Island Local Trust Committee request staff to schedule a Community Information Meeting [during or prior to the next regular LTC meeting] for proposed Bylaw No. 303, cited as 'Gabriola Island Land Use Bylaw, 1999, Amendment No. 1, 2019'.

3. Request that staff schedule the public hearing for a date other than the next scheduled LTC meeting.

Recommended wording for a resolution to this effect could be:

That the Gabriola Island Local Trust Committee request staff to schedule a Public Hearing on [DATE] for proposed Bylaw No. 303, cited as 'Gabriola Island Land Use Bylaw, 1999, Amendment No. 1, 2019'.

NEXT STEPS

Subject to concurrence with the staff recommendations, staff will prepare for a public hearing.

Submitted By:	Heather Kauer, RPP, MCIP, AICP Regional Planning Manager	April 6, 2021

ATTACHMENTS

1. 2nd reading draft of Bylaw No. 303
2. Letter from Gabriola Agricultural Co-op, dated November 20, 2020

2ND READING

GABRIOLA ISLAND LOCAL TRUST COMMITTEE BYLAW NO. 303

A BYLAW TO AMEND GABRIOLA ISLAND LAND USE BYLAW, 1999

The Gabriola Island Local Trust Committee, being the Trust Committee having jurisdiction in respect of the Gabriola Island Local Trust Area under the *Islands Trust Act*, enacts as follows:

1. Citation:

This bylaw may be cited for all purposes as “Gabriola Island Land Use Bylaw No. 177, 1999, Amendment No. 1, 2019”.

2. Gabriola Island Local Trust Committee Bylaw No. 177, cited as “Gabriola Island Land Use Bylaw, 1999,” is amended as shown on Schedule 1, attached to and forming part of this bylaw:

READ A FIRST TIME THIS 11th DAY OF July , 2019

PUBLIC HEARING HELD THIS DAY OF , 20xx

READ A SECOND TIME THIS 14th DAY OF May , 2020

READ A THIRD TIME THIS _____ DAY OF _____ , 20xx

APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS

_____ DAY OF _____ , 20xx

ADOPTED THIS _____ DAY OF _____ , 20xx

Chair

Secretary

Gabriola Island Local Trust Committee
Bylaw No. 303
Schedule 1

Schedule "A" of Gabriola Island Land Use Bylaw No. 177 cited as "Gabriola Island Land Use Bylaw, 1999 is amended as follows:

1. Part G – DEFINITIONS, G.1 Definitions is amended by adding the following text to the definition of "agriculture" after the word "farm":

", but excludes cannabis production;"

2. Part G – DEFINITIONS, G.1 DEFINITIONS is amended by deleting the definition of "horticulture" in its entirety and adding the following definition:

"horticulture the cultivation of fruits, vegetables, or ornamental plants for economic gain, but exclude cannabis production;"

3. Part G – DEFINITIONS, G.1 Definitions is amended by adding the following definitions:

"cannabis" any plant of the genus Cannabis;

"cannabis production to develop, as permitted by the *Cannabis Act* (Canada) and regulations under that Act a cannabis product by any method or process, including by:

- a. manufacturing it,
- b. synthesizing it, or
- c. altering its chemical or physical properties by any means;
- d. growing it or any living thing from which it may be extracted or otherwise obtained

"cannabis product the plant material from cannabis and any article or substance that is manufactured or refined that includes cannabis or cannabis derivatives intended for personal use;

4. Part B – GENERAL REGULATIONS, Section B.1 USES, BUILDINGS AND STRUCTURES, Subsection B.1.2 Prohibited Uses and Buildings, Article B.1.2.1 Prohibited Uses is amended by adding:

j. cannabis production except as permitted on land within the Agricultural Land Reserve and Agricultural Zone.

5. Part B – GENERAL REGULATIONS, Section B.1 USES, BUILDINGS AND STRUCTURES, Subsection B.2.3 Height, Article B.2.3.2, Clause e. is deleted in its entirety and replaced with:

e. 15.0 metres (49 feet) for buildings used exclusively for cannabis production.

6. Part D - ZONES, Section D.2 RESOURCE ZONES, Subsection D.2.1 Agriculture (AG), Article D.2.1.1 Permitted Uses, Clause a. Permitted Principal Uses, Item v is deleted and replaced with:

“v Cannabis production;”

7. Part D - ZONES, Section D.2 RESOURCE ZONES, Subsection D.2.1 Agriculture (AG), Article D.2.1.3 Regulations, Clause a. Buildings and Structures Siting Requirements, Item iii last bullet is deleted in its entirety and replaced with:

“ • the minimum setback for buildings and structures except for fences, used for cannabis production is 30 metres (98.4 feet) from any lot line and 150 metres (492.13 feet) from any school property line or P3 zone.”

8. Part D - ZONES, Section D.2 RESOURCE ZONES, Subsection D.2.1 Agriculture (AG), Article D.2.1.3 Regulations, Clause b. Lot Coverage Limitations, Item ii text is amended by adding:

“ • The maximum combined lot coverage of buildings and structures used for the purpose of cannabis production is 200 square metres (2,152 square feet).”



Homegrown, Handmade on Gabriola & Mudge Islands
P.O. Box 152, Gabriola, B.C. V0R 1X2 | www.gabriolaagriculturalcoop.com

November 20, 2020

To Whom it May concern.

I am writing on behalf of the board of the Gabriola Agricultural Co-op regarding the proposed Land Use Bylaw Amendment concerning Cannabis Production: No. 303.

We refer to the Island's Trust amended 2015 bylaws that our organization supports: these amendments include the "increase of local food security and farmland production, which encompasses the reduction of greenhouse gas emissions and preparing for the impacts of climate change". We feel that cannabis is not arguably considered food and therefore does not meet the requirements put forward by this amendment. Further, we are concerned with other issues involved in cannabis production, particularly on ALR land. Specifically these include but are not limited to issues outlined in Agricultural Policy: the industrial nature of the process and the need for it to be in a highly regulated zone; the potential of introducing genetically engineered seeds, and potential use of chemical fertilizers and pesticides.

In addition, a number of questions arise as to the suitability to such a venture on Gabriola, including but not limited to such things as: water usage, chemicals, power requirements particularly in light of power outages (requiring generator running), security needed for operation, light pollution etc. Many of these issues would affect neighbours and our community.

In summary, it is our contention that ALR land on Gabriola should fit the stated needs of food security, which does not/should not include the production of cannabis.

Thank you for the opportunity to add our feedback to this ongoing conversation.

Sincerely,

Talyn Martin – board member

On behalf of Gabriola Agricultural Co-op



MEMORANDUM

DATE OF MEETING: April 15, 2021

TO: Gabriola Island Local Trust Committee

FROM: Heather Kauer, Regional Planning Manager
Northern Team

SUBJECT: Coastal Douglas-fir Projects

PURPOSE

The purpose of this memorandum is to inform the Gabriola Local Trust Committee with regards to projects that are currently underway in the Trust area regarding the protection and preservation of Coastal Douglas-fir ecosystems.

REGIONAL PLANNING COMMITTEE

At their March, 2021 meeting, Trust Council approved funding for fiscal year 2021-2022 for development of a model Development Permit Area bylaw for the protection of Coastal Douglas-fir ecosystems. This project will likely be added to the Regional Planning Committee work program and result in a model bylaw that could be considered by the Gabriola LTC for adoption in fiscal year 2022-2023.

SALT SPRING ISLAND

As described in the Project Charter attached to this memorandum, Salt Spring Island is currently working on a project aimed at preserving and protecting Coastal Douglas-fir ecosystems. The Salt Spring project may help inform the RPCs model bylaw work or vice versa. Salt Spring is currently implementing Phase 1 of its CDF project that includes information gathering and education.

FUTURE LTC PROJECT

The Gabriola LTC added a project related to Coastal Douglas-fir protection to its Projects list in January of 2019. Staff recommend that this project remain on the Projects list and that the LTC consider moving the project to their top priorities list once a model bylaw is available for consideration.

NEXT STEPS

None.

Submitted By:	Heather Kauer, RPP, MCIP, AICP Regional Planning Manager	April 1, 2021

ATTACHMENTS

1. Salt Spring Island Coastal Douglas-fir protection Project Charter

Purpose: Implement the 'Protecting the Coastal Douglas-fir Zone & Associated Ecosystems: An Islands Trust Toolkit' on Salt Spring Island.

Background: In 2018, the Islands Trust developed a Toolkit that outlined methods for protecting the Coastal Douglas-fir and associated ecosystems. In 2019, the Salt Spring Island Local Trust Committee (LTC) identified 'Protection of the Coastal Douglas Fir Ecosystem' as a Strategic Priority item for the 2018-2022 term. This project will implement the LTC's Strategic Priority and the Islands Trust's Toolkit.

From project launch, this project is anticipated to take place over two years in three phases:

Phase 1: Information Gathering and Analyzing, Consultation and Education

Phase 2: Policy and Regulation Development, Consultation and Education

Phase 3: Implementation and Education

The detailed workplan in this project charter addresses only Project Phase 1 in detail. Greater detail for Phases 2 and 3 will be developed following Phase 1 deliverables and determination of appropriate next steps

Objectives

Per the Toolkit, the objectives of this project are:

- maintain contiguous forest cover;
- protect and restore functioning ecosystems;
- protect watershed ecology; and
- honour Coast Salish cultural heritage.

An additional objective, not included in the Toolkit, is as follows:

- Minimize wildfire risk

This project aims to educate the public about the importance of CDF protection, to protect the Coastal Douglas-Fir zone and associated ecosystems on Salt Spring Island, and to develop policies for future CDF ecosystem advocacy.

In Scope

- Collaborate with Ecological Research Network and IT Conservancy staff developing and distributing educational materials
- Collaborate with community groups, conservation groups, and individuals to advance a broad set of tools for protection of the Coastal Douglas-fir zone
- Public participation level to be "Involve" on the IAP2 Spectrum (work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered)
- Consider incentive/reward options to protect CDF on private land (eg. density-bonus zoning)
- Collaborate with LPC planner to develop a model CDF Protection DPA
- Consider new Coastal Douglas-Fir ecosystem Development Permit Area
- Consider additional policies and resolutions to advocate to other agencies and Islands Trust bodies for the protection of the Coastal Douglas-Fir ecosystem
- Consider stronger OCP policy to support CDF protection
- Consider LUB amendments to help reduce impacts of development on CDF ecosystems
- Develop suitable project performance measures and monitor outcomes

Out of Scope

- Protection of all SSI Coastal Douglas fir
- -OCP amendments not identified in Toolkit
- LUB amendments not identified in Toolkit
- Ongoing future advocacy
- Ongoing education

Workplan Overview – Phase 1	
Deliverable/Milestone	Projected Completion Date
<i>Development and Promotion of Educational Materials</i>	December 2020
<i>CDF Data Gap and Criteria Working Group</i>	November 2020
<i>CDF Data and Target Area Mapping (based on Data Gap Workshop)</i>	February 2020
<i>First Nations, Stakeholder and Public Consultation - Round 1</i>	December 2020
<i>Work with LPC to develop DPA or other bylaw templates</i>	TBD
Workplan Overview – Phase 2	
Deliverable/Milestone	Projected Completion Date
<i>Development of policy and regulation (bylaw readings)</i>	2021
<i>First Nations, Stakeholder and Public Consultation – Round 2</i>	2021
<i>Education and Communications (cont.)</i>	2021
<i>First Nations, Stakeholder and Public Consultation – Round 3</i>	2021
Workplan Overview – Phase 3	
Deliverable/Milestone	Projected Completion Date
<i>Bylaw adoption</i>	2022
<i>First Nations, Stakeholder and Public Consultation – Round 4</i>	2022
<i>Education and Communications (cont.)</i>	2022

Project Team	
Jason Youmans, Island Planner	<i>Project Manager</i>
Stefan Cermak, RPM Planner 1	<i>Oversight & Support</i>
LPC Planner	<i>Planning and Technical Support</i>
Senior Freshwater Specialist	<i>Coordinate SSI and Trust-wide CDF protection work</i>
Senior Intergovernmental Policy Advisor	<i>Watershed Ecology Support</i>
ITC Ecosystem Protection Specialist	<i>First Nations Consultation Support</i>
Jackie O’Neal	<i>Private land ecosystem protection support</i>
OAA/PTA	<i>GIS Tech and Mapping Support</i>
RPM Approval: Stefan Cermak Date: July 16, 2020	Administrative Support LTC Endorsement: Resolution #: SS-2020-107 Date: July 28, 2020

Budget – Project Phase 1		
Budget Sources: LTC Project Budget and LTC Communications Budget		
Fiscal	Item	Cost
2020/21	Education and Communication Materials	\$4,000
2020/21	Data gap identification and Priority Setting; Analysis and Mapping	\$2,500
2020/21	First Nations, Stakeholder and Public Consultation – Round 1	\$2,500
Total		\$9,000

PROJECT CHARTER PHASE 1 - WORK PLAN DETAIL			
Meeting	Deliverable/Milestone	Target Duration	Cost
LTC	Review of Toolkit and options for the SSI LTC	February 18, 2020	\$0
LTC	LTC endorse revised project charter	July 28, 2020	~~\$3,500~~ \$0
LTC	Project kick-off event (special meeting webinar) - Open to the public - Guest presenters (biodiversity, water, fire, First Nations) - Q&A with project manager	September 2020 (date TBD)	\$1,000 Cost anticipates advertising and honoraria if necessary
	Development and promotion of CDF Information/Education Materials (produced by external parties)	Rolling, over 6 months	\$1,500 (LTC Communications budget) \$2,500 (LTC project budget) ~~\$4,000~~ (SSIWPA)
	First Nation Consultation – Round 1 - Direct contact with band/nation staff to gauge level of interest and options for participation - Involve First Nations in their preferred way	6 months	TBD based on level of interest
	Data Gap and Criteria Development Working Group Scientists and policy makers, by invitation of staff	September/October 2020	\$2,500 (if in-person – room rental, catering, etc) Less if online Cost anticipates honoraria if necessary
LTC	Report to LTC on data gap working group/workshop, request direction to fill data gaps and apply criteria Anticipate UBC Conservation Decision Lab to provide pro bono analysis and mapping services	November 10, 2020	\$0
	Receipt of mapping reflecting application of criteria developed above	January 2021	
	Public Consultation Round 1: Education and information Gathering (Why is the CDF zone important, what are the tools we have to protect it, and how should those tools be deployed?) - Stakeholder Meetings - Direct contact and preliminary discussions with potentially affected land owners - Online meetings with development industry groups (real estate, trades, etc) and environment-oriented groups (SSI Conservancy, Water Preservation Society, etc) - Online Education and Information Sharing	January to March 2021	\$1,500

	• Online Survey: concerns, aspirations, did you know, etc. ○ For general public • APC Meeting • Regular notification when new information is posted to project webpage • Open house (online?) updating project progress		
LTC	Summarize all information to LTC about: • Stakeholder and public feedback • Target areas for protection through regulation, incentive, or compensation And recommendations for next steps in Phase 2	March 2021	\$0
TOTAL		8 months	\$9,000

A Strategic Approach to Affordable Housing, Biodiversity and Freshwater Conservation on Gabriola Island – A Community-Informed Process



March 26, 2021

Prepared by Dyan Dunsmoor-Farley, Jennefer Laidley and Katharine Patterson on behalf of the Gabriola Housing Working Group for the Gabriola Housing Advisory Planning Commission

The Gabriola Housing Working Group respectfully acknowledges and recognizes the Coast Salish Nations whose territory we live and work on. In particular, we acknowledge and recognize Gabriola Island as the unceded territory of Snuneymuxw First Nation (SFN). We respect the longstanding relationships that Coast Salish and Hul'qumi'num-speaking Nations have to this land, as they are the original caretakers. We acknowledge that the Snuneymuxw Treaty of 1854 (Douglas Treaties) was signed with the British Crown and colonial governments and asserts SFN treaty rights and title. We acknowledge and recognize that SFN rights and title is affirmed by Section 35 of the Constitution Act, 1982.

Acknowledgements

This report reflects the work and support of many individuals and organizations; most of this work was accomplished by volunteers. The following individuals contributed to this process: Kenda Chang-Swanson, Dyan Dunsmoor-Farley, Steve Earle, Tobi Elliott, Jennefer Laidley, Katharine Patterson, Angela Pounds, Janice Power, and John Woods. Professional support was provided by Sonja Zupanec (Island Trust Planner), Rob Hellenius (website design), Nola Johnson (graphic design), and Chris Mallison (website hosting).

The *Gabriola Sounder* was an important partner in ensuring that information about the project and surveys was regularly available to Gabriolans. And we thank the Islands Trust for providing funding to advertise the engagement process. A special thanks goes to the Gabriola Island Chamber of Commerce who matched Island Trust funding, which allowed us to engage the professional support necessary to launch the project website. Our thanks also to the Gabriola Health and Wellness Collaborative for producing the [*Gabriola Health Report*](#), which served as a foundation document for the substantial background data that was prepared for each survey. The Gabriola Land & Trails Trust (GaLTT) provided a backgrounder on the major conservation threats facing Gabriola and their conservation priorities. Sonja Zupanec of the Islands Trust provided critical support to the project, including providing the information contained in the key policy backgrounders.

Most importantly, we want to acknowledge the hundreds of Gabriolans who participated in this process. We have done our best to ensure their perspectives are reflected in this work.

Executive Summary

This report addresses the question: how do we ensure the availability of affordable housing *and* protect biodiversity and freshwater resources? The report presents community members' attitudes to affordable housing, biodiversity, and freshwater conservation on Gabriola and the actions that could be taken to address all three needs. Three surveys—*Housing Need, Affordability and Diversity of Supply; Biodiversity, Water Conservation and Housing; Managing Growth and Diversity of Housing Supply*—were conducted over a six-week period running from January 20 to March 2, 2021. Each survey gave participants opportunities to respond to multiple-choice questions and give narrative comments. There were 1087 respondents who made 2031 comments. Educational materials relevant to each survey were prepared and made accessible on the website.

Survey 1 respondents supported expanding categories of need, enhancing current multi-dwelling unit evaluation criteria, investigating expanding options for secondary accommodation including lots less than 2 ha, and flexible zoning in residential zones dependent on ensuring ecological and water conservation objectives could be addressed. In Survey 2, respondents gave very strong support for defining biodiversity, all groundwater protection measures and strong support for the implementation of the Douglas-fir protection measures in the CDF Toolkit. In Survey 3, more than half of the respondents supported regulations that would result in a *decrease* in the projected population if fully built out. The remaining respondents were almost evenly divided between maintaining the current regulations and allowing an increase in the population. Respondents were supportive of local government taking more directive action to ensure biodiversity and freshwater conservation objectives are met.

The 28 recommendations in this report are based on these findings. Because protecting the environment while also increasing the supply of affordable housing are interconnected challenges, we have grouped our recommendations under four headings:

- Managing Growth so that it is gradual and targeted
- Protecting Biodiversity and Freshwater Conservation to balance human and environmental needs and ensure long-term sustainability
- Increasing the Supply of Affordable Housing to ensure a timely supply of affordable housing that meets the needs of Gabriolans with minimal environmental impact, and
- Enhancing Governance and Oversight Capacity through appropriate resourcing and implementation planning, explicitly through the establishment of a staffed Housing Affordability and Managed Growth Planning Commission.

We extend our thanks to the hundreds of Gabriolans who contributed their ideas.

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Introduction

The findings of the *Gabriola Housing Matters* public engagement process, undertaken between January 13 and March 2, 2021, are the subject of this report to the Gabriola Housing Advisory Planning Commission. This report describes the creation of the Gabriola Housing Working Group and its relationship to the Housing Advisory Planning Commission, and the planning context in which the engagement process was conducted. It includes a description of the methodology employed and the results achieved. The information gathered through background research and the surveys of community members is summarized for each of the major topic areas including findings for each of the survey questions. Finally, an overview is provided of the research findings and the recommendations that evolved from them.

History of Gabriola Housing Matters

In 2019, the Gabriola Local Trust Committee (LTC) committed to a multi-year land use planning review project on Gabriola Island called the ‘Housing Options and Impacts Review Project’ (HOIRP). The goal of the project is “to develop new policies and regulations that will promote an increase in housing options on Gabriola Island, coupled with a high level of protection of the island’s groundwater supply, remaining biodiversity and sensitive ecosystems” (HOIRP Engagement Strategy, p.1). To oversee this process the LTC appointed a Housing Advisory Planning Commission (HAPC) to create and implement engagement activities in the community, under the direction of the LTC and coordinated by Islands Trust staff.

The reason for the engagement is “to inform the LTC’s decisions to amend the Gabriola Official Community Plan and/or Land Use Bylaw. In order to make an informed decision, the LTC is committed to consulting with the community to build relationships in the community and involving the stakeholders in order to build the capacity of our community to understand the decision(s)” (HOIRP Engagement Strategy, p. 6).

During a phase called “Laying the Groundwork” that began in summer 2019, the HAPC developed an engagement strategy with a schedule of activities for the community – roundtable discussions, forums, interviews and other face-to-face research methods – under the direction of the LTC and coordinated by Islands Trust staff. The public launch of the project occurred November 4, 2019 at the Haven, with an event called “Stories from Home: Exploring Key Themes to Address Gabriola’s Housing Needs While Protecting the Environment”. Snuneymuxw Knowledge Keeper David Bodaly shared stories of the land, and other community members shared their perspectives on housing challenges, care for the ecosystem, ways that other Gulf Island communities and Nanaimo are addressing housing needs, and climate change.

The HAPC's engagement strategy was endorsed by the LTC in February 2020 with the primary research question being framed:

How might we amend Gabriola's OCP policies and/or LUB regulations to fulfil our obligations to our community and the unique natural ecology in which we all live, by allowing a range of affordable, accessible housing options in accordance with water and climate change imperatives set by Islands Trust?

The second phase of the HOIRP, "Exploring our Options", was to begin in Spring 2020 and was intended "to support a series of comprehensive community and stakeholder engagement opportunities over the course of a year, evaluating specific options to address housing affordability, protection of the natural environment, cultural heritage, and an increase in housing diversity" (HOIRP Engagement Strategy, p.3). However, COVID-gathering restrictions and a severe reduction in Islands Trust staffing and resources to guide the project resulted in an inability to implement the approved engagement plan.

In August 2020, the HAPC was finally able to convene in order to figure out next steps for accomplishing the work, in the likelihood of another wave of COVID and public gathering restrictions. Given these constraints, HAPC members proposed collaborating with other community members as an ad hoc group. This approach meant the group could be more nimble and able to adapt to rapidly changing social conditions in order to execute the engagement work and might expand the base for funding and support to include other key Gabriola organizations. (This idea came from the Lasqueti Community Association model: <https://lasqueti.ca/lca>).

In early November, a small group primarily made up of HAPC members formed the Gabriola Housing Working Group (GHWG) and began to assess what could be done, under current conditions, to fulfill the requirements of the highly engaged consultation process and robust research work that needed to be done. The team chose to build on the highly successful, community dialogue model for respectful, inclusive engagement set up by *Gabriola Talks*, which aimed to "reflect the many different views and ideas that exist in this island community, and to strengthen the capacity of islanders to work together to address difficult issues by building understanding of one another's perspectives and wisdom" (*Gabriola Talks Charter*). Other, non-HAPC members of the community were brought on board to contribute their particular expertise and skills. The GHWG's public engagement process, entitled *Gabriola Housing Matters*, launched on January 13, 2021.

The Approach

The *Gabriola Housing Matters* public engagement project involved the creation of the following tools:

- A research methodology, including survey design and analysis and outreach activities
- A website for public education and survey distribution
- Preparation of supporting background materials on topics relating to housing, biodiversity, freshwater conservation, and growth management
- Large, attractive ads printed in the local newspaper with key background information for each survey, and
- A final report.

The project was managed through a series of interconnected teams with specific responsibilities and links to external community organizations as described below:

Project Coordination and Evaluation

- *Tobi Elliott*: Project coordinator and website management; HAPC member; liaison with renters and community at large
- *Dyan Dunsmoor-Farley*: HAPC member; liaison to Gabriola Health and Wellness Collaborative
- *Steve Earle*: HAPC member, liaison to Sustainable Gabriola, and Transportation Network

Outreach Strategy Team

- *Kenda Chang-Swanson*: Team Lead: HAPC member; liaison to PHC and vulnerable populations
- *Angela Pounds*: HAPC member; liaison to Rural & Remote Division of Family Practice, and vulnerable populations
- *Janice Power*: HAPC Member; liaison to Gabriola Health Auxiliary, general public, and vulnerable populations

Research, Editorial and Analysis Team

- *Dyan Dunsmoor-Farley*: Team Lead: survey design, survey quantitative analysis, and report writing
- *Jennefer Laidley*: social & economic statistics research; backgrounder writing and design; report editing and design
- *Steve Earle*: HAPC member; editorial support
- *Katharine Patterson*: qualitative analysis and editorial support; liaison with GERTIE and *Gabriola Talks*

Engagement Strategy and Communication Team

- *Tobi Elliott*: Team Lead
- *Steve Earle*: Souder Article lead and liaison
- *John Woods*: HAPC member; liaison with Gabriola Chamber of Commerce; employers, employees in need of sustainable, affordable rental housing

Professional Support Team

- *Sonja Zupanec*: Island Trust Planner; liaison to Gabriola LTC
- *Rob Hellenius*: website design
- *Nola Johnson*: graphic design
- *Chris Mallison*: website hosting

Project Financing

Gabriola Housing Matters was implemented outside of the auspices of the HAPC and was eligible for LTC funding for only direct expenses such as advertising. The LTC provided \$4,000 for advertising and the Gabriola Chamber of Commerce matched the funding, which covered some of the costs of web design, graphic design and web hosting.

The majority of the work was done by volunteers. Over 1000 hours of volunteer time was donated to implement this project, representing between \$44,000 to \$100,000 in value based on professional service rates ranging from \$50/hour to \$100/hour. This is likely a low estimate.

Table 1 shows an estimate of the voluntary hours contributed by team members and their projected actual cost. Note that not all team members are included in this table.

Table 2 below shows the project's funding sources and disbursements.

Table 1: Voluntary Contribution to Gabriola Housing Matters and Projected Actual Cost			
Team Member	Task	Hours	Total
Kenda Chang-Swanson	Survey interviews and glossary preparation	25	25
Dyan Dunsmoor-Farley	Background documents	30	
	Survey development and revision	105	
	Survey analysis and report drafting	105	
	Final report preparation	50	
	Meetings	50	340
Steve Earle	Meetings	50	
	Writing Souder articles	75	
	Analysis documents (edits and figures)	30	155

Tobi Elliott	Engagement design	25	
	Website set up	24	
	Website re-writes	30	
	Admin/operations	35	
	Meetings	50	164
Jennefer Laidley	Meetings	40	
	Background documents, research & writing	70	
	Review of survey materials, articles, website copy, etc.	40	
	Final report preparation	50	200
Katharine Patterson	Survey data analysis	45	
	Editorial writing/meetings	12	
	Editing	6	
	Presentation prep	12	
	Meetings	8	83
Rob Hellenius	Additional website work - pro bono	40	40
Total Voluntary Hours Contributed			1007
Billing at \$50/hour			\$50,350
Billing at \$75/hour			\$75,525
Billing at \$100/hour			\$ 100,700
Staff/Planner Time Jan - March (Sonja Zupanec)		56 hours	

Table 2: Revenue and Expenditures	
Revenue	\$
Island Trust Project Funds	3,995.05
Gabriola Chamber of Commerce	4,000.00
Total	\$7,995.05
Expenditures	
Advertising (Sounder)	4,264.49
Survey Monkey license	102.00
Print and logo design	1,000.00
Web design	1,000.00
Domain name	20.89
Hosting set-up and subscription	189.00
Bank charges	13.50
Total	\$6,589.88
Balance Remaining	\$1,405.17

A condition of the Gabriola Chamber of Commerce funding is that the project provide a legacy platform for ongoing community discourse. The Gabriola Housing Matters website has been transitioned to a community Discourse space to provide this ongoing legacy platform (see: <https://gabriolamatters.ca/>). The outstanding balance from the project funding will be used to ensure that the platform can be used to host important community conversations going forward.

Planning Context

The GHWG's primary consideration for this work is to balance Gabriola's environmental and human needs – to do this we posed the question: how do we protect biodiversity and freshwater resources while recognizing that “the islands are first of all an existing community of people, and the welfare of those people, and those who join them and come after them, must always be a primary concern of the Trust” (Islands Trust 1974 Policy document)? This imperative is reinforced in the [Trust 2003 Policy Statement](#), which establishes three main goals:

- “...preservation and protection of the Trust Area's ecosystem
- Ensur[ing] that human activity and the scale, rate and type of development in the Trust areas are compatible with maintenance of the integrity of the Trust Areas ecosystems, and
- Sustain[ing] island character and healthy communities”.

To understand the community's housing needs, the GHWG drew on the *Gabriola Housing Needs Assessment* (Dillon Consulting, 2018). This report suggests that Gabriola's projected population growth may require an additional 686 housing units, or 28 units per year, by 2041. Over 42% of these units will need to be “affordable” – to meet this projected need, 12 new affordable housing units would need to be built per year for the next 20 years. The data supporting this projected need identified over 130 vulnerable people who access the grocery program (food bank) and other People for a Healthy Community (PHC) services, as well as the “many illegal and inappropriate housing units including garden sheds, mobile homes, recreational vehicles, and summer cottages that have no heat, are improperly insulated, and have no running water or potable water” (Dillon Consulting, 2018).

Need was identified in the following groups: women and children fleeing violence; seniors; young adults; persons living with mental health and addiction problems; LGBTQ2+ persons; racialized individuals; recent immigrants and refugees; people experiencing homelessness; Indigenous people; people with disabilities; and veterans. These data were reinforced by the 2020 *Gabriola Health Report* that showed high

incidence of low-income households with almost 40% of children living in low income, and very high homelessness rates compared to the rest of BC.

The Dillon report included the following recommendations for Gabriola:

1. “Local not-for-profit organizations can acquire land through donation and apply for funding to construct affordable housing
2. The Local Trust Committee can strengthen their affordable housing policies and direction in the OCP to support various forms of affordable housing; and
3. The Local Trust Committee could consider entering into Housing Agreements with individual owners of housing and not-for-profit organizations to ensure affordable housing stays affordable in the long-term” (p.62).

In addition to the Dillon Report, *Gabriola Housing Matters* also drew on findings and recommendations found in *Protecting the Coastal Douglas-fir Zone & Associated Ecosystems – An Islands Trust Toolkit* (2018), *Gulf Islands Groundwater Protection – A Regulatory Toolkit* (2014); and the *Gabriola Health Report* (2020).

Methodology

Consistent with the HAPC mandate to give Gabriolans “opportunities to learn about and inform policy and regulatory options,” the GHWG implemented a two-pronged engagement design, one focus being education and communication, the other on eliciting Gabriolans’ opinions through three surveys. Between January 20 and March 4, each of the surveys was open for two weeks successively, accessible through the Gabriola Housing Matters website at <http://gabriolahousingmatters.ca/>. Paper copies of each survey were made available at the Gabriola branch of the Vancouver Island Regional Library and through the social service agency People for a Healthy Community (PHC), where staff were available to assist those needing help to complete the survey.

In the week prior to the opening of each survey, two half-page advertisements with information about the survey topic and an invitation to participate were placed in the *Gabriola Sounder*. Information and invitations to participate were also sent to a range of organizations for distribution to their memberships and were posted on Facebook.

Draw prizes were donated by local businesses and organizations for every survey and awarded to participants who chose to enter the draw. To encourage sustained engagement with the survey process, an online discussion forum called Pol.is was made available on the website.

The Surveys

The surveys were designed to examine how respondents understood and evaluated policies and approaches to addressing housing affordability within the context of environmental and water conservation challenges and growth pressures.

The survey questions were designed to elicit both quantitative and qualitative data. All questions asked respondents to choose an option closest to their own opinion (e.g., strongly agree; agree; disagree; strongly disagree; not sure; or, yes, no, unsure). These answers are easy to tabulate, express as percentages and illustrate graphically. Most questions gave respondents an opportunity to comment.

The following table shows the distribution of quantitative and qualitative responses for each of the surveys.

Table 3: Summary of Quantitative and Qualitative Responses Across Three Surveys		
Survey	Quantitative Responses	Qualitative Responses
Housing Need, Affordability and Diversity of Supply (Jan 20 - Feb 2)	411	835
Biodiversity, Water Conservation and Housing (Feb 3 - Feb 16)	340	692
Managing Growth and Diversity of Housing Supply (Feb 17 - Mar 2)	336	504
Total Responses	1087	2031

Survey Analytics

Quantitative data was analyzed using the Survey Monkey analysis tool. Each question was assessed for percentage completion and skip rate. Because each survey captured data on respondents' property status – whether they owned property, rented or were precariously housed – where pertinent, questions were analyzed by two groupings: property owners, and renters/precariously housed individuals. This helped to illuminate whether there were significant differences between those who owned property and those who did not. Where differences existed, the results were noted. Where applicable, results were also compared to existing data (for instance, Census data on core housing need, and proportion of owners to renters).

Comments were analyzed thematically and grouped, the results viewed within the context of the quantitative data for the question, and representative quotations were

chosen as illustrations. The qualitative data give a more nuanced view of the survey respondents' take on the issues than the quantitative data alone. Respondents were not required to answer every question in order to move through the survey and some opted to skip questions or parts of questions.

Public Education

To help Gabriolans to learn more about existing policies and regulations as well as housing and environmental concerns, extensive background materials were prepared and presented on the website. Material relevant to each survey could be accessed through a sidebar while answering survey questions or read in advance through the Resources list.

These supporting background documents were:

- Survey 1: *Housing Need on Gabriola; Gabriola Official Community Plan (OCP) Policies Governing Housing*
- Survey 2: *Forest Ecosystems, Protected Land, and Groundwater on Gabriola; GaLTT Conservation Priorities; Key Policies on Biodiversity and Freshwater Conservation for Gabriola Island; and CDF Toolkit*
- Survey 3: *Growth on Gabriola; Key Policies on Managing Growth on Gabriola Island; Gabriola Island Development Potential 2021 Draft Map; and Information about the BC Energy Step Code and Universal Access Design.*

A Glossary of terms was also provided for each survey.

The advertisements which appeared in the *Gabriola Sounder* for each of the three surveys drew on these materials.

All of these background resources can be found in the appendices to this report.

Survey Findings

The Gabriola Housing Working Group prepared three surveys to gauge Gabriolans' attitudes in three separate areas: 1) *Housing Need, Affordability and Diversity of Supply*; 2) *Biodiversity, Water Conservation and Housing*; and, 3) *Managing Growth*.

Each of the surveys started with a question about housing / property status – whether respondents own property, rent, are precariously housed, or have unceded treaty rights. This data was used to analyze the responses to questions through the perspectives of two groups: owners; and renters and the precariously housed. The findings for each of the questions note areas of difference between these groups, where a significant difference exists.

Due to the small number of responses from those with unceded treaty rights (one for each of the three surveys) we have not analysed the data through this perspective - given that it is not statistically significant or necessarily representative of all persons who may fit this category. This person's responses were, of course, included in the general findings and qualitative responses. We acknowledge that the issue of unceded treaty rights and their connection to development on Gabriola is significant and look forward to building relationships with those who have treaty rights to unceded land on Gabriola as we progress with this work.

Both the quantitative and qualitative responses are included in the analysis for each of the questions. Each question is presented as it was posed in the survey followed by presentation of the quantitative and qualitative response data. (Note that some percentages may not add up to 100% because of rounding.) A conclusion statement is included for each question.

Background information for each survey was provided in a series of backgrounders that included facts and statistics about the issues at hand, current applicable goals, policies and regulations as contained in Gabriola's Official Community Plan, information from other sources as required, and glossaries defining key terms. These backgrounders are all attached in the appendices.

Survey 1 – Summary Report

The first of the surveys, *Housing Need, Affordability and Diversity of Supply*, gave Gabriolans the opportunity to comment on: criteria for affordable housing proposals; categories of housing need; secondary suites on larger lots; and, secondary suites on smaller lots. Each question provided space for comments.

Background for Survey One

Background information for the first survey was provided in two documents: *Housing Need on Gabriola* (Appendix 1); and, *Gabriola Official Community Plan (OCP) Policies Governing Housing* (Appendix 2) A glossary of key terms was also provided. In brief:

- **Homelessness:** The rate of homelessness on Gabriola is four times that in Nanaimo and ten times that for all of B.C. Although the total number of people experiencing homelessness on Gabriola (approx. 60) is smaller than in other areas, the proportion is very high.
- **Housing Affordability:** 539 Gabriola households spend more than 30% of their incomes on housing costs, which is the standard measure of affordability. More than half of the 365 renters and one-fifth of the 1,780 homeowners on Gabriola are living in unaffordable housing.
- **Low Income:** Average income on Gabriola is quite low. 25% of Gabriolans get by on less than half the national median income, which is the standard measure of low income, compared to 17% for Nanaimo and 16% for all of BC. Almost 40% of children, 29% of working age adults, and 16% of seniors are in low income.
- **Housing Stock Diversity:** Only 7% of Gabriola's dwellings are apartments, condos or other semi-detached homes, compared with 56% for all of BC. Gabriola is experiencing a significant lack of diversity in its housing stock.
- **Current Policy:** Detailed information about current policy related to housing diversity and affordability is in Appendix B of this report. In general:
 - Affordability is addressed in Gabriola's Official Community Plan (OCP) through policy that supports an increase in residential density on the island, without subdivision and only when it is specifically for affordable housing for special needs residents and seniors.
 - The OCP allows for "multiple-dwelling affordable housing" (defined as three or more affordable units), governed by a housing agreement, that serves the needs of: special needs residents living with physical and/or mental disabilities; seniors 60 years of age or older; and/or low-income families. Approvals of multiple-dwelling affordable housing projects are guided by a

number of criteria as outlined in the OCP with regard to: density; number of units; size of units; location relative to services; major road access; common area amenities; and, water / waste / emissions / energy efficiency.

Development project proponents must demonstrate: affordability in perpetuity; type of management and administration; how units will be made available to qualified occupants; and, the mix of rental and ownership units. No market housing is allowed. Densities for the creation of multi-dwelling affordable housing can come only from the Density Bank, but currently there are no banked densities.

- Housing affordability and diversity are also addressed through policy on secondary suites, which are allowed on lots 2 hectares (5 acres) or larger. The policy allows for one suite of up to 968 square feet, either within or attached to the main dwelling, or detached. For lots in the Agricultural Land Reserve (ALR), a secondary suite must be within the main dwelling.
- Affordable housing is defined in the OCP to mean housing that costs no more than 30% of a household's gross income applied to those households with incomes at or below 60% of the median household income for Gabriola Island (using Canada Census information).

Survey Responses

A total of 411 people responded to this survey, representing 1 response for every 8 Gabriolans aged 19 and over. Not every respondent answered all five questions.

In addition to the quantitative data collected, respondents shared 896 comments.



Question 1: Housing / Property Status

Q1: Please tell us your current housing / property ownership status on Gabriola by choosing the category that applies to your situation (check all that apply)

• Own and reside here full time	• Do not have stable, safe, permanent, appropriate housing
• Own and reside here part time	• Live elsewhere but work here
• Own and visit occasionally	• Have treaty rights to uncaded land here
• Own vacant property	• Prefer not to answer; and,
• Own and rent out property	• Other
• Rent and reside here full time	
• Rent and reside here part time	

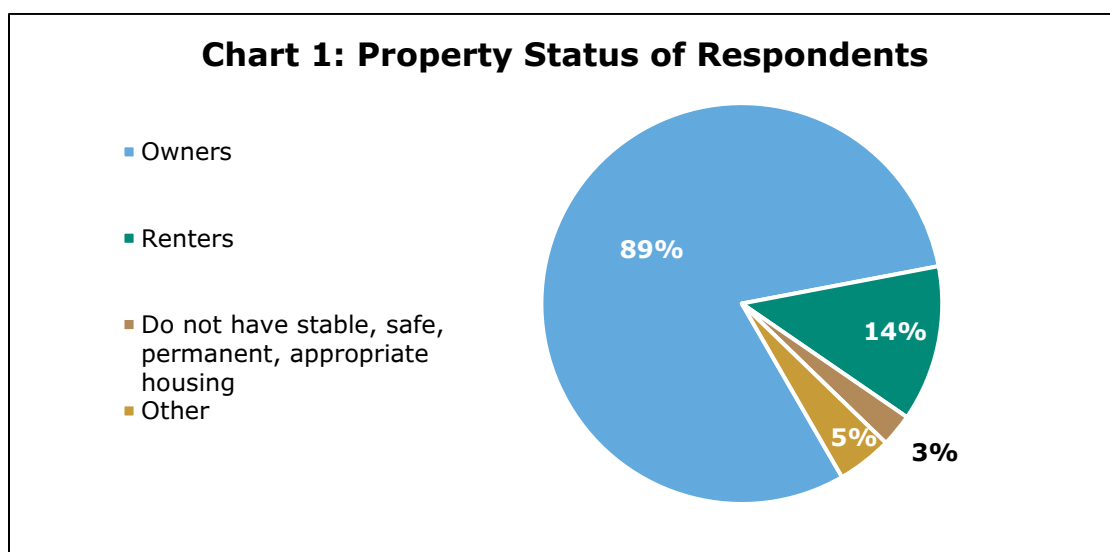
These categories are not mutually exclusive. For instance, a person could own property and be in a precarious housing situation.

General Findings

408 respondents provided 453 responses to this question.

Table 4: Respondents by Housing / Property Ownership Status		
Options	Proportion	Number
I own property and reside here full time	79%	322
I own property and reside here part time	3%	11
I own property and visit occasionally	1%	6
I own vacant property	3%	11
I own property which I rent out	3%	14
I am a renter and reside here full time	14%	57
I am a renter and reside here part time	0%	0
I do not have stable, safe, permanent, appropriate housing	3%	12
I live elsewhere but I work on Gabriola	1%	3
I have treaty rights to unceded land on Gabriola	0%	1
I prefer not to answer	1%	3
Other (please specify)	3%	13

As Chart 1 shows, the majority of the 408 respondents to this question are property owners (89%) with the remainder renting (14%) and precariously housed (3%). *Other* includes all other respondents.



The proportion of owners to renters (including the precariously housed) is consistent with 2016 Census data (which was 83% to 17%).

It should be noted that respondents were asked to identify all the categories that applied to them. For instance, a property owner could indicate that they own and live on the property full-time, and that they own and rent out a property.

Owners

Of the 338 / 83% of respondents who own property:

- The majority occupy the property full time (88%)
- 3% reside here part-time
- 2% occasionally visit
- 3% own vacant property
- 4% own property that they rent out.

Renters & Precariously Housed, and Those with Unceded Treaty Rights

17% of respondents indicated that they either rent, are precariously housed, work on Gabriola and live elsewhere, or have unceded treaty rights. Of those:

- 78% rent and reside on Gabriola full-time
- 17% do not have stable, safe, permanent, appropriate housing
- 4% work on Gabriola but live elsewhere
- 1% indicated they have treaty rights to unceded land on Gabriola.

Qualitative Responses

13 comments were made by respondents that describe their unique housing circumstances – these include housing insecurity, inadequacy, precariousness of tenancy and reliance on family. The comments create a snapshot of some of the multiple challenges that members of the community face and the solutions they adopt:

- “I rent property for my tiny house.”
- “Living out of my car.”
- “Married to land owner with no marital rights to property.”
- “I live in a dwelling that isn’t regulated or technically legal in this community.”

Conclusions: Question 1

Responses to the question about property status generally reflect the proportion of owners to renters as recorded in the 2016 Census.

Question 2: Criteria for Affordable Housing Proposals

Q2: The Gabriola OCP includes several criteria intended to help the Local Trust Committee (LTC) decide whether or not to approve affordable housing proposals. Please tell us how important each of these criteria should be in the LTC’s decision making process (see criteria outlined below).

As noted above, the Local Trust Committee’s decisions to approve “multi-dwelling affordable housing” development proposals are guided by a number of criteria listed in the OCP. Respondents were asked to rank the importance of these various criteria.

General Findings

There were 340 responses to this question; 70 people skipped it (17%).

The five highest ranked criteria (between 88% and 100%) are:

- Rents geared to an affordability test
- Ensuring affordability in perpetuity
- Specifying how the project would be managed and administered
- Specifying how tenancy decisions would be made
- Having the lowest possible net water, waste, greenhouse gas emissions and energy use

The next four criteria ranked lower than the criteria listed above but all exceed 50% support:

- No more than 12 units per hectare
- Average number of units not to exceed 24
- Average size of dwelling not to exceed 83 square meters (900 square feet)
- Site within 0.5 km of the Village or within 2 km walking distance.

Note that support for the last two criteria is significantly lower and varies depending on the housing status of the respondent:

- The site’s main access is off a main road not an existing neighbourhood – Property owners are more likely to attach higher importance to this criterion than renters or those precariously housed
- Common areas such as kitchen and recreation facilities are provided – This criterion is considered less important than all the other criteria. However, renters (54%) are more likely to see it as important than owners (47%) and those precariously housed (17%). Given that 13% of the respondents indicated they are unsure about this criterion, it should be evaluated further before concluding it is unimportant.

A full breakdown of support for the criteria by housing status is below.

Findings by Housing Status

Table 1 below shows those who ranked the various criteria as *Very Important* or *Important* broken down into responses from owners, renters and those precariously housed. The highlighted lines indicate a significant spread in values between owners, renters and the precariously housed.

Property owners are more likely than renters and the precariously housed to support the criterion that ensures access to a housing project be off a main road and not through an existing residential neighbourhood (57% compared to 46% for renters, and 33% for the precariously housed).

The lowest ranking was given to providing common area amenities. Renters, however, see this as more important than owners (54% to 47%). Only 17% of those precariously housed think this is an important consideration. In addition, 13% of respondents indicated that they are *Not Sure*.

Table 5: High Ranking Responses by Housing / Property Ownership Status				
Factor	All	Owners	Renters	Precariously Housed
The rents that will be charged meet an affordability test, such as 30% of a household's income	92%	91%	100%	100%
The maximum density doesn't exceed 12 units per hectare	67%	69%	58%	67%
The average number of dwelling units per development is no more than 24 units	89%	73%	65%	58%
The average size of a dwelling unit doesn't exceed 83 square metres (900 sq. ft.)	58%	60%	52%	58%
The site is within 0.5 kilometres of the Village core or within a 2-kilometre walking distance	65%	65%	63%	67%
The site's main access is off a main road and not through an existing residential neighbourhood	55%	57%	46%	33%
Common area amenities such as kitchen and recreation facilities are provided	47%	47%	54%	17%
The proposal ensures affordability in perpetuity	89%	88%	100%	100%
The proposal specifies how the housing project will be managed and administered	91%	92%	96%	90%
The housing proposal specifies how decisions will be made about tenancy approval	92%	92%	98%	83%
The proposal has the lowest possible net water, waste, greenhouse gas emissions and energy use	90%	90%	96%	92%

Qualitative Responses

480 comments were generated for this question. Comments focused on concerns about water sufficiency and wastewater management, and concerns tied closely to density and its implications for pressures on water (48). Few respondents raised concerns about forest protection (3). A number of respondents oppose any type of affordable housing or the creation of any additional housing of any type (33).

Many of the comments emphasize flexibility, noting that requirements might be project specific:

- “I am concerned about differing restrictions that are imposed by financial agencies, especially if LTC requirements may make it impossible to get financing from some or all sources.”

Another commenter is also concerned about financing, saying:

- “Good goal [30%] but need to have an economically viable mix of rents.”

Similarly, when it came to restrictions on site density, number, and size of units, commenters are concerned about environmental impact and project design requirements:

- “Each housing project needs to consider the land and water resources available at the specific location.”
- “Planners need to be given a lot of flexibility so that they can design to achieve a low-cost supply.”

In terms of proximity to the Village or a main road, many commenters see these restrictions as unnecessary or even undesirable:

- “As long as it’s within easy walking distance of a GERTIE stop, affordable housing could be spread throughout the island so it didn’t have to overload ‘downtown.’ This would remove some concerns about stress on the water supply and overload of septic.”
- “Low income people/families should not be treated as unwelcome in existing neighbourhoods. We should be encouraging a diverse and mixed community on Gabriola, where all people have opportunities to get to know each other.”

A not-for-profit model is preferred, especially for multi-unit projects so that affordability can be sustained, the project managed over the long term, and the selection criteria transparent:

- “This [criterion] applies to larger developments. Should be owned by a not-for-profit corp.”

While environmental protection is important when it comes to construction requirements, affordability is also important:

- “Lowest practicable not lowest possible. Affordability is important here and we cannot make the ‘perfect’ the enemy of the ‘good’.”

Conclusions: Question 2

Overall, the highest ranked criteria are all related to administrative guidelines and processes about how proposals would be evaluated and managed, with one exception – the impact on water, waste, greenhouse gas emissions and energy use.

The lower ranked criteria are all related to infrastructure, suggesting that with the exception of ecological impact considerations, concerns about infrastructure such as project density, dwelling size, etc. are of less concern than how the project is designed to meet need and managed. Nonetheless all the criteria received more than 50% approval.

Question 3: Categories of Need

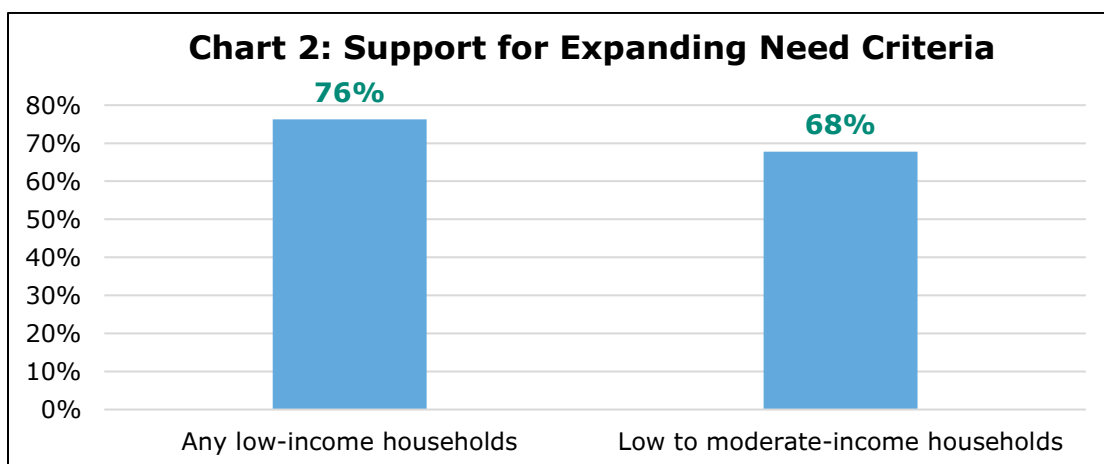
Q3: Would you support expanding the categories of need to include any of the following? Any low-income households; low to moderate income households

As noted above, the OCP currently only permits “multi-dwelling affordable housing” for special needs residents, seniors, and low-income families. Respondents were asked if they would support expanding the categories of need to include *Any Low-Income Households* or *Low to Moderate Income Households*.

General Findings

333 responses were given to this question; 77 people skipped it (19%).

As Chart 2 shows, the majority of respondents support expanding the criteria to include the two additional categories.



Findings by Housing Status

Although owners, renters and the precariously housed all support expanding the criteria (ranging from 64% to 100%), owners are less likely than renters and the precariously housed to support the inclusion of low to moderate-income households (64%).

Qualitative Responses

There were 132 narrative responses to this question. Roughly one-quarter are comments about: the definitions; the criteria that should be considered; the importance of design criteria that reduce stigma and would result in a stable housing community, including the need for a range of income levels; and, the importance of preserving the special rural character, aesthetic, and feel of Gabriola. The remaining 98 comments reflect respondents' ideas about the considerations that should guide decisions about expanding the need criteria.

Commenters have many ideas for criteria expansion although they are concerned to ensure that low income residents receive priority.

- “Higher priority for other groups (seniors/families/special needs) but perhaps a few small apartments to suit single working-aged people.”

Commenters recognize that many Gabriolans face housing challenges:

- “Both low and moderate income households face rental issues here.”

Some see value in a diversity of income levels and housing solutions:

- “A mix would lower stigma and increase options.”
- “If it is a cooperative then it should include higher incomes to help pay the market rents.”

No one model is sufficient:

- “I think we want a range of affordable housing for all people, especially rental housing.”

Conclusions: Question 3

Respondents strongly support expanding the criteria to include any low income households (76%) and to include low to moderate income households (68%).

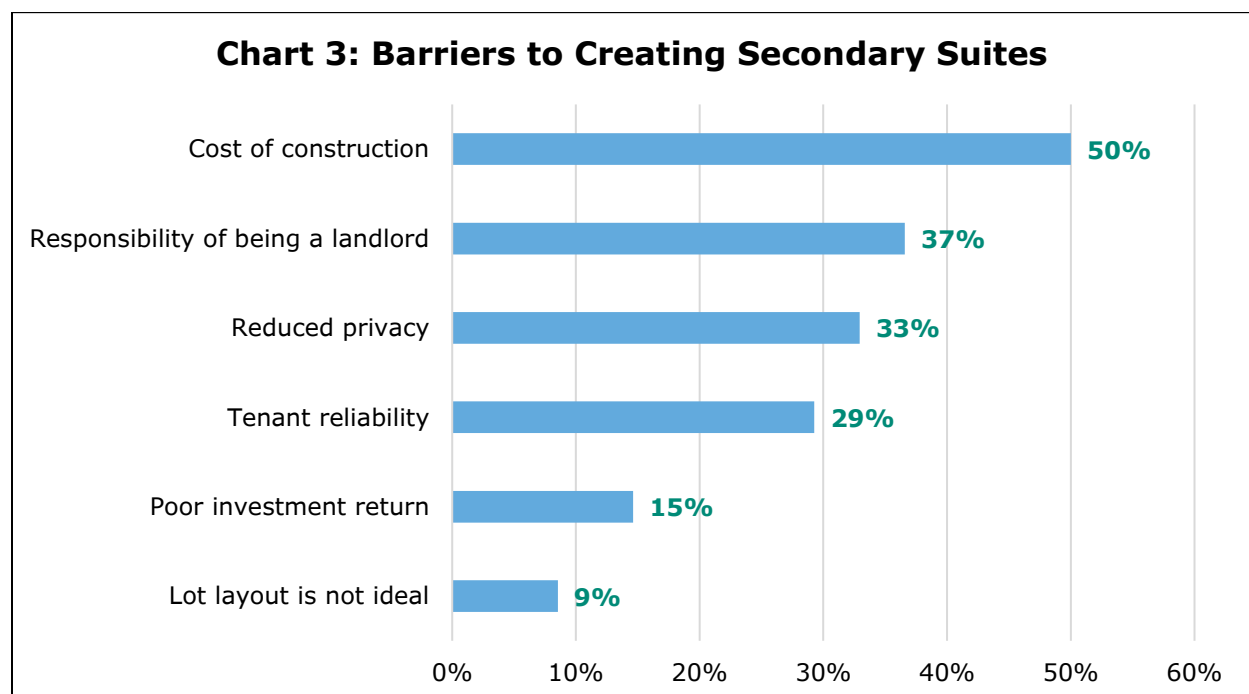
Question 4: Barriers to Creating Secondary Suites on Larger Lots

Q4: If you currently own a property that is 2 hectares / 5 acres or larger without a secondary suite, please describe the barriers to constructing and renting a suite on your property

Gabriola’s OCP currently permits secondary suites on residential lots 2 hectares / 5 acres or larger. Respondents who own these types of properties were asked to describe the barriers to constructing and renting accommodation.

General Findings

82 property owners responded to this question. This represents 21% of this survey’s total respondents who indicated they owned property. 328 people skipped it (79%).



As the chart above indicates, the primary concern for property owners is the cost of construction followed by the responsibility of being a landlord. It would be reasonable to group “responsibility of being a landlord” with “ability to find reliable tenants”. The responses to these two issues grouped together exceed those related to cost concerns (cost = 30%; landlord / tenant issues = 38%). Combining “cost of construction” with “not a sound investment” brings the proportion of respondents concerned about cost issues to 35%, which is still smaller than those concerned about landlord / tenant issues.

Qualitative Responses

There were 31 narrative responses to this question.

One respondent noted confusion about the term ‘secondary suite’ which seems to imply attachment to an existing dwelling. ‘Secondary suite’ is the terminology used in the OCP (section 2.6.1a). A review of the *Housing Issues* Facebook page revealed a thread dealing with this issue, which proposed that the terminology be changed to ‘secondary accommodation’ to account for the variety of allowed approaches (e.g., separate cottage, suite in house, suite over garage, etc.).

Conclusions: Question 4

The main barriers to construction of secondary suites on properties over 2 hectares / 5 acres are financial cost, responsibility of being a landlord, and the risk of reduced privacy.

The question asked those with these properties what the barriers are to building a secondary suite on their property, but did not ask them *whether* they would consider doing so. We can’t assume that these 77 property owners would build secondary accommodation even if there were no barriers. It appears from the data that even if financial considerations are not a factor, a major stumbling block is the responsibility associated with finding and keeping reliable tenants.

Question 5: Creating Secondary Suites on Smaller Lots

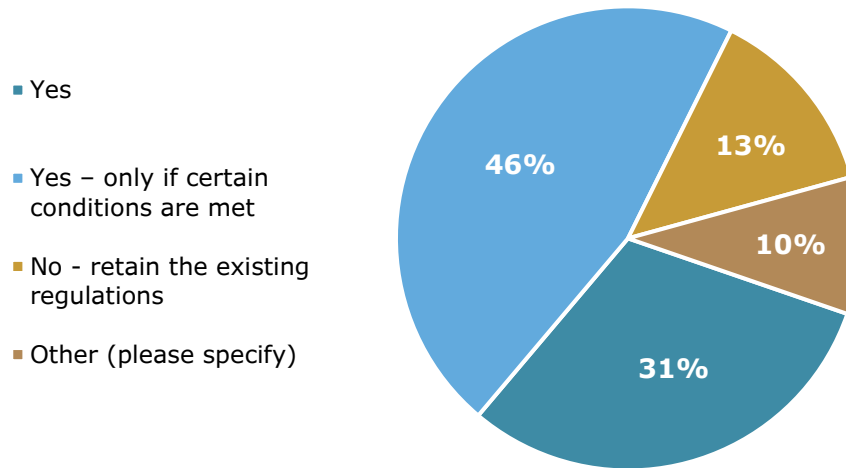
Q5: Would you support a re-write of policies and regulations to enable secondary suites to be constructed on Gabriola Island on residential parcels that are smaller than 2 hectares / 5 acres?

Respondents were asked whether they would support secondary suites on smaller lots.

General Findings

314 respondents answered this question, and 96 people skipped it (23%). Of the respondents, one-third support allowing secondary suites on smaller residential properties unconditionally, 46% are supportive but with conditions, and 13% do not support the change.

Chart 4: Support for Secondary Suites on Smaller Lots



Findings by Housing Status

Property owners are more likely to say *Yes – only if certain conditions are met* (54% compared to 46% of the total respondents).

Conclusions: Question 5

The vast majority (77%) of respondents support allowing secondary suites on smaller lots, but the majority of those would require some form of conditionality (as explored in Question 6).

The difference in responses by housing status may reflect concerns that property owners have about the responsibilities associated with being a landlord compared with the attraction of this option for renters faced with housing challenges.

Question 6: Criteria for Secondary Suites on Smaller Lots

Q6: If the LTC was to consider allowing secondary suites on properties less than 2 hectares / 5 acres, please rate the importance of the following conditions

- A minimum lot size is established
- Limits are set on rental rates to ensure affordability
- Ecological protection measures are required on the lot
- Higher construction standards are required for new buildings
- Limits are set for maximum floor area / lot coverage for the principle dwelling AND secondary suite

General Findings

There were 312 responses and 63 comments. 98 people skipped this question (24%).

Of the 312 responses:

- 91% rate ecological protection measures as essential or desirable
- 80% rate setting limits on floor area/lot coverage as essential or desirable
- 71% rate establishing a minimum lot size as essential or desirable
- 69% rate setting rent limits as essential or desirable
- 61% rate requiring higher construction standards as essential or desirable.

Findings by Housing Status

There is very little difference in responses between property owners, renters and the precariously housed with two exceptions. First, renters and those who are precariously housed are much more likely to support setting limits on rental rates to ensure affordability (92%) compared to owners at (64%). Second, renters are more likely to support higher construction standards for new buildings (71%) than owners or the precariously housed (~ 59%).

Qualitative Responses

Although 31% of respondents support allowing secondary suites on properties under 2 hectares / 5 acres and 46% support this option with specific conditions, a variety of issues were raised in the comments, some of which were not addressed in the options listed above.

The dominant issues relate to: the existence of illegal and substandard rental accommodation (including unpermitted AirBnBs; 10) and the lack of regulation of this existing stock and the inherent enforcement challenges (7); the costs and unintended impact of meeting the standards in the existing building code (13); the feasibility of setting limits on rental rates without the authority to regulate (3); and, the importance of ensuring sufficient water and appropriate septic (17).

Two respondents noted that if a decision is made to allow secondary suites on smaller lots, it should be *instead* of multiple family housing developments, not in addition. And two respondents noted the challenges of aging in place and the need for someone to live onsite to provide supports.

These excerpts from the 63 narrative responses shine a light on some of the concerns:

- “Until we can find a way to monitor and improve or shut down secondary suites that are substandard, this option should not be expanded. No matter how many

‘good places’ are built, new people will still arrive and move into the sub-standard units, which simply increases the island population without improving the results of the survey. Until this gap is addressed, we will not be able to fix the problem of poor living conditions. I think it is important not to demonize the owners who are providing these suites but help them do it correctly. For many, that is how they are managing to live affordably in an ownership-dominant region.”

- “Yes - On our <1 acre lot, we have a 1 bedroom cabin that has its own driveway, its own septic system, shares water from our water system (well + 3 cisterns), and we're close to the village. Under the current bylaws, we are not allowed to legally rent it out even though we know there's a shortage of housing on the island. This actually is very, very disappointing.”
- “For me this is a water issue. The point as I understand it is that we want to spread out the number of households/people drawing on the restricted water supply. Allowing secondary suites on smaller properties implies densification, which our water resources cannot support and will be decreasingly available as the climate crisis intensifies.”
- “Conditions should include adequate water provision including rainwater harvesting and a sufficien[tly] robust waste system. Such properties and applications would have to meet current septic regulations (post-2007) which are mu[ch] more rigorous than the earlier regs, so many existing septic systems may not be able to handle the increased load.”
- “Sometimes strict adherence to building codes means that people who are poor or choose to live in a different way are harassed or made homeless. I am against forcing people out of their homes or dwelling just because they don't adhere to codes.”
- “I could agree with expanding the secondary suites category to 1 ha or 2.5 acre lots only. Densification beyond that would be far too much for Gabriola to bear. I think that the IT has to address the large number of illegal secondary suites currently on much smaller properties. I know there are many people who rely on illegal suite income to survive and many people rent those suites because it is the only way to find a place to rent here. However, all efforts to plan and manage density are a sham without more directly and proactively addressing the illegal secondary suites.”
- “Even if people are home owners, many of us already need or will need the extra income that rental housing on our properties would give us. Plus, as we age, having the ability to have some younger folk on the property to help out with things would make a huge difference! The current bylaws that prohibit secondary

dwellings on lots smaller than five acres is harming islanders and I wish that was discussed more.”

- “I am totally against secondary suites on [G]abriola. We don't need more people moving here because we do not have the infrastructure. One grocery store that is already too busy especially in summer months, won't cut it with an increased population. The problem with housing affordability is that the prices are too high to be[gin] with, so many if not most people now can't afford to buy. Homeowners should not rely on secondary suite income to make more money or pay off their mortgage faster when others can't afford to buy. The main issue is that our ferry wait times are already really long, our roads aren't in great shape, we only have one grocery store. There is simply not enough services in this rural community to grow the population.... This is a rural area and a protected area. It is not meant to have a high population.”

Conclusions: Question 6

Fewer than one-third of respondents support allowing secondary suites on properties smaller than 2 hectares / 5 acres. 46% feel it would be appropriate, but their support comes with significant caveats regarding ecological protection, limiting floor area and lot coverage, specifying a minimum lot size, requiring rent limits to ensure affordability, and requiring higher construction standards.

Survey 2 – Summary Report

The second of the three surveys, *Biodiversity, Water Conservation and Housing*, gave Gabriolans the opportunity to comment on: including the concept of biodiversity in the Official Community Plan; the effectiveness of various biodiversity policy options; the value of implementing actions outlined in the Coastal Douglas-fir Toolkit; and the importance of various measures to protect groundwater. Each question provided space for respondents to make comments in their own words.

Background for Survey Two

Background information for the second survey was provided in three documents: *Forest Ecosystems, Protected Land, and Groundwater on Gabriola* (see Appendix 4); *Key Policies on Biodiversity and Freshwater Conservation for Gabriola Island* (Appendix 5); and, *GalTT Major Conservation Threats and Priorities* (Appendix 6). A glossary of key terms was also provided. In brief:

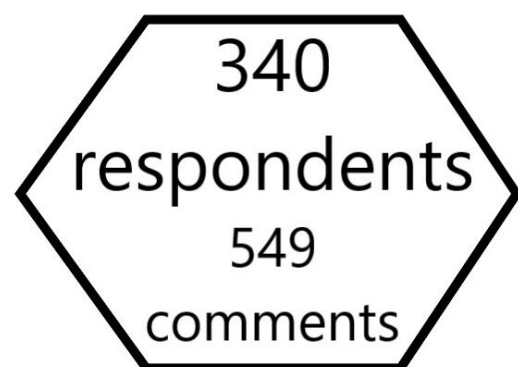
- **Unique Ecosystems:** Gabriola Island lies within the Coastal Douglas-fir (CDF) Biogeoclimatic Zone, which is the smallest of BC's 16 major ecosystem zones. The ecosystems found within it are rare and highly endangered and include Douglas-fir forests, as well as Garry Oak woodlands, wetlands, estuaries, and other unique communities of plant, animal, and fungi found nowhere else in the world.
- **Conservation Threats:** According to the Gabriola Land and Trails Trust, apart from climate change, most conservation threats on Gabriola result from population growth and related development, which lead to:
 - Tree cutting
 - Stress on ground water
 - Fragmentation of natural habitat
 - Disturbance of sensitive ecosystems and rare species
 - Increase in invasive species.
- **Groundwater Resources:** Gabriola's primary source of water for household consumption and irrigation is groundwater stored in aquifers, which are recharged from rainwater. 57% of rainwater comes in November through February and only 13% in May through August. Gabriola thus has a freshwater storage problem, not a supply problem. While a lot of water is stored in the ground, accessing it can be difficult. Increased development and climate change will put pressure on Gabriola's groundwater resources.

- **Current Policy:** Detailed information about current policy related to biodiversity and groundwater protection is in Appendix D of this report. In brief:
 - The term biodiversity is not used in the current Official Community Plan (1997); however, the OCP does state that “This Plan attempts to preserve the unique environment of the Gabriola Planning Area for future generations through its established goals, which speak to the protection of the natural environment and its sensitive ecosystems.”
 - The OCP includes a number of goals, policies and objectives related to the natural environment and its protection, including groundwater resources.
 - There is currently no overarching strategy in the OCP to identify biodiversity and freshwater conservation priorities and ensure that effective objectives and policies are both in place and regulated.
 - Many of the OCP’s policies and regulations use ‘soft’ language like ‘encourage’ rather setting a requirement. Currently, requirements are expressly stated only in regard to environmentally sensitive area designations, marine resource areas, and specific development permit areas.
 - In 2018, the Islands Trust published a toolkit for protecting the Coastal Douglas-fir (CDF) ecosystem. The document includes maps showing areas needing protection along with guidance on a number of regulatory tools that Local Trust Committees can use to help preserve this unique ecosystem. None of the CDF Toolkit recommendations have yet been incorporated into the Gabriola OCP and Land Use Bylaw.
 - The Islands Trust’s *Groundwater Protection Toolkit* provides guidance on various regulatory tools that can be used to protect groundwater resources. Only one of the Groundwater Protection Toolkit recommendations has been incorporated into the Gabriola OCP and Land Use Bylaw so far.

Survey Responses

A total of 340 people responded to this survey, representing 1 response for every 10 Gabriolans – a slightly lower response rate than for the first survey.

In addition to the quantitative data collected, respondents shared 549 comments.



Question 1: Housing / Property Status

Q1: Please tell us your current housing / property ownership status on Gabriola by choosing the category that applies to your situation (check all that apply)

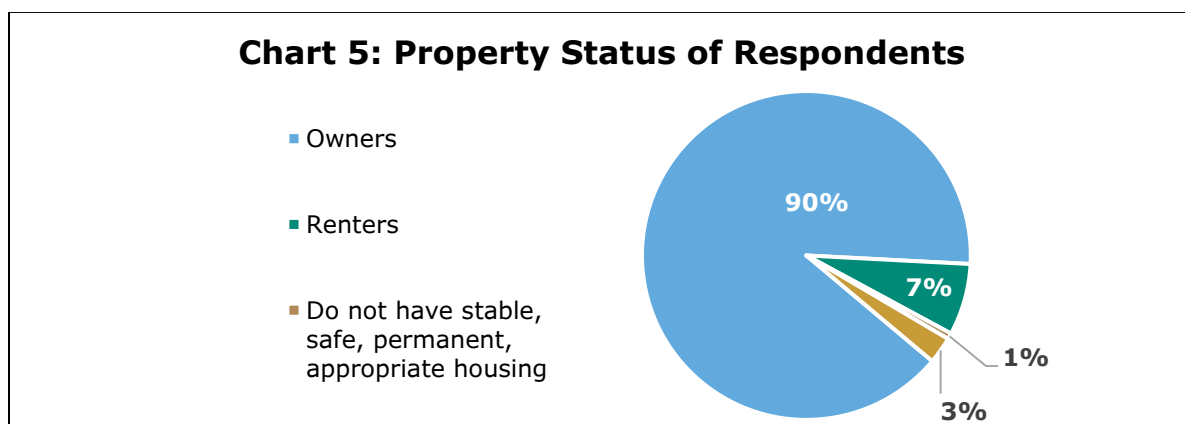
The list of possible responses to this question is the same as for Question 1 in Survey 1.

General Findings

332 respondents provided 340 responses to this question.

Table 6: Respondents by Housing / Property Ownership Status		
Options	Proportion	Number
I own property and reside here full time	83%	281
I own property and reside here part time	4%	14
I own property and visit occasionally	1%	3
I own vacant property	1%	3
I own property which I rent out	1%	4
I am a renter and reside here full time	7%	23
I am a renter and reside here part time	0%	1
I do not have stable, safe, permanent, appropriate housing	1%	2
I live elsewhere but I work on Gabriola	0%	0
I have treaty rights to unceded land on Gabriola	0%	1
I prefer not to answer	1%	2
Other (please specify)	2%	6

As Chart 5 shows, most of the 332 respondents are property owners (90%) with the rest renting (7%) and precariously housed (1%). *Other* includes all other respondents.



It should be noted that respondents were asked to identify all the categories that applied to them. For instance, a property owner could indicate that they owned and lived on the property full-time, and that they owned and rented out a property.

Owners

Of the survey respondents who owned property:

- The majority occupied the property full time (92%)
- 4.5% resided here part-time
- 1% occasionally visit
- 1% owned vacant property
- 1.5% owned property that they rent out.

Renters & Precariously Housed, and Those with Unceded Treaty Rights

Renters, the precariously housed, and those that have unceded treaty rights represented 8.5% of the responses. Of those:

- 88% rent
- 8% do not have stable, safe, permanent, appropriate housing
- 4% indicated they have treaty rights to unceded land on Gabriola.

Qualitative Responses

Five of the six respondents who defined themselves as *Other* identified themselves as renters, and two as long-time Gabriola residents of 20 years or more. They focused on the insecurity of their housing, a situation made worse by the lack of available, affordable rental housing.

- “I am a renter who resides here full time for the past 25 years. My rental is going on the market, so I also consider my family in unstable housing with zero rental availability.”
- “I am a full-time rental resident (for 3 years) and do not have safe, affordable and stable housing.”

Conclusions: Question 1

The majority of responses are from property owners (92%). This is a higher proportion of owners to renters than in the first survey and is higher than the distribution of owners to renters in the 2016 Census.

No effort was made to weight the responses to balance the perspectives between owners and renters; however, each question was evaluated to determine whether there was a statistically significant difference in responses between owners and renters.

Question 2: Inclusion of Biodiversity in the OCP

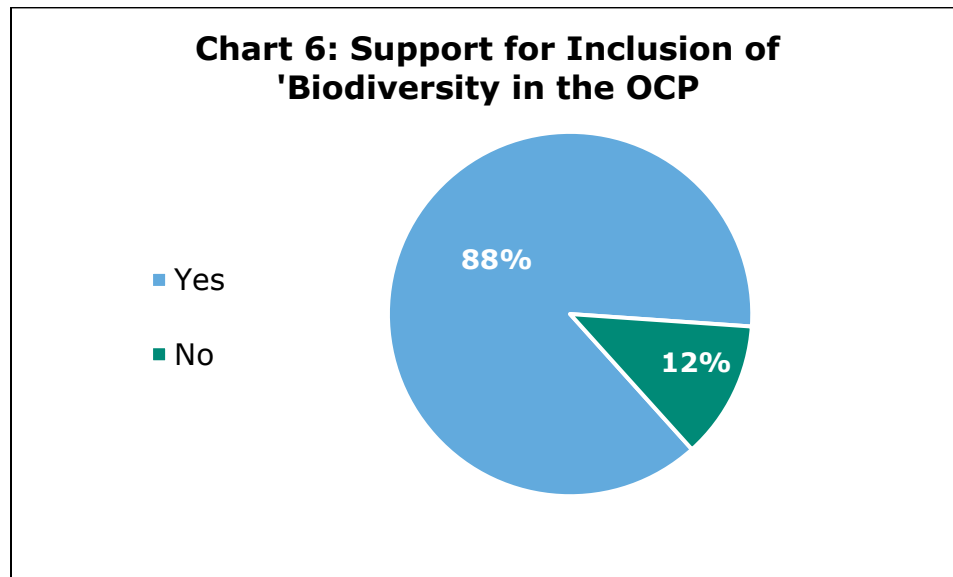
Q2: Should the Local Trust Committee draft new policies to specifically address protection of biodiversity and restoration of the natural environment on the island?

This question was asked to gauge support for more specific policies than the current OCP general statements about “preserving and protecting” Gabriola’s unique natural environment and its sensitive ecosystems.

General Findings

There were 286 responses to this question and 74 comments. 54 people skipped this question (16%).

As Chart 6 below indicates, respondents indicated strong support for the inclusion of policies that explicitly address biodiversity in the Official Community Plan (88%).



Findings by Housing Status

87% of owners support new policies around biodiversity, compared to 100% of renters.

Qualitative Responses

Seventy-four comments were received on this topic.

A majority of the comments are about the sufficiency of the current OCP: 11 feel there is no need to change the current situation, although they are not explicitly opposed to adding 'biodiversity.' Four commenters want to amend 'biodiversity' to 'biocultural diversity' recognizing that human activity is an essential element and in recognition of the need for social justice and fairness. Several stressed the need for an educational component.

Six commenters deemed the current plan inadequate. Of particular concern is the clear-cutting of lots (6) although 3 commenters recognized the difficulties of balancing property rights with forest protection. Seven commenters called for new policies that are clear and have measurable and actionable policies. Two commenters want policy specificity by zone and the protection of farmland. Three commenters want no new development or growth.

The following quotes show the range of these perspectives.

- “Our ecosystem is under pressure from a variety of external forces, including climate change and increased rates of development. The status quo is not adequate to protect it.”
- “The challenge is to extend reasonable regulation over private land to put some limits on the rights to cut trees. Too many lots are being clearcut. Striking a balance between property rights and protection will be hard and legally difficult.”
- “Yes, but biodiversity should not be compartmentalized on its own. A better more inclusive term that considers environment and culture is biocultural diversity, biocultural diversity as a framework better recognizes both nature and culture as interconnected.”

Conclusions: Question 2

The responses to this question show clear support among respondents for incorporating the concept of biodiversity into the Official Community Plan. However, the concept itself needs to be clearly articulated – for instance, delineating the difference between *biodiversity* or *biocultural diversity*, which incorporates the role of human activity.

Question 3: Effectiveness of Biodiversity Policy Options

Q3: Please rate how effective you think the following options would be in protecting biodiversity:

- Encouraging property owners to voluntarily take protective measures
- Setting requirements on a case-by-case basis for each new rezoning application
- Establishing new Development Permit Areas to regulate development and protect biodiversity
- Establishing new regulations for specific conservation objectives (e.g., reducing tree cutting) that would apply to all property owners

Question 3 allows respondents to evaluate the effectiveness of various policy options to protecting biodiversity, ranging from the current 'soft' language in the OCP to 'harder' approaches such as more specific requirements that would apply to all property owners.

General Findings

There were 297 responses to this question and 234 comments. 43 People skipped this question (13%). As Table 7 shows, respondents rated the effectiveness of each of the policy options depending on the relative effectiveness of the requirements.

Table 7: Effectiveness of Policy Options						
Policy Option	Very Effective	Somewhat Effective	Neither Effective nor Ineffective	Somewhat Ineffective	Very Ineffective	Not Sure
Encourage property owners to take protective measures	6%%	25%	13%	19%%	35%	2%
Set requirements on a case by case basis for each new rezoning application	25%	40%	8%	12%	10%	5%
Establish new Development Permit Areas to regulate development to protect biodiversity	45%	36%	6%	5%	4%	5%
Establish new regulations for specific conservation objectives that would apply to all property owners	50%	26%	7%	4%	7%	6%

When *Very Effective* and *Somewhat Effective* responses are combined, respondents ranked the approaches in the order shown in the table below.

Table 8: Ranked Combined Effectiveness Ratings			
Policy Option	Very Effective	Somewhat Effective	Combined Rating
Establish new Development Permit Areas to regulate development to protect biodiversity	45%	36%	81%
Establish new regulations for specific conservation objectives that would apply to all property owners	50%	26%	76%
Set requirements on a case by case basis for each new rezoning application	25%	40%	65%
Encourage property owners to take protective measures	6%	25%	31%

The last (*Encourage Property Owners to Take Proactive Measures*) is clearly seen as the least effective policy tool with 54% of respondents seeing it as either *Very Ineffective* (35%) or *Somewhat Ineffective* (19%).

Findings by Housing Status

Renters are much more likely to see the *Encourage Property Owners to Take Protective Measures* option as ineffective than property owners.

Qualitative Responses

Of the 234 comments received, 20% are aimed at the voluntary option, 28% for the case-by-case option, 20% for the DPA option, and 31% for regulations that would apply to all property owners.

a) Voluntary Compliance

Although a clear majority of quantitative question respondents found relying on voluntary action ineffective, the comments tended to look at the question in a more balanced way. Five comments pointed to the inadequacy of the current situation but another five commented that voluntary action is already being taken. Seven commenters feel property owners needed to have a clear understanding of what measures could be taken, including zone-specific measures, for which educational materials are required. Five commenters pointed to incentivization; five want specific restrictions; and three want enforcement of restrictions and repercussions for non-compliance. The following quotes illustrate some of these ideas.

- “Owners need to know what area their property is in (high concern, etc.) and what protective measures” [are necessary].

- “Voluntary measures unlikely observed by developers and speculators.”
- “Demonstrated to be effective by the donations, bequeaths, and conservation easements we have on the island.”
- “Unless the encouragement has some monetary value most would not pay any attention. Perhaps a tax break for those who work with an eye to specific biodiversity.”

b) Case-by-Case

Two thirds of the respondents feel a case-by-case assessment would be effective, but the comments expressed much less certainty. Eighteen commenters are not against case-by-case assessment specifically, but they see many extenuating factors such as: staff knowledge; increased work for Trust staff; politics; lack of consistency; and, particularly, the influence of money. Seven commenters are concerned about fairness and three anticipated increased litigation or disputation. Five commenters think case-by-case assessment is the process already in place. Ten commenters want to have baseline requirements that would apply in all situations. And six want no development or density increase at all. The following quotes illuminate these points.

- “Case by case may adversely cause litigation.”
- “Depends on too many extenuating factors to be effective: bias or personal views of elected officials at the time, level of knowledge/experience of staff making recommendations, pressure from the public/private sector. Case by case could be effective, but likely would not be over the long term.”
- “Totally depends on baseline requirements. All too often money talks.”
- “Setting different requirements for different applicants may be perceived and may well be unfair.”
- “Although the effectiveness of this has much to do with the personalities involved, some flexibility in rezoning must be available.”
- “This would do nothing to protect or restore land that has already been developed / clear cut. I feel we need to put in place regulations that govern existing properties to the same standards as new developments.”

c) New Development Permit Area

Overall, the comments are supportive of this approach (8); however, some are concerned about over-regulation and counter-productivity and at least one wants more pro-activity with landowners. Three comments pointed to the lack of enforcement of regulations and three want no more development. The following quotes are examples of these viewpoints.

- “Useful because I think our local government can do this anytime - not just in conjunction with a rezoning application.”
- “This could be counter-productive by creating resistance and needing a lot of resources to police.”

d) New Regulations Applied to All Property Owners

This approach is strongly supported in the quantitative responses and garnered the most comments. Almost all the comments are directed to tree cutting only. Fifteen commenters are fully in agreement with implementing such a policy. Five want clear directives. Nine commenters feel such a policy would meet with irritation, resistance and lawlessness. Seven said there is currently no legislative authority for such a policy and six commenters are concerned about regulating activity on private land. Five pointed to selective logging and ecoforestry practices already in use and two want grandfathering for current owners. Four commenters pointed to the difficulty of compliance for small property owners in light of hazard mitigation (1), *FireSmart* guidelines (2), and construction requirements (1). Seven commenters see developers as more of a problem than property owners.

- “This is getting to be more like it. Understanding that the evaluation of ‘tree cutting’ or other directives, must be clearly outlined.”
- “If organized and expressed as a simple percentage consistent with international biodiversity objectives i.e. all lots must maintain, conserve or restore at least 30% of their lot as a forest / native species community.”
- “Why is there so much emphasis on tree cutting. I cut down lots of dead, hazardous and other trees for fire smarting purposes. I have also planted dozens of trees on my property. Who are you to tell me which of those trees I cut or planted met your objectives.”
- “Property owners are a small part of the problem. Developers are far more of a(n) issue, in much the same way that only a few corporations on this planet are causing 70% of the GHGs.”

Conclusions: Question 3

Current OCP policies lean towards encouraging certain behaviours and applying more prescriptive strategies (e.g., through rezoning applications or establishing DPAs) in targeted areas. Clearly, there is an appetite among those surveyed to take a more assertive approach to protecting and enhancing biodiversity on the island.

Since clear cutting and site clearing on private properties is the major concern, the development of new regulations might begin there, although commenters raised concerns about resistance and litigation by property owners and the difficulty of

enforcing compliance. The implementation of protective and restorative measures in public spaces is also an area of high consensus. A need was also expressed for more educational materials directed to what is possible in each of the specific land use areas and zones.

Question 4: Coastal Douglas-fir Toolkit Policies

Q4: Please rate the degree to which you would support the Local Trust Committee in implementing each of the following activities:

- Establish policies and regulations to protect and restore CDF ecosystems on private property
- Establish new Development Permit Areas to protect and restore CDF ecosystems in high priority areas
- Establish policies to prioritize parkland dedication at the time of subdivision if it results in protection of CDF ecosystems.

The purpose of this question is to gauge support for three key policy streams emerging from the Islands Trust’s *Coastal Douglas-fir Toolkit*. None of the provisions of the CDF Toolkit have yet been implemented on Gabriola.

General Findings

There were 285 responses to this question and 121 comments. 55 people skipped this question (16%).

As Table 9 shows, there is support for all three protection policies. Policies that prioritize parkland received the highest evaluation of *Strongly Support*, at 63% compared to 58% for new Development Permit Areas and 48% for policies and regulations to protect and restore CDF ecosystems on private property.

Table 9: Support Levels for CDF Policy Changes					
	Strongly Support	Support	Support in Principle but Need More Information	Do Not Support	Not Sure
Develop new policies and regulations to protect and restore CDF ecosystems on private properties	48%	21%	22%	7%	2%
Establish new Development Permit Areas to protect and restore CDF ecosystems in high priority areas of the island	58%	22%	15%	3%	3%
Develop new policies which prioritize parkland dedication at the time of subdivision if it results in protection of CDF ecosystems	63%	19%	13%	3%	3%

As Table 10 below shows, when levels of support (*Strongly Support*, *Support*, and *Support in Principle*) are combined, the rankings are as follows:

- Develop new policies which prioritize parkland dedication at the time of subdivision if it results in protection of CDF ecosystems (82%-95%)
- Establish new Development Permit Areas to protect and restore CDF ecosystems in high priority areas of the island (80%-94%)
- Develop new policies and regulations to protect and restore CDF ecosystems on private properties (63%-91%).

Table 10: Combined Support for CDF Policy Changes			
Policy	Strongly Support	Support	Support in Principle but Need More Information
Develop new policies which prioritize parkland dedication at the time of subdivision if it results in protection of CDF ecosystems	63%	19%	13%
Establish new Development Permit Areas to protect and restore CDF ecosystems in high priority areas of the island	58%	22%	15%
Develop new policies and regulations to protect and restore CDF ecosystems on private properties	48%	21%	22%

Qualitative Responses

Question 4 received 121 comments distributed across the three policy options and the category *Other*, as outlined below.

a) Policies and Regulations Aimed at Private Property

Thirty-two comments were submitted on this option, representing 26% of the 121 total comments.

While many respondents are supportive generally, quite a few have concerns similar to those expressed in the previous question, such as the infringement on property rights, small lot compliance, and penalizing those already using good practices. Four commenters want clearly defined and detailed parameters, and one mentioned the need for educational materials that are zone- and site- specific. Four want forest protection first and one wants forest preservation on public lands. The following comments demonstrate these concerns.

- “Even if the Trust cannot do this [clear-cutting regulations], it should never stop trying and advocating for this.”

- “Hard to balance landowner rights and community rights.”
- “No more logging or building of any kind in red zone areas. Protect the Douglas fir areas first and foremost.”

b) Establish New Development Permit Areas in Priority Zones

Twenty-two comments were submitted on this option, representing 18% of the total comments.

A solid majority of respondents are in favour of this suggestion. Those that did comment are in favour of applying DPAs to larger and/or public tracts of land (5), with one seeing the educational benefits of public visibility. One commenter feels there might be Indigenous resistance. Four commenters rejected more development and two want to see the application be retroactive in the interests of protection and fairness. The following comments illustrate some of these concerns.

- “Any publicly visible restoration projects are an opportunity to educate and engage people. Post-Covid reality is outdoors!”
- “On public land only.”
- “I suspect the Snuneymuxw may not support this for the Crown / treaty lands where most of the contiguous CDF areas remain.”

c) Subdivision That Prioritizes Parkland of CDF Ecosystem

Thirty-eight comments were submitted on this option, representing 31% of the total comments.

Although there is a more solid majority support for this suggestion in the quantitative responses, it did attract more comments than the previous two questions. Thirteen commenters rejected any more subdivision altogether, no matter what amenity concessions are proposed. Five think we already have regulations of that type and two see such a regulation as being ineffective. One commenter argued for co-management with Indigenous partners. The following comments illustrate some of these concerns.

- “There are legal requirements set by provincial legislation in regards for parkland at the time of subdivision. New policies would be ineffective.”
- “Amenities given shouldn’t be the carrot for developers to have their proposals passed or densities allocated in their favour.”
- “No further development or increased densities. The Trust’s job is to preserve and protect the environment and not be density brokers.”

d) Other Responses

Twenty-nine comments were submitted on this option, representing 24% of the total comments.

As was the case for responses to this question more generally, the main focus is the rejection of any further subdivision or development (7). Several commenters are concerned about the lack of time to make decisions because too little forest would be left. Two mentioned the need for mapping both buildout and forest preservation priority areas combined. Other suggestions included a native plant nursery, assessment of existing legislation and site-specific guidance. The following comments illustrate some of these concerns.

- “Incentive-based voluntary stewardship delivered by local conservancies and trusts has long been proven to be an effective and expeditious tool over long road to regulation and enforcement. We don’t have that kind of time now!!!!”
- “Finding ways to protect larger areas of land (parks, protected zones, etc.) rather than bits and pieces on people’s small lots would be more effective in actually preserving the CDF forest environment.”
- “Establish programs to support landowners who develop land using environmentally sound methods. Discourage those who clearcut their properties.”

Conclusions: Question 4

Survey respondents are clearly supportive of all measures to protect and enhance Gabriola’s CDF biogeoclimatic zone. But as the qualitative responses above show, there are certain caveats and conditions that survey respondents want to see implemented.

Regulations applicable to existing properties are seen as important but there is also the acknowledgement of the potential for resistance from private property owners. Parkland enhancement is also seen as desirable; however, it is also seen as being too closely tied to development, ecological disturbance and increased density. As in the previous question, the development of educational materials is seen as important.

Question 5: Groundwater Protection Measures

Q5: Please rate your level of support for the Local Trust Committee to explore the following options to identify and protect groundwater quality and quantity on Gabriola Island:

- Develop new regulations that would require rainwater collection and re-use for domestic purposes for new dwellings

- Develop new regulations that would require groundwater monitoring and data collection for new commercial, industrial, institutional or multi-family developments
- Provide educational materials to residents on groundwater quality and quantity protection measures
- Develop new proof of water requirements for subdivision applications that are aligned with local groundwater conditions and the Islands Trust 'preserve and protect' mandate
- Develop policies and regulations that encourage retention of forests and watershed ecosystems to promote groundwater recharge

This question was intended to gather feedback on five broad policy directions to protect and enhance sustainability of groundwater resources.

General Findings

There were 277 responses to this question and 194 comments. 63 people skipped this question (23%). Table 11 below shows all responses to this question.

Table 11: Support for Groundwater Quality and Quantity Protection Options					
	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Develop new regulations that would require rainwater collection and re-use for domestic purposes for new dwellings	68%	23%	5%	1%	1%
Develop new regulations that would require groundwater monitoring and data collection for new commercial, industrial, institutional or multi-family developments	69%	19%	4%	2%	2%
Provide educational materials to residents on groundwater quality and quantity protection measures	62%	26%	9%	0%	2%
Develop new proof of water requirements for subdivision applications that are aligned with local groundwater conditions and the Islands Trust 'preserve and protect' mandate	70%	19%	4%	2%	1%
Develop policies and regulations that encourage retention of forests and watershed ecosystems to promote groundwater recharge	68%	20%	6%	1%	2%

When the choices *Strongly Agree* and *Agree* are combined, as in Table 12 below, there is very strong support (i.e., above 85%) for implementing all of the policies to protect groundwater quality and quantity on Gabriola. Respondents gave a slightly higher rating to developing new regulations requiring rainwater collection and re-use for domestic purposes for new dwellings.

Table 12: Combined Support for Groundwater Quality and Quantity Protection Options			
Policy	Strongly Agree	Agree	Combined Rating
Develop new regulations that would require rainwater collection and re-use for domestic purposes for new dwellings	68%	24%	92%
Develop new regulations that would require groundwater monitoring and data collection for new commercial, industrial, institutional or multi-family developments	69%	20%	89%
Provide educational materials to residents on groundwater quality and quantity protection measures	62%	26%	88%
Develop new proof of water requirements for subdivision applications that are aligned with local groundwater conditions and the Islands Trust 'preserve and protect' mandate	70%	20%	90%
Develop policies and regulations that encourage retention of forests and watershed ecosystems to promote groundwater recharge	68%	20%	88%

Findings by Housing Status

There is no significant difference between property owners and renters in regard to these measures with one exception: while both groups see education as a useful tool, property owners are more likely to take this position (89%) than renters (75%).

Qualitative Responses

This question received 194 comments distributed across the five policy options and the category *Other*, as outlined below.

a) Require Rainwater Collection for New Dwellings

Forty-seven comments were submitted on this option, representing 24% of the 194 total comments.

This option has the highest level of support in the quantitative responses as well as the highest number of comments. Eighteen commenters support making rainwater catchment mandatory: 13 support mandatory catchment for all new buildings including affordable or multi-units; three support it for all dwellings; and, two for all structures. Two commenters pointed out that such a regulation would be under the

RDN's jurisdiction. Five want either incentives or rebates for cisterns. Two are concerned about construction costs and one about cistern maintenance costs.

The following comments illustrate some of these perspectives.

- “We rely solely on rainwater but to get a mortgage HAD to drill a well.”
- “Affordable and rental housing should not be exempt.”
- “Provide more rebates for people interested in retrofitting older homes with cisterns.”

b) Ground Water Monitoring and Data Collection

Thirty-one comments were submitted on this option, representing 16% of the total comments.

This option also has a high level of support in the quantitative responses. The comments are mainly directed to development. Eight commenters want no development, especially of the listed types but also including multi-unit housing. One commenter proposed no well use at all for all new developments. Three commenters think data collection is useful although one feels that monitoring by itself is insufficient. One commenter wants a groundwater map showing water abundance and quality. The following comments illustrate some of these perspectives:

- “100%, also make it retroactive to existing commercial, industrial, institutional developments.”
- “And not just the volume/GPM of a well. Much of the well water on Gabe is not suitable for potable purposes for many reasons, some of which are very costly and inefficient to mitigate.”
- “Need a groundwater map of high/low or poor quality for island.”
- “Any of the above [structure types] are just not acceptable on the island and would further impact the already distressed island ecology and none of this addresses the threat that any of these developments present to the already endangered groundwater supply via sewage or contaminant incursion.”

c) Groundwater Educational Material

Twenty-five comments were submitted for this option, representing 13% of the total comments.

This option also garnered high support in the quantitative responses and has the distinction of being the only question in the survey that did not garner any *Not Sure* responses. Most of the commenters said that education is good but not effective by itself. Five argued that sufficient information is already available but two said area-

specific information would be helpful. Four commenters said that education is effective and necessary. The following comments describe some of these perspectives.

- “Yes, promote an attitude of stewardship instead of exploitation.”
- “I feel we need to compel people to change. The time for education and asking nicely has passed long ago.”
- “Maybe, let people know the geography of this [groundwater] and where shortages have happened, how rectified.”
- “All new owners and renters could be given guidelines for water protection and use. We would all have enough water if we collected”.

d) Subdivision Proof of Water Requirements

Thirty-nine comments were submitted on this option, representing 20% of the total comments.

Many commenters are against any subdivisions. For those who are not, the emphasis is on catchment, not well water use (5). Several feel requirements are already in place while several others feel there are jurisdictional issues. Three commenters are concerned about the unpredictability of climate change effects and several pointed to the difficulty of water adequacy assessments. The following comments illustrate some of these perspectives.

- “I believe any new subdivisions should not be relying on well-water, except as a backup source only.”
- “This sounds like a good idea but determining local groundwater conditions is not easy.”
- “N/a if using more rainwater catchment and well feed into cistern systems. Plus--it’s next to impossible outside of initial well pump tests to prove long term hydrology predictability. Better to emphasize and require rainwater collection and heavy conservation and ed measures.

e) Forest and Watershed Retention Approach

Twenty-seven comments were submitted for this option, representing 14% of the total comments.

Four commenters think this proposal would be effective but three feel that enforcement, not encouragement, is required. One feels that education before regulation is necessary. Four believe regulations protecting water are already in effect. The following comments describe some of these perspectives.

- “Absolutely, this [forest retention] must be done at a community level, individuals can’t get this done.”
- “We already have riparian area regulations in spite of the fact that a majority of residents opposed it.”

f) Other Responses

Twenty-five comments were submitted for this option, representing 13% of the total comments.

The most common concerns are complaints about the Island Trust (4) and incentivizing programs for cistern installation (4). A suggestion was made to exempt cisterns from lot coverage and setback regulations. Grey water use and composting toilets are also listed as possible solutions. The following comments illustrate some of these perspectives.

- “Provide assistance to existing homeowners to install collection systems.”
- “Remove cisterns from list of structures considered in lot coverage. Also allow them within the setback on small lots.”
- “Create rules around minimum volumes of water storage (tied to building area) in all new builds.”
- “As a fairly new resident 5 years, we didn’t understand that a coastal community would have water issues. It would have been helpful to have a brochure for anyone looking to buy to help deal with the issue and understand the importance.”

Conclusions: Question 5

There is strong support for the entire array of policy options for protecting groundwater on Gabriola. Since water sufficiency appears as a major concern across many survey questions, there is likely to be a consensus for regulations requiring water catchment and storage in new dwellings of all types and support for promoting and assisting residents to develop or enhance water storage systems on existing properties. There is also support for developing and distributing informational materials to all householders and new residents. If forest and site integrity protection can be more explicitly tied to water retention, there may be a greater willingness to consider protective measures.

Survey 3 – Summary Report

The third of the three surveys, *Managing Growth*, posed questions on: increasing housing units on commercial and institutional parcels; flexible zoning for residential properties; managing growth; conserving freshwater; and, adopting more progressive energy and universal design regulations. All but one question provided space for comments.

Background for Survey Three

Background for the third survey was provided in four documents: *Growth on Gabriola* (Appendix 8); *Key Policies on Managing Growth on Gabriola Island* (Appendix 9); a draft build-out map entitled *Gabriola Island Development Potential 2021 DRAFT* (Appendix 10); and, *Information about the BC Energy Step Code and Universal Access Design* (Appendix 11). A glossary of key terms was also provided. In brief:

- Gabriola has a population density of 69.7 persons per square kilometre, making it the second most densely populated of the Gulf Islands. The population of Gabriola according to the 2016 Census was 4,033, and growth was stagnant for the previous two census periods. However, the BC government’s Medical Services Plan health care coverage registrations record 4,415 people on Gabriola in 2020. This is an increase of 382 people, or 9.5%, since 2016.
- Several factors may impact growth: for example, changes to demographic issues like average household size, birth and death rates, and migration to and from Gabriola, as well as physical factors like the availability of lots to build on and the proportion of unoccupied dwellings, as well as how development is regulated through land use planning and development controls.
- Four growth scenarios (see Appendix 8) predict a regular resident population of between 4,631 and 6,632 people in the future. These scenarios are based on the number of lots that are currently undeveloped (490), subdivision potential (158 lots), and secondary suite potential (636). (Note that the scenarios do not take into account the roughly 1000 acres set aside for Treaty negotiations between the Snuneymuxw and the federal and provincial governments.) These scenarios also rely on assumptions about current household size and occupancy patterns. The date at which the population would grow to the numbers projected would be whenever all the potential for development is realized.
- The goals in Gabriola’s Official Community Plan (OCP) only explicitly mention the term “growth” once – stating that “gradual and appropriate” rather than “rapid” growth is to be encouraged. OCP policies and objectives speak to regulating the density that is already permitted through zoning. Anticipating or managing new growth (except for multi-family affordable housing) does not seem

to be contemplated in the OCP, and particularly doing so in ways that would help to meet important social and environmental goals such as the need for affordable housing and the need to protect and preserve our Coastal Douglas-Fir ecosystem and groundwater.

- A variety of new policies or regulations could address the negative impacts of growth on Gabriola and address the need for affordable housing. These include: requiring new rezoning applications that propose an increase in residential density to meet more stringent environmental, building, and design guidelines and contribute to an increase in affordable housing stock; restricting small lot subdivision; requiring rainwater harvesting in new dwelling construction; creating a variety of flexible zoning regulations to increase the availability of affordable rental accommodation; requiring existing rental multi-family dwellings to remain as rental housing; and, allowing more residential density in commercial properties if rental tenure, affordability, and other conditions are met.
- Section 2.5 of the OCP establishes a Density Bank to allow the deposit of densities from lands rezoned as parks or from the voluntary donation of residential densities.

Survey Responses

A total of 338 people responded to this survey, representing one response for every seven Gabriolans aged 19 and over.

In addition to the quantitative data collected, respondents shared 485 comments.

338
respondents
485 comments

Question 1: Housing / Property Status

Q1: Please tell us your current housing / property ownership status on by choosing the category that applies to your situation (check all that apply):

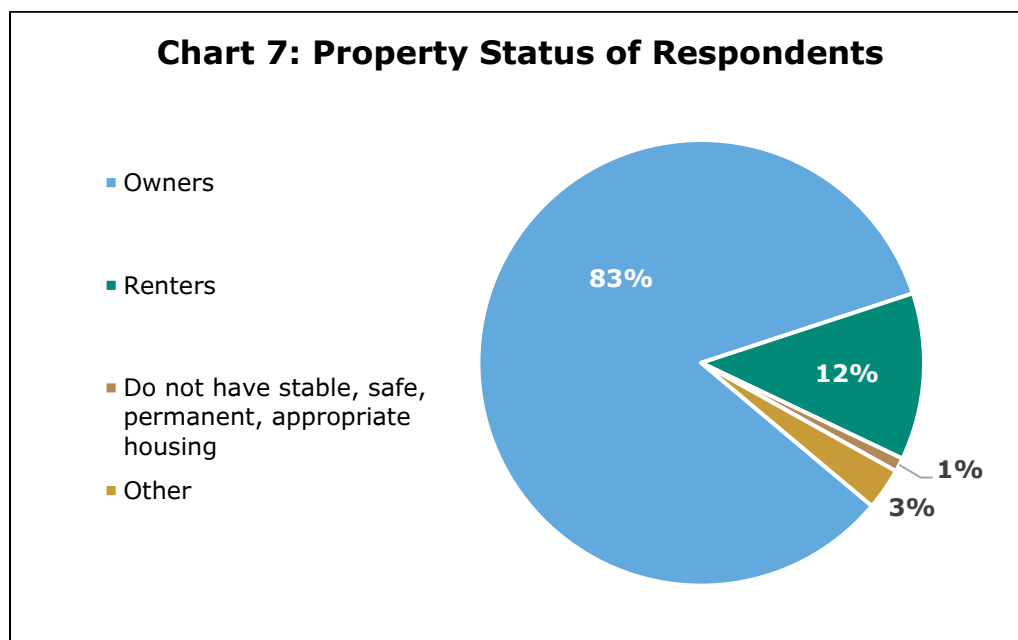
The list of possible responses to this question was the same as for the first question in Survey 1. Respondents were able to check all categories that apply, so, for instance, a person could own property and be in a precarious housing situation.

General Findings

336 respondents provided 336 responses to this question.

Table 13: Respondents by Housing / Property Ownership Status		
Options	Proportion	Number
I own property and reside here full time	77%	260
I own property and reside here part time	4%	13
I own property and visit occasionally	0%	0
I own vacant property	1%	3
I own property which I rent out	1%	3
I am a renter and reside here full time	12%	41
I am a renter and reside here part time	0%	0
I do not have stable, safe, permanent, appropriate housing	1%	4
I live elsewhere but I work on Gabriola	0%	0
I have treaty rights to unceded land on Gabriola	0%	1
I prefer not to answer	1%	4
Other (please specify)	2%	7

Chart 7 outlines the distribution for the three major groups: owners, renters and precariously housed.



This distribution closely resembles the distribution in the 2016 Census (83% owners / 17% renters). Although the 2016 Census provides information on those in core housing need (i.e., that spend over 30% of their income on shelter), it does not provide data on homelessness. The data indicates that just over 1% of respondents are in precarious housing situations. This is consistent with data from Gabriola's 2020 Homelessness count.

Qualitative Responses

The comments on this question tended to clarify the individual's property status (e.g., length of residency, in process of moving from renting to owning) or added a category not included in the list (e.g., living with relatives).

Conclusions: Question 1

The profile of respondents is consistent with the 2016 population distribution.

Questions 2/3: Housing Units in Commercial and Institutional Zones

Current OCP policy (Section 3.1) allows for one single-dwelling residential unit per parcel in any Commercial designation. Questions 2 and 3 explore interest in expanding the number of units allowable in both commercial *and* institutional-zoned properties, and the conditions that would need to be met for such an expansion to be acceptable.

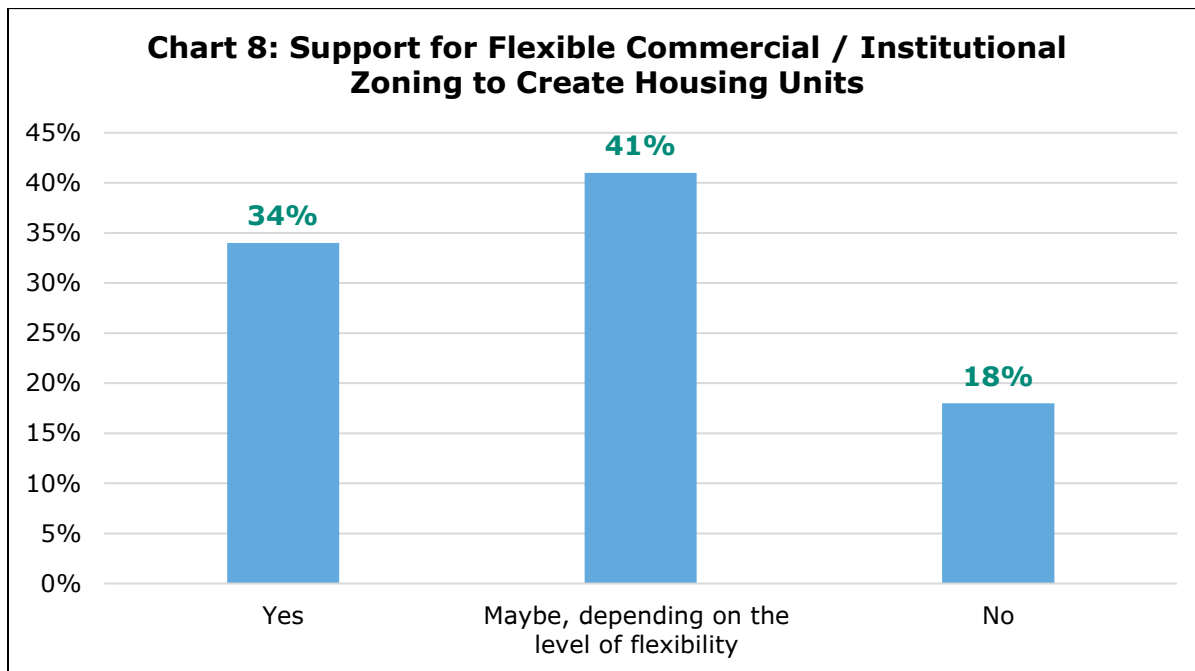
Q2: Would you support more flexible zoning for commercial and institutional parcels in order to incentivize the construction of rental or market housing units during redevelopment?

Respondents were given a choice of *Yes*, *Maybe, depending on the level of flexibility in the zoning*, and *No*, with an opportunity to indicate *Other* followed by comments.

General Findings

There were 311 responses to this question and 23 comments. 27 people (8.7%) skipped this question.

Roughly 75% of respondents are either conditionally supportive (*Maybe* = 41%) or unequivocally supportive (*Yes* = 34%). Although only 18% indicated their lack of support by answering *No*, the qualitative responses from the 7.5% of respondents who chose *Other* are mostly unsupportive of this option. It would therefore be appropriate to categorize all of these together, as 25% who are not in support of this option.



Qualitative Responses

There is not strong support for this proposition in the qualitative responses; support seems to be linked to utilizing flexible zoning only for affordable/rental housing (7). Additional concerns focus on lack of support for density increases (6) and a moratorium on any new building (3), and calls for no commercial/institutional development (2). Two commenters prefer to see more flexibility in allowing secondary suites instead of this option.

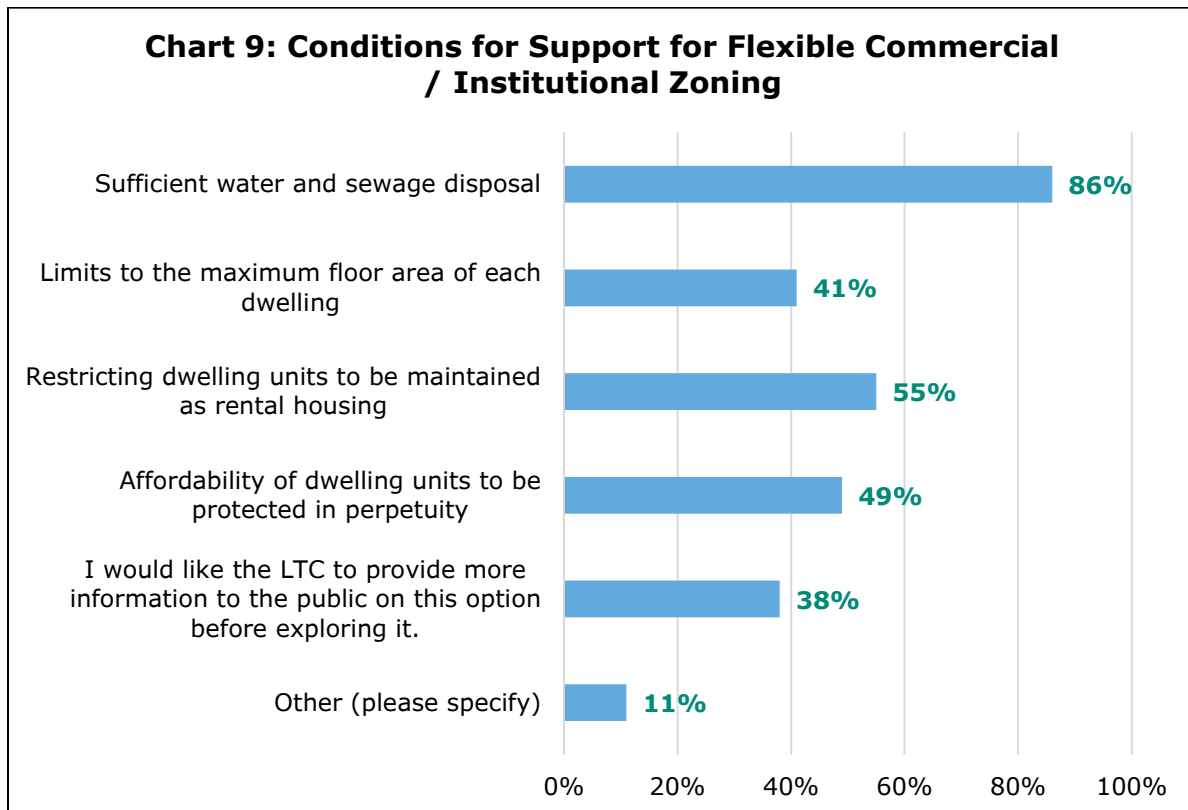
- “Commercial property development cannot be part of a density swap. Residential property should allow secondary suites on existing plans under 5 acres.”
- “The real question is: would such housing be affordable for people working in the commercial premises or would the housing just become ‘high rent’ rental revenue to supplement the revenue of the commercial operation? I’m OK with this as long as the rent is kept [commensurate] with the wages that are being paid on Gabriola, so that new rental units serve Gabriola’s workers.”

Q3: If you answered Yes or Maybe to Question 2, please indicate the conditions under which you would support more flexible zoning for commercial and institutional parcels to allow for more residential units per parcel. Please check all that apply.

Respondents were given six response options: ‘water sufficiency’; limits to floor area; restricting units to rental accommodation; protection of affordability; more information required; and, other.

General Findings

There were 249 responses to this question including 28 comments (11.24%). Eighty-nine people (26.4%) skipped this question. The responses to this question are indicated in Chart 9 below.



Qualitative Responses

The qualitative responses mirror the quantitative data. The majority of respondents expressed strong concerns about ensuring sufficiency of water and sewage disposal and concerns about density increases. The following quotes show the range of concerns:

- “Businesses should be encouraged to build rental units to attract employees.”
- “I do think that rental and affordability are critical but I do not believe that there should be a cap on density--that only forces prices up--density and development should be based on the ability and capability of the land for servicing.”
- “Limit the TOTAL floor area of dwellings (and/or the number of dwellings).”

Conclusions: Questions 2/3

Support for allowing an increased number of residential units in commercial or institutional zoned properties is conditional on water and an assurance that the units will remain as rental units with affordability guaranteed.

Question 4/5: Flexible Zoning in Residential Zones & Conditions

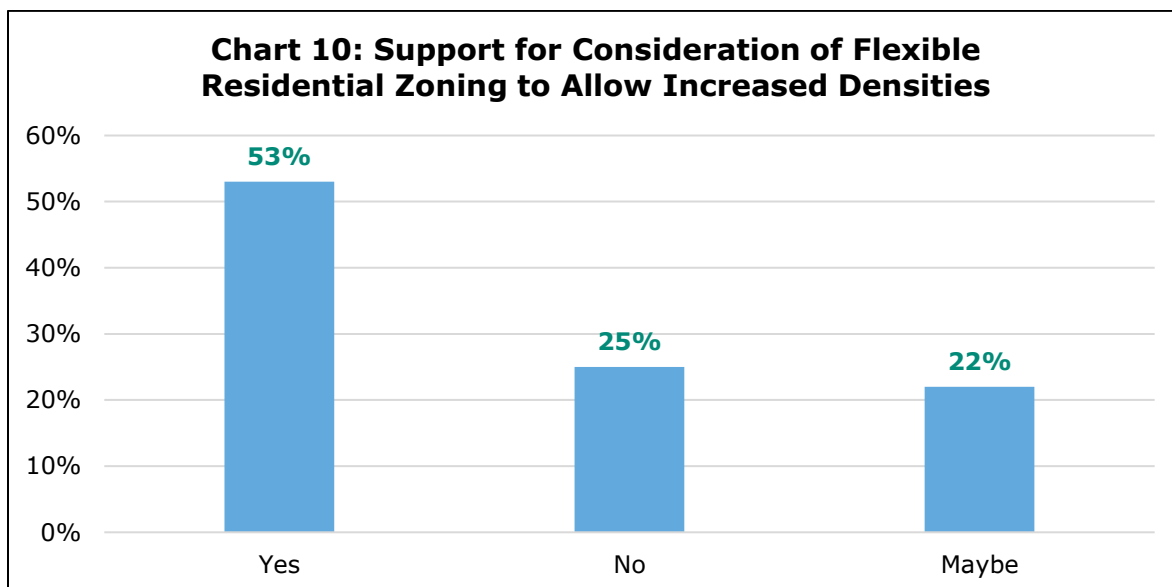
In most residential zones on Gabriola Island, one single family dwelling is permitted per parcel with no floor area maximum; in other words, there are no limits on the size of the dwelling. Questions 4 and 5 examine the potential for more flexible zoning to accommodate changing family needs (e.g., the need for an onsite caregiver, or accommodation for extended family) thereby allowing additional density on a parcel but with restrictions to floor areas and lot coverage being equal to or less than what is allowed for one traditional-sized, single-family dwelling.

Q4: Should the LTC consider looking at more flexible residential zoning regulations to allow for increased densities on a parcel under certain conditions?

General Findings

Three hundred and eleven (311) people responded to this question, which garnered 61 comments. 27 people (8%) skipped this question.

As the chart below indicates, 53% of respondents support this option, 22% are uncertain, and 25% do not support this option.



Qualitative Responses

The sentiments expressed in the 61 comments on this question are consistent with the responses to the quantitative questions. Commenters are particularly supportive of uses that accommodate family / relatives (7) and caregivers (5). Legalizing existing secondary suites to rent (6) on all lots is also popular. Water and septic provisions are important to five commenters as is environmental protection more generally (3). Commenters are

supportive depending on lot size (5); dwelling size (3); and neighbourhood density (3). Three commenters would approve only if the rental is restricted to low-income affordability. Thirteen commenters, however, want no density increase whatsoever, although several would approve a suite in a house for a rental or caregiver provided there is no increase in density.

The following quotes illuminate the range of responses to this question:

- “Really depends on the size of the lot and the existing density on surrounding lots.”
- “Secondary suites should be allowed on condition that they are restricted to low-income affordability as the condition for allowing their use.”
- “Perhaps in combination with more restrictive sizes for single family dwellings.”
- “For family or to allow person to age in place.”
- “This is interesting, but I would worry about the amount of density per neighbourhood and the relationship with water.”
- “Not sure how this is a benefit that couldn’t be accomplished by allowing owners to create a legal secondary suite to rent out.”

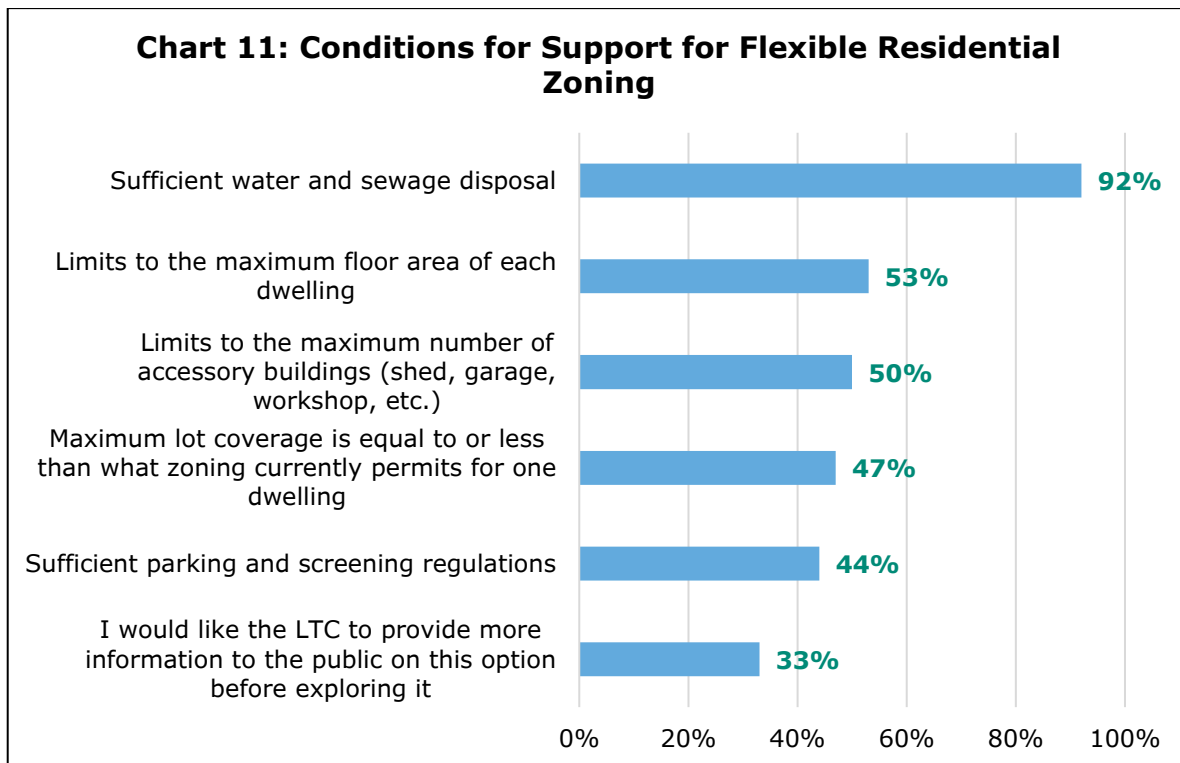
Q5: If you answered Yes or Maybe to Question 4, please indicate the conditions under which you would support more flexible zoning for residential parcels to allow for more residential units per parcel. Please check all that apply.

General Findings

Two hundred and thirty-four people responded to this question. 104 people (44.4%) skipped this question. There were 29 comments.

As shown in Chart 11 below, the dominant concern (92%) is ensuring sufficient water and sewage disposal to support any increase in density. 50% of respondents want limits on the maximum floor area of each dwelling if flexible zoning were to be allowed.

Responses to the other criteria are: putting limits on the number of accessory buildings allowed on a property (50%); ensuring that maximum lot coverage is equal to or less than zoning currently permits (47%); and, putting in place regulations to address sufficiency of parking and screening (44%). Again, it is important to note that one-third of respondents want the LTC to provide more information on this option.



Findings by Housing Status

Owner respondents are more likely than renters to support limits to maximum floor area (56%/40%), limits to the number of accessory buildings (50%/37%), and limits to maximum lot coverage (50%/37%).

Qualitative Responses

The qualitative responses mirrored the quantitative data results. Although only about one quarter of respondents to question 4 indicated they are not supportive of flexible zoning, and although the overall response rate to that question was very high, about one-third of respondents chose to skip this question

Water, as usual, is important to virtually all of the respondents. There is uncertainty about how to limit buildings/lot coverage as well as house size. The commenters put environmental protection, especially that of trees, first (8); water and sewage adequacy are also important (4). Comments on density are varied and include: no rezoning (1); no density increases (2); no subdivisions (1); and, more residential parcels through density transfer only. Two commenters support the idea that higher densities are more sustainable, and one thinks increasing density would be feasible in some zones. One urged the reassessment of secondary suites on ALR land.

The following quotes shine a light on these perspectives:

- “I hope water and sewage in this survey leave open the possibilities of more rainwater harvesting and properly built composting toilets.”
- “Control tree loss where possible.”
- “I think it would be better to see more people living closely on a lot than a massive house with only one couple, etc. in it.”
- “Allow homeowners to manage their own property without interference.”

Conclusions: Questions 4/5

A bare majority of respondents (54%) unconditionally support flexible zoning in residential zones, and an additional 22% are undecided. As with other options a primary concern is water and sewage adequacy and the impact on the environment, especially trees. The size of dwellings/ lots and lot coverage are also important, especially for owners. There appears to have been some confusion as to whether ‘flex’ zoning would result in increased densities.

Question 6: Managing Growth

Q6: Please rate the following options for ensuring managed growth.

This question was intended to examine respondents’ interest in changing policies and regulations to manage growth.

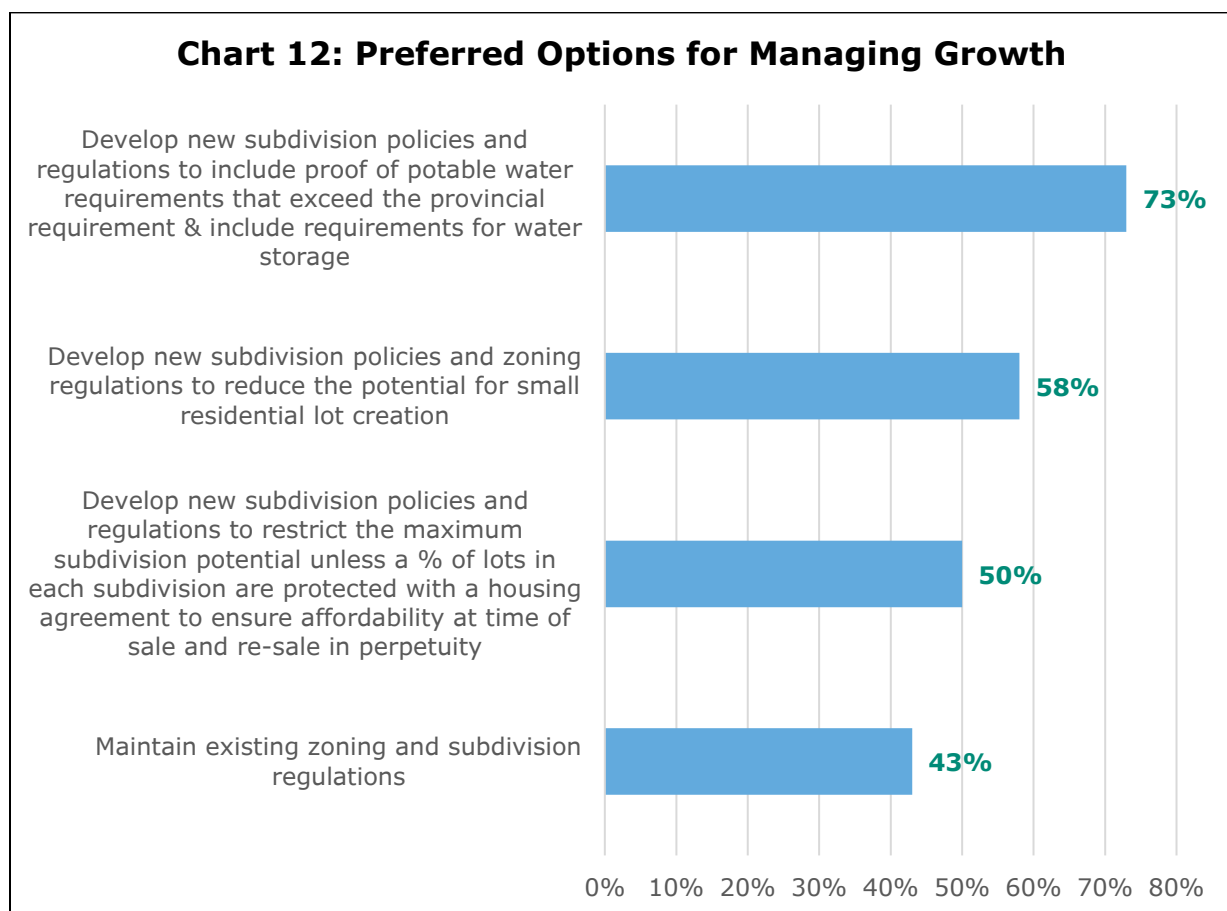
General Findings

There were 281 responses to this question; 57 people (17.1%) skipped. In addition, there were 183 comments. The options and relative weightings are outlined in the table below.

Table 14: Support for Growth Management Options				
Options	Strongly Agree	Agree	Disagree	Strongly Disagree
Maintain existing zoning and subdivision regulations	20%	23%	26%	11%
Develop new subdivision policies and regulations to include proof of potable water requirements that exceed the provincial requirement & include requirements for water storage.	42%	31%	9%	9%
Develop new subdivision policies and zoning regulations to reduce the potential for small residential lot creation	32%	26%	18%	13%
Develop new subdivision policies and regulations to restrict the maximum subdivision potential unless a % of lots in each subdivision are protected with a housing agreement to ensure affordability at time of sale and re-sale in perpetuity.	23%	27%	14%	16%

As shown in Chart 12, when the options *Strongly Support* and *Support* are combined, the option with the highest support is “develop new subdivision policies and regulations to include proof of potable water requirements that exceed the provincial requirement & include requirements for water storage” (73%). This is followed by the option to “develop new subdivision policies and zoning regulations to reduce the potential for small residential lot creation” (58%).

The other two options both scored 50% or under: “require that new subdivision policies and regulations to restrict the maximum subdivision potential unless a percentage of lots in each subdivision are protected with a housing agreement to ensure affordability at time of sale and re-sale in perpetuity” (50%); and, “maintain existing zoning and subdivision regulations” (43%).



Findings by Housing Status

Owners are more likely than renters to support maintaining existing zoning and subdivision regulations (46% compared to 25%), and encouraging the LTC to develop new subdivision policies and zoning regulations to reduce the potential for small residential lots to be created (63% compared to 29% of renters).

Not surprisingly, 73% of renter respondents support new subdivision policies and regulations that could restrict the maximum subdivision potential unless a percentage of lots in each subdivision are protected with a housing agreement to ensure affordability at time of sale and re-sale in perpetuity. Only 46% of property owner respondents support this option.

Qualitative Responses

There were 183 qualitative responses for Question 6.

a) Maintaining Existing Zoning and Subdivision Regulations

The 39 qualitative comments on this option mirror the concerns expressed in the quantitative results about juxtaposing density increases and environmental protection with the need for affordable housing. Interestingly three respondents called for the OCP to be “redone”. The comments also mirror the nearly even distribution between those who want no change and those who feel some change is required.

Four commenters want no density increases; two want no subdivisions, and one no rezoning. Three commenters are in favour of strengthening the regulations and/or focusing on environmental protection. On the other hand, seven commenters see a need for flexibility and change and four want change to give priority to affordable or low-income housing.

The quotes below reflect these perspectives:

- “Clearly this is not working. Some change is needed.”
- “Not if they preclude innovative ways to create affordable or supportive housing to provide housing security for current working residents in unstable / insecure / unsafe housing situations.”
- “Any changes should be carefully considered because the potential impacts of allowing increased density could be significant for the environment and island culture. However, specific actions taken to increase rental housing (in perpetuity) would be beneficial. Even if it’s market rate, the creat[ion] of additional spaces will mean rent will decrease.”

b) Increasing Proof of Water Requirements and Including Water Storage Requirements

Although this question has the highest number of positive responses and the lowest number of ‘unsure’ responses, the 52 comments made are divided between no change and strong support. Seven commenters want no new densities; three no subdivisions; one each for no building and no rezoning; and two want downzoning.

On the other side, 18 commenters are in favour of requiring rainwater storage for new buildings with encouragement for existing dwellings to add such systems. Seven commenters are either unsure about provincial regulations, or see them as being excessive, especially for small homes with one or two residents. Several commenters see no need to exceed the provincial regulations.

The following quotes illustrate these perspectives:

- “Require ALL properties to install rainwater systems. Phased in over 5-year period with incentives at first and penalties after 5 years for non-compliant houses.”
- “Rainwater harvested for greywater and blackwater usage may greatly reduce our impact on local resources. Who knows, it may even help when the grounds are dry in the summer and people continue discharging used water back to the land through sewage treatment systems.”
- “Water requirements sound high esp. for 1-2 people; definitely require water storage.”

c) Creating New Policies and Regulations to Reduce Small Residential Lot Creation

42 comments were received for this option. A small majority of respondents support this option although there is some disagreement about the size of a “small” lot. Four commenters want lots no smaller than 1 acre; one no smaller than .5 hectare; and two no smaller than 1 hectare. Five support an increase with conditions such as: clustering dwellings; with parkland; with shared sewage and water services; for affordable housing; and, to accommodate tiny houses. Eight commenters want no new lots; six want no increase in density; one no subdivisions; and two support downzoning only.

The following quotes illuminate some of these concerns:

- “I think it would be better to do more with what we already have than create more lots. Many spread out small lots, all being developed is not good for the environment. More concentrated development with larger protected areas would be better.”
- “I would love to see increased density with shared sewer and water. Kinda gross the way it is now.”
- “I don’t know if this is likely anymore--and I guess it’s all in the definition of what “small” is. If you mean no further potential for subdivision of lots of any size (even on >5 acre lots) I don’t agree.”

d) Creating New Policies and Regulations to Restrict Subdivision Potential Unless a Percentage are Protected with a Housing Agreement to Ensure Affordability

There were 50 comments for this option. The comments reflect considerable uncertainty about how to respond to this proposition. As in responses to other questions, increased density (10), subdivisions (4), and new housing (4) are all rejected. On the other hand, there is a clear desire to support increasing affordable housing, but uncertainty about the usefulness of this approach to accomplish that objective. Fourteen commenters expressed concern about: the authority of the LTC to ensure conditions are met; legal issues; the feasibility of long-term enforcement of the provisions; and maintenance issues. Three commenters want to reduce regulations for developers, given the cost of building and the required amenity provisions.

The following quotes describe some of these perspectives:

- “[Subdivision] should be restricted AND provide affordable options.”
- “How can you ensure anything in perpetuity?”
- “No. This is a rat hole that is difficult to oversee and sure to be exploited.”
- “The cost of building is [exorbitant] and a housing agreement will not change the cost of building. Have the developer donate 10% of their allowable densities to the Density Bank.”

Conclusions: Question 6

There is comparatively little support for maintaining the status quo policy framework around managing growth. Instead, there is strong support for policies addressing water conservation and protection. As well, there is support for limiting the potential for the creation of small lots through subdivision. And although requiring provision of affordable housing as part of subdivision application received less support than the previous two options, almost 52% of respondents support this option.

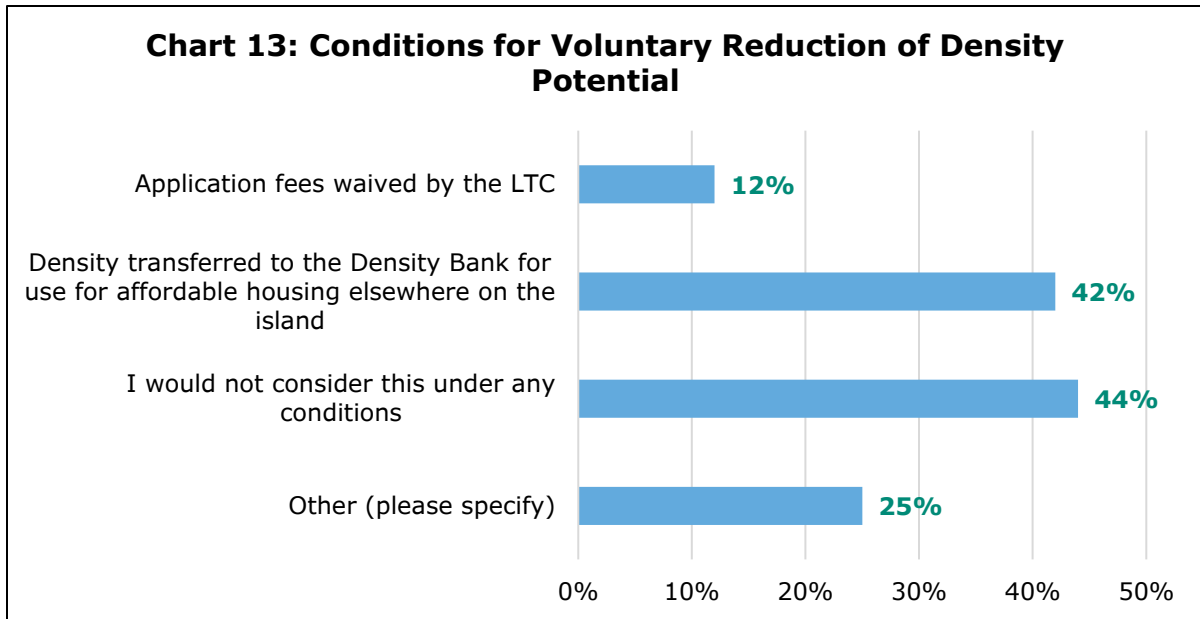
Question 7: Voluntary Density Reduction

This question examines the variety of conditions under which property owners would consider contributing densities to the Density Bank.

Q7: If you own a property with subdivision potential or two adjacent lots, under what conditions would you consider voluntarily reducing the density potential through rezoning or lot consolidation? Please check all that apply.

General Findings

Fifty-two people responded to this question, while 286 (85.1%) skipped.



Forty-four percent (44%) of respondents indicated that they would not consider voluntarily reducing density under any conditions. However, the remaining 56% indicated they would consider voluntarily reducing density if the densities are used for affordable housing elsewhere on the island (42%), or if application fees are waived by the LTC (12%).

Qualitative Responses

Thirteen respondents chose *Other*, which required them to provide a written comment. The preferred option among those who wrote in a response is density transfer, as is the case in the qualitative responses. However, several prefer leaving the adjacent lot undeveloped and the density unused. One commenter who owns 5 adjacent lots pointed out that the financial loss associated with combining lots would be too great. The following comments illustrate these responses.

- “I own a lot and will inherit the lot next door. I intend to keep the inherited lot wild. I do not believe more density is even viable. I will not sell it so someone can build on it.”
- “Only if I could provide an affordable house for renting or purchase.”
- “I would suggest that this consolidation be encouraged, but that the density, although in the Density Bank, remain the property of the original owner and available for sale to owners of lots of sufficient size to be subdividable. This would encourage lot consolidation and reduce lot concentration for the benefit of sewage disposal and access to water.”

Conclusions: Question 7

It appears there is some appetite from over half of the property owners who responded to this question to consider consolidation of adjacent lots under certain conditions and for relinquishing densities if they are used for affordable housing. The waiving of LTC fees did not appear to be a critical consideration.

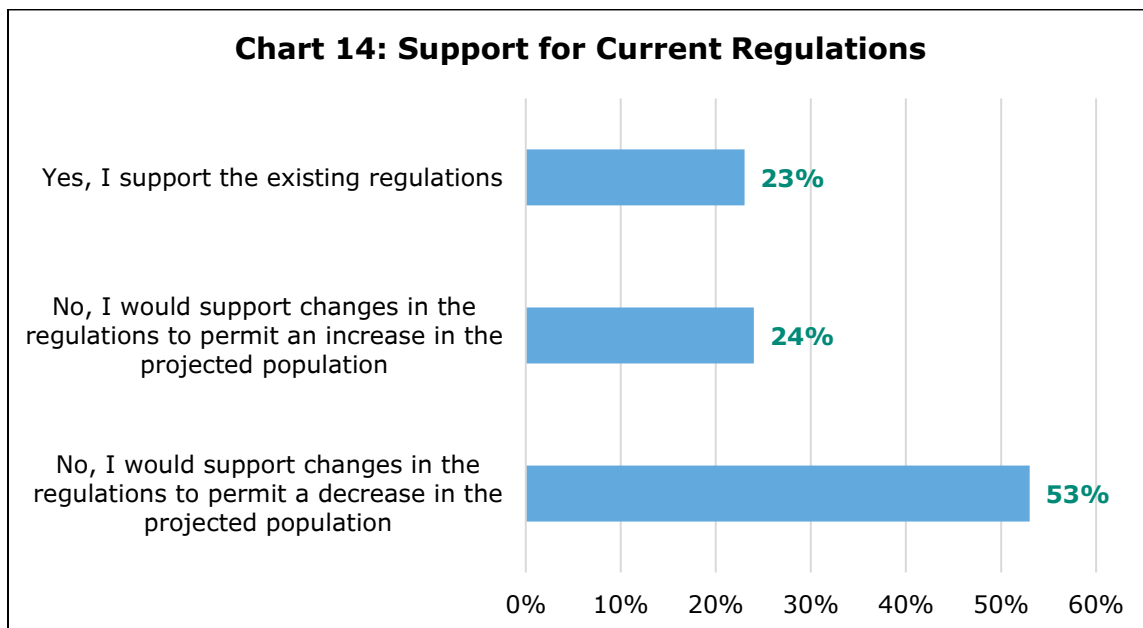
Questions 8/9: Population Growth Attitudes & Management Strategies

The next two questions examine the degree of comfort people have with the status quo policy approach to growth management, or with approaches that would either permit an increase in population or result in a decrease in population, and the regulatory strategies that should be considered to manage growth and its impacts.

Q8: Are you supportive of maintaining the current regulations that could result in maximum build-out?

General Findings

Two hundred and seventy-six people responded to Question 8. Sixty-two people (18.5%) skipped this question.



53% of respondents support changes in regulation that would result in a *decrease* in population. 23% support maintaining the current regulations that could result in full build out. A slightly larger percentage (24%) support changes in regulations to permit an *increase* in the projected population.

Findings by Housing Status

Interestingly, more renters (42%) than owners (22%) support regulatory changes to allow an increase in population, while more owners (56%) than renters (29%) support regulatory changes that would result in a decrease in population.

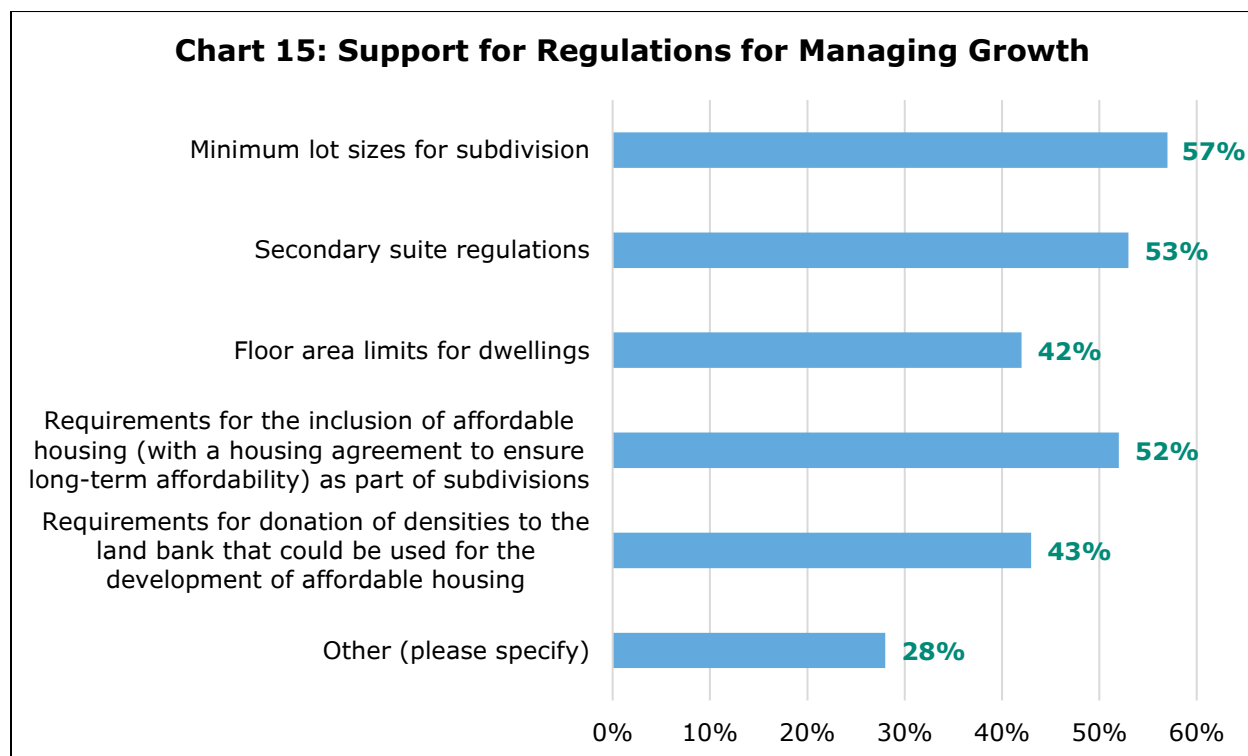
Qualitative Responses

There was no allowance for qualitative responses to this question; however, two comments in the following question regretted that there was no opportunity to comment on this question.

Q9: If you answered No to question 8, what regulations do you recommend the LTC review to manage growth and/or the impacts of growth? Please check all that apply.

General Findings

Two hundred and four people responded to Question 9; 134 (40%) skipped the question. There were 58 responses in the *Other* category.



The three strategies for managing growth that received more than 50% support are: establishing minimum lot sizes for subdivisions (57%); establishing secondary suite regulations (54%); and requiring the inclusion of affordable housing (supported by a housing agreement) as part of subdivisions (52%). Two other options garnered less than

50% support: requiring that donation of densities to the Density Bank be used for the development of affordable housing (43%); and establishing floor area limits for dwellings (42%).

Findings by Housing Status

Owner respondents (59%) are more supportive than renters (43%) for minimum lot sizes for subdivisions. Not surprisingly, renters (91%) are much more supportive than owners (47%) for requirements for affordable housing as part of subdivision, more supportive (66%) than owners (40%) of the idea of requirements of donations of densities to the Density Bank for affordable housing.

Qualitative Responses

Just under one third of respondents chose to comment, and several stated outright that there are no options they could support. There were 18 responses that want to see no more density or development: no increased growth (5); no subdivision (5); no density increase (5); no building (1); and, no (major) development (2). Seven commented on secondary suites, generally advocating for loosened requirements and the renovation of substandard dwellings. Four commenters would agree to an increase in density for affordable housing while two want to see it spread around the island. Two commenters want multi-family units; two support low-rise apartment buildings; two likewise for trailer parks; and, one each for tiny houses and town houses. Several commenters want to see no restrictions on private property (2) or no more regulations (1). The comments below illustrate the range of responses.

- “I don’t believe there is a way to decrease growth, but if there was, I would support it. Gabriola is already the densest of all Gulf Islands. Most of the above suggestions seem to actually be for increasing growth.”
- “Specific affordable housing projects paired with other reduced density bylaws to protect the environment while providing some housing.”
- “Require a minimum percentage of trees to stay on the land for any further private buildings.”
- “Loosen SS regs; reject requirements for affordable housing or donations but both could be encouraged.”

Conclusions: Questions 8/9

As Question 8 responses show, Gabriolans are split on the question of growth. Slightly over half of Gabriolans surveyed are supportive of *degrowth* strategies. Almost half support either the status quo approach (23%) or implementing regulations that would increase growth (24%).

Question 9, rather than focusing of strategies that would reduce growth (e.g., down-zoning of existing lots), focused instead on mitigating the impacts of growth while addressing housing needs. There is qualified support for all the options presented but establishing minimum lot sizes for subdivision, requiring the inclusion of affordable housing (supported by a housing agreement) as part of subdivisions, and regulating secondary suites are the most often chosen options.

Questions 10/11: Sources of Freshwater

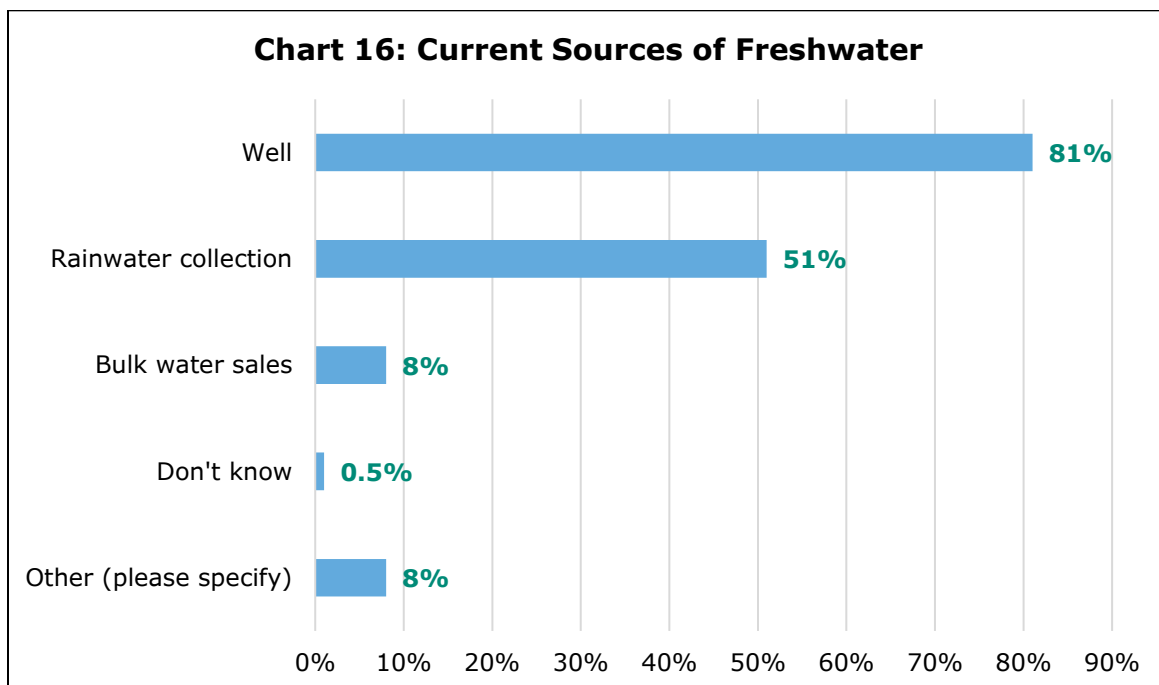
These two questions were aimed at understanding Gabriolans’ freshwater sources.

Q10: What is your current source of freshwater? Please check all that apply.

General Findings

Question 10 was answered by 279 respondents; 59 people (18%) skipped this question. Respondents were asked to check all sources that apply.

Eighty-one percent of respondents (226) indicated that they use well water; 51% (97) use rainwater collection; 8% (14) purchase bulk water; and 0.5% do not know the source of their water.



Qualitative Responses

This question received 16 comments, which tended to highlight the need to purchase potable (drinking water) (4) rather than bulk water use:

- “I still buy my drinking water.”

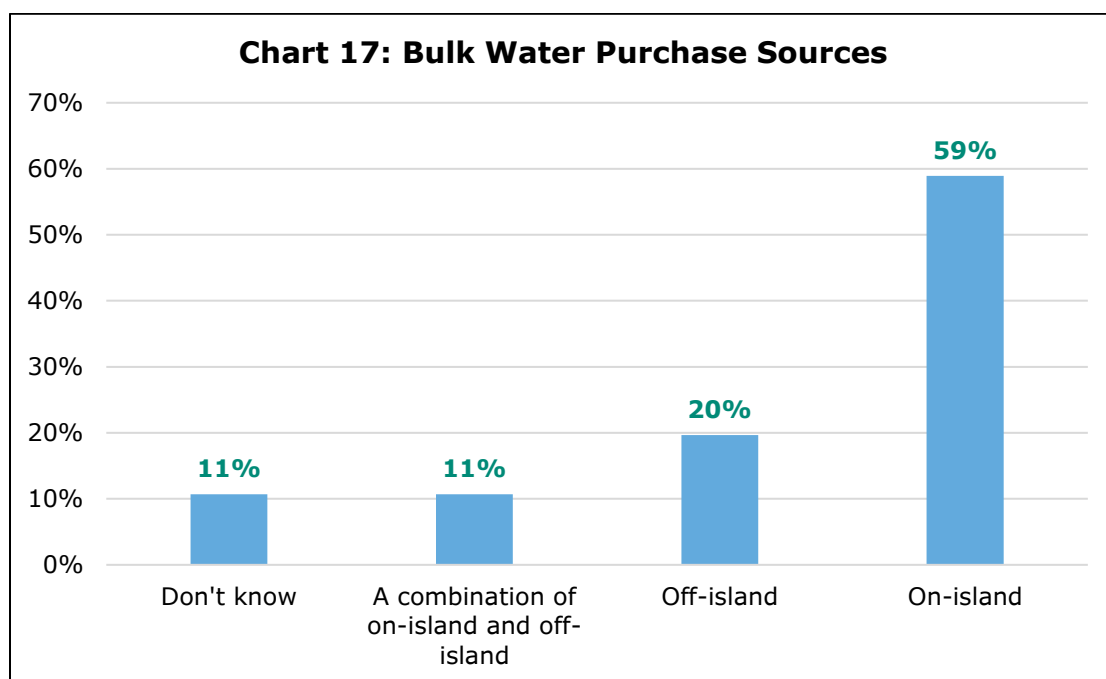
Several commenters indicated they use rainwater for the garden and several indicated they have ample water supplies.

Q11: If you purchase bulk water, do you source your bulk water on island or off-island?

General Findings

Fifty-six people responded to this question; 282 (84%) skipped it.

As the chart below indicates, the majority of those who purchase bulk water source it from on-island (59%) with another 11% using a combination of on- and off-island sources. 20% of respondents use only off-island sources.



Conclusions: Questions 10/11

The predominant source of water is wells followed by rainwater. Bulk water sales do not appear to be a significant source of water. What these data do not tell us is what combination of resources individual households use (e.g., only wells, or wells and rainwater collection). It appears that most people who bought water in bulk do so from on-island sources although it is not clear whether people are also including large refillable bottles of drinking water in the bulk water category, especially in question 11, given that about double the number of respondents answered question 11 than did those who indicated they purchased bulk water in question 10.

Questions 12/13: Rainwater Collection and Storage

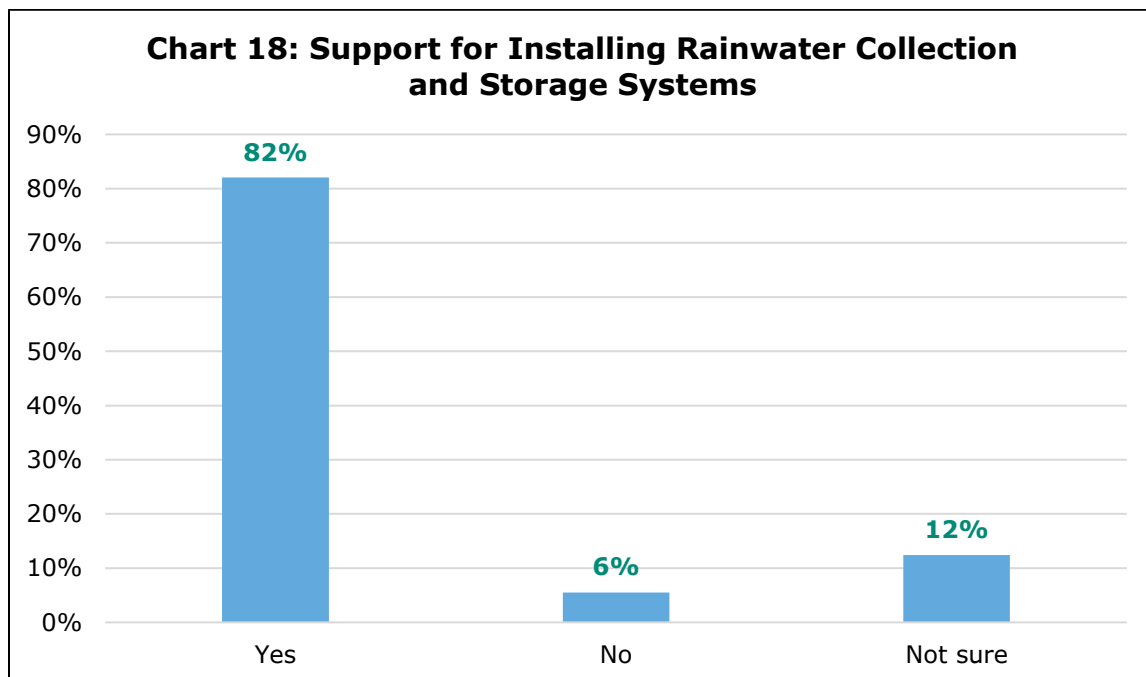
These two questions were aimed at understanding Gabriolans' attitudes to rainwater harvesting and their intended uses for collected rainwater.

Q12: Would you consider installing a rainwater collection and storage system?

General Findings

Question 12 was answered by 217 people; 121 skipped (36.2%) the question.

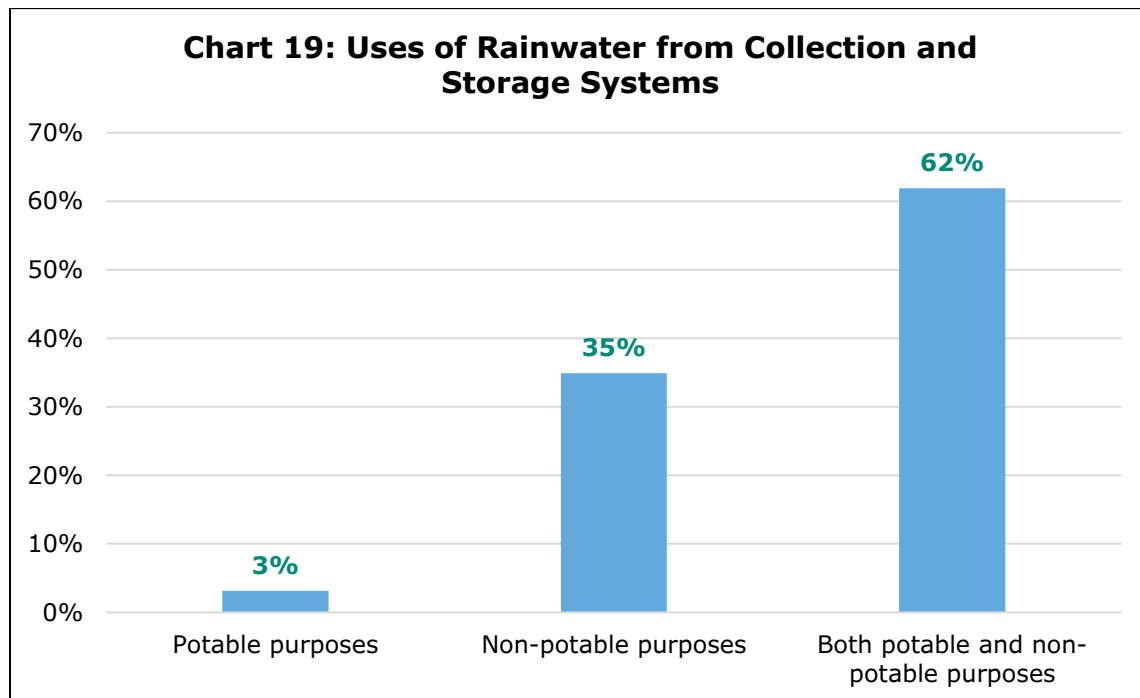
A high percentage of respondents indicated that they would consider installing a rainwater collection and storage system (82%). An additional 12% are unsure and only 6% said they would not consider a rainwater system.



Q13: If you use or would consider using a rainwater collection and storage system, what do/would you use it for?

There were 252 responses to Question 13 and 86 skips (25.5%).

Over 60% of respondents indicated they would/do use rainwater for both potable and non-potable uses, followed by 35% who would/do only use it for non-potable purposes and 3% who would/do use rainwater for potable purposes.



Qualitative Responses

There were 19 comments to this question. Most commenters use rainwater for non-potable purposes; several commented on the expense and difficulty of maintaining and monitoring treatments for potability. Several commenters pointed out that there was no option to indicate current use of a rainwater collection system.

- “Forcing people to collect/store rainwater will make houses cost more, not less.”
- “Would like to see reasonably priced set up and maintenance options, especially for older and disabled persons.”

Conclusions: Questions 12/13

Freshwater conservation has been a constant theme throughout the three surveys and a majority of Gabriolans depend on well water or a combination of well water, rainwater collection and bulk water purchases for both potable and non-potable needs. It is important to note that over 80% of respondents indicated they would consider installing a rainwater collection and storage system.

Question 14: Energy Step Code & Universal Access Design

The BC Energy Step Code will result in homes that use “net-zero energy”. The Code is voluntary but local governments may use it, if they wish, to incentivize or require a level of energy efficiency in new construction that goes beyond the requirements of the BC Building Code.

Q14: To what degree would you support regulations that would require new dwellings (approved through a rezoning) to be constructed to meet BC Energy Step Code requirements and Universal Access Design requirements?

This question was used to gauge respondents’ support for increasing energy efficiency and accessibility requirements in new residential construction.

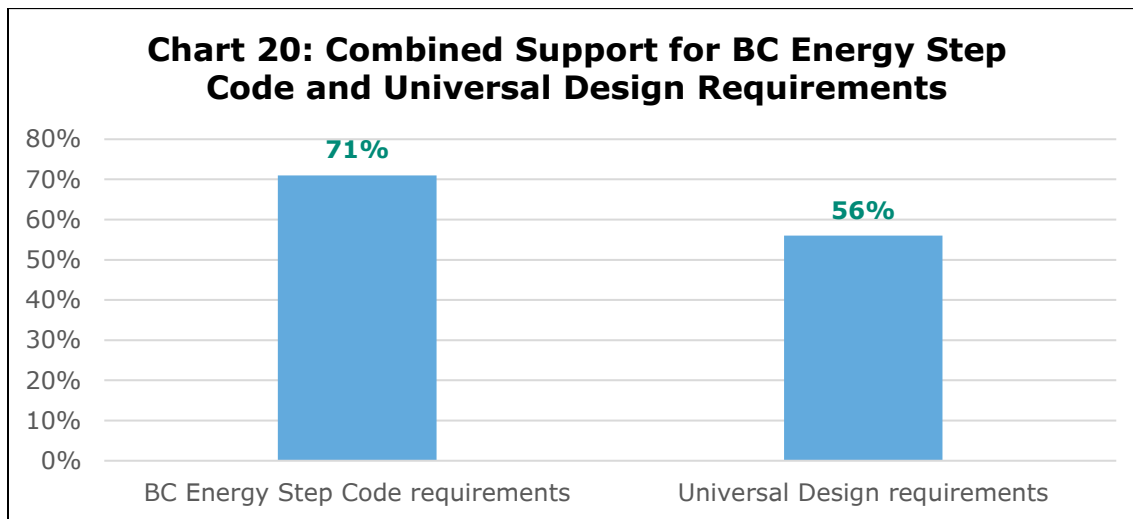
General Findings

There were 273 responses to this question, 65 skips (19.4%) and 67 comments.

The table below shows all responses to this question.

Table 15: Support for BC Energy Step Code and Universal Design Requirements					
	Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
BC Energy Step Code requirements	41%	30%	8%	6%	15%
Universal Design requirements	25%	31%	12%	9%	23%

Over 70% of respondents indicated they *Strongly Agree* (41%) or *Agree* (30%) that new dwelling approved through a rezoning should be constructed to meet BC Energy Step Code requirements. Although only 14% of respondents indicated they *Disagree* or *Strongly Disagree* with this policy, 15% indicated they are *Not Sure*.



The question of implementing Universal Access Design requirements received less enthusiastic support with 56% indicating they *Strongly Agree* (25%) or *Agree* (31%), and 21% respondents indicating they *Disagree* or *Strongly Disagree* with this policy. Almost one-quarter (23 %) indicated they are *Not sure*.

Qualitative Responses

There were 67 comments to this question: 33 for the Energy Code, and 34 for Universal Access Design. Many of the comments focused on the increased cost of building to the energy code requirements (11), some remarking that the impacts of the increased cost would have a particular effect on the affordability of housing. Some feel the current BC Building Code requirements are sufficient. Commenters noted that Universal Access requirements would also result in cost increases (5) and that current requirements are sufficient (3). There is also some opposition to making both BC Building Code and Universal Access requirements mandatory (9). The comments below reflect the responses:

- “Agree in principle but don’t think it should be mandatory.”
- “I agree in principle, but I also know this item can cause building to be more expensive (even modeling/proofing etc.) This needs to be balanced with the encouragement for building secondary suites, etc.”
- “The building code disables people from building something more affordable. Also, a sustainable dwelling needs an engineer and how can this make housing affordable.”

Conclusions: Question 14

There is stronger support for the early implementation of the BC Energy Step Code than for the Universal Access requirements. Concerns arose primarily around the cost implications for new construction.

Overview of Findings

The findings from the survey responses form the basis for the recommendations that follow. They are organized by three themes: managing growth, conserving biodiversity and freshwater, and creating affordable housing.

Managing Growth

Current projections suggest that the population could grow from the current 4425 to 6,632 if all vacant lots, lots with potential for secondary suites, and subdividable lots on Gabriola were built-out and occupied. This projection also assumes full year occupancy compared to the current year-round occupancy rate of 72%. This projection excludes the lands set aside for Treaty because there is no way of knowing the subdivision potential at this time.

The goals in the Gabriola Official Community Plan (1997) only explicitly mention the term “growth” once – in which “gradual and appropriate” rather than “rapid” growth is to be encouraged. The other policies and objectives speak to regulating the density that is already permitted through zoning. Anticipating or managing new growth (except for multi-family affordable housing) does not seem to be contemplated in the OCP.

Survey 3 (Q8) asked respondents whether they wanted to *maintain* the current regulations that could result in maximum build-out or wanted to see regulations that would permit an *increase* in the projected population, or a *decrease*. The majority of Gabriolans surveyed want regulations that would result in a population decrease (53%) or maintained at its current trajectory (23%). One-quarter (24%) wish to see regulations that would result in an increase in population.

Respondents were also asked to rate policies to manage growth (Survey 3 Q6). There is comparatively little support for maintaining the status quo. Instead, there is strong support for policies addressing water conservation and protection, as well as support for limiting the potential for the creation of small lots through subdivision. Almost 52% of respondents support requiring provision of affordable housing as part of a subdivision application.

In Survey 3 Question 9, respondents were asked about for a variety of regulations that could be implemented to manage growth or mitigate its impact. There is qualified support for all the options presented but establishing minimum lot sizes for subdivision, requiring the inclusion of affordable housing (supported by a housing agreement) as part of subdivisions, and regulating secondary suites were the most often chosen options and received more than 50% support.

Over half of property owners with subdividable or adjacent lots indicated that they would voluntarily reduce their density potential through rezoning or lot consolidation

(Survey 3 Q7) on the condition that the densities be used for affordable housing elsewhere on the island.

Biodiversity and Freshwater Conservation

The responses to Survey 2 Q2 show clear support among respondents for incorporating the concept of biodiversity into the Official Community Plan. Although only a small number of respondents propose using the term biocultural diversity, this term is being proposed in academic journals as a more robust way of understanding the relationship between human culture and nature (for example see [British Ecological Society](#)). This suggests that the concept itself needs to be clearly articulated – for instance, delineating the difference between *biodiversity* or *biocultural diversity*, which incorporates the role of human activity.

Survey 2 (Q 3) examined attitudes towards policies that *encouraged* actions versus policies that *required* actions. Current OCP policies lean towards encouraging certain behaviours and applying more prescriptive strategies (e.g., through rezoning applications or establishing DPAs) in targeted areas. There is a clear desire among those surveyed to take a more assertive approach to protecting and enhancing biodiversity on the island including: establishing regulations that would apply to all property owners; and, establishing DPA to address priority conservation objectives. A need was also expressed for more educational materials directed to increase understanding of what is possible in each of the specific land use areas and zones.

Respondents were asked to rate their level of support for specific policies in the Coastal Douglas-fir Toolkit (Survey 2 Q4). There is clear support for all measures to protect and enhance Gabriola's CDF biogeoclimatic zone. There is strong support for developing new policies which prioritize parkland dedication at the time of subdivision if it results in protection of CDF ecosystems (95%), establishing new Development Permit Areas to protect and restore CDF ecosystems in high priority areas of the island (94%), and developing new policies and regulations to protect and restore CDF ecosystems on private properties (91%).

Survey 2 (Q 5) addressed freshwater conservation. There is strong support for the entire array of policy options for protecting groundwater on Gabriola. There is also support for developing and distributing informational materials to all householders and new residents. Freshwater conservation was a constant theme throughout all three surveys and a majority of respondents indicate that they depend on well water or a combination of well water, rainwater collection and bulk water purchases for both potable and non-potable needs. Over 80% of respondents (Survey 3 Q13) indicate they would consider installing a rainwater collection and storage system.

The early implementation of the BC Energy Step Code received stronger support than the Universal Access Design requirements (Survey 3 Q14). Concerns are primarily around the cost implications for new construction arising from these changes.

Affordable Housing

In Survey 1 (Q2) respondents were asked to rate the current criteria for evaluating multi-dwelling affordable housing development proposals. Overall, the highest ranked criteria are all related to administrative guidelines and processes as to how proposals would be evaluated and managed, with one exception – the impact on water, waste, greenhouse gas emissions and energy use.

The lower ranked criteria are all related to infrastructure, suggesting that with the exception of the ecological impact considerations, concerns about infrastructure such as project density, dwelling size, etc. are of less concern than how the project was designed to meet need and managed. Nonetheless all the criteria received more than 50% approval.

Respondents give strong to moderate support for expanding the categories of housing need (Survey 1 Q3) to include any low-income households (76%) and to include low to moderate income households (68%).

Survey 1 (Q4, 5 & 6) explored secondary suite policies and challenges to increasing stock. Currently, secondary suites are allowed on properties larger than 2 hectares / 5 acres. Opportunities exist to expand this policy to include properties smaller than 2 hectares / 5 acres, and to introduce a new policy allowing a flex zoning approach targeted to specific needs for all residential properties. However, expanding the potential to create secondary suites in all residential zones may not be the best tool to address housing affordability given that survey responses show that property owners perceive some serious barriers to providing secondary accommodation. Survey 1 Q4 asked those with these properties what the barriers are to building a secondary suite on their property but did not ask them *whether* they would consider doing so. The main barriers to construction of secondary suites on properties over 2 hectares / 5 acres are financial cost, responsibility of being a landlord, and the risk of reduced privacy.

Fewer than one-third of respondents supported allowing secondary suites on properties smaller than 2 hectares / 5 acres (Survey 1 Q5 & 6). Forty-six percent (46%) felt it would be appropriate, but their support came with significant caveats regarding ecological protection, limiting floor area and lot coverage, specifying a minimum lot size, requiring rent limits to ensure affordability, and requiring higher construction standards.

A bare majority of respondents (54%) unconditionally supported flexible zoning in residential zones, and an additional 22% were undecided but not opposed. As with other options, a primary concern was water and the impact on the environment. There

appears to have been some confusion as to whether or not ‘flex’ zoning would result in increased densities.

Survey respondents (Survey 3 Q2 & 3) were asked whether they supported more flexible zoning for commercial and institutional parcels in order to incentivize the construction of rental or market housing units during redevelopment. There is qualified interest in this option. The support for allowing an increased number of residential units in commercial or institutional zoned properties is conditional on water and an assurance that the units would remain as rental units with affordability guaranteed.

Recommendations

These recommendations place Gabriolans’ social needs – in this case, for affordable housing – within the context of protecting Gabriola’s unique ecology. These recommendations do not follow the same order as the survey analysis; instead, we have pulled together lessons from the survey findings to address one question: how do we protect biodiversity and freshwater resources while recognizing that “the islands are first of all an existing community of people, and the welfare of those people, and those who join them and come after them, must always be a primary concern of the Trust” (Islands Trust 1974 Policy document)?

The recommendations that follow are interconnected, focusing on managing growth, and conserving biodiversity and water through policies broadly applied across the island, and affordable housing policies focused on approaches that produce the greatest number of housing units with the least impact on the environment and groundwater resources. These recommendations represent actions that received strong support in the surveys. We conclude with recommendations that address how all of this work can be accomplished.

Growth Management Strategy

Objective: To ensure that growth on Gabriola is managed and gradual, balancing human and environmental needs to ensure long-term sustainability

Although limited, the LTC has some tools to limit the creation of new densities and/or to ensure any densities created support either social or biodiversity objectives or both. It is important to note that only the Province has authority to approve subdivisions, however the LTC can establish regulations regarding the rezoning of properties. Managing growth must ensure the needs of the human community are understood and addressed in the context of ensuring biocultural diversity.

To accomplish this, we ask the HAPC to recommend that the Local Trust Committee establish a growth management strategy.

This strategy should focus on articulating a clear understanding of what appropriate growth would entail and implementing necessary actions to curtail the negative impacts of unmanaged growth. These actions include the following:

- Clearly define what the OCP terms ‘gradual’ and ‘appropriate’ growth mean
- Implement a policy requiring all subdivision/rezoning applications contribute to an increase in affordable housing stock

- Establish a new regulation to be applied to rezoning applications to permit an increase or transfer of density only if a percentage of lots in each subdivision is protected with a housing agreement to ensure affordability as rental units or at time of sale and re-sale in perpetuity
- Establish regulations that set a minimum lot size requirement (e.g., 2 hectares) for subdivision rezoning applications, and
- Implement policies to facilitate willing owners of subdividable or adjacent lots to voluntarily reduce their density potential through rezoning or lot consolidation, under the condition that those densities would be deposited in the Density Bank for creating affordable housing elsewhere on the island.

Biodiversity Conservation Strategy

Objective: To ensure the recovery and long-term sustainability of our endangered Coastal Douglas-fir ecosystem

Survey respondents expressed strong concerns about protecting the Coastal Douglas-fir ecosystem. However, there is currently no definition of the concept of biodiversity in the Official Community Plan. Effectively addressing this pressing concern will require taking community-wide action. The strategies recommended below are aimed at achieving island-wide impacts rather than relying on case-by-case applications and a piecemeal approach and were identified as the most effective approaches by survey respondents.

We request that the HAPC recommend a biodiversity strategy to the LTC with the following elements:

- Clearly define the concept of biodiversity in the OCP, for instance, the difference between biodiversity or biocultural diversity which incorporates the role of human activity.
- Implement more results-oriented regulations to protect biodiversity including:
 - Developing new policies and regulations to protect and restore CDF ecosystems on private properties (e.g., restrictions on tree cutting)
 - Establishing new Development Permit Areas to protect and restore CDF ecosystems in high priority areas of the island
 - Developing new policies which prioritize parkland dedication at the time of subdivision, if it results in protection of CDF ecosystems

- Collaborate with the RDN and other partners to:
 - Advocate that the Regional District of Nanaimo parks department prioritize parkland dedication (when it is triggered at the time of subdivision) to protect CDF ecosystems
 - Advocate that the RDN ensure management planning and implementation of existing and new parklands prioritizes the protection of CDF
 - Require new dwellings, approved through rezoning, to be constructed to meet BC Energy Step Code Requirements, and to consider extending this requirement to all new construction, including commercial, institutional and multi-family developments, and
 - Develop a public education program to encourage homebuilders and owners to apply Universal Design principles when designing new homes.

Freshwater Conservation Strategy

Objective: To ensure the protection and sustainable management of freshwater resources

Freshwater conservation was a constant theme throughout all three surveys. There was strong support from survey respondents for the entire array of water policy options.

We ask the HAPC to recommend an aggressive groundwater protection strategy to the LTC, with the following components:

- Implement new policies requiring that subdivisions and redevelopment of residential properties meet higher water conservation standards by:
 - Establishing new proof of water regulations requiring that new subdivisions exceed the provincial minimum standard
 - Establishing new regulations requiring rainwater collection and storage for new residential development
- Establish new regulations that would require groundwater monitoring and data collection for new commercial, industrial, institutional and multi-family developments
- Advocate to the RDN to increase the capacity of the current *Rainwater Harvesting Rebate* program to meet demand
- Develop policies and regulations that require retention of forests and watershed ecosystems to promote groundwater recharge, and,

- Develop and distribute informational materials to all householders and new residents regarding water conservation activities that individual households can undertake, (for instance, see the Salt Spring Island Water Stewardship initiative <https://saltspringcommunityalliance.us17.list-manage.com/track/click?u=1953e744e01bd7cb2f320440c&id=a218ee1760&e=1f0b9beedb>).

Affordable Housing Strategy

Objective: To ensure a timely supply of affordable, appropriate housing that meets the needs of Gabriolans in a way that minimizes impacts on biodiversity and freshwater sustainability

Ensuring a supply of affordable, appropriate housing will require a strategy that provides the required number of units in a way that has the least impact on biodiversity and water. To do this we recommend an affordable housing strategy that prioritizes multi-unit projects appropriately sited and located, along with targeted activities for dispersed accommodation to address specific needs (e.g., elder care, extended family accommodation).

We ask the HAPC to recommend the following actions to the LTC to achieve housing, biodiversity and water objectives:

- Set housing targets and timelines by identifying the number and proportion of units to be achieved through multi-unit projects and through targeted dispersed initiatives such as secondary suites, mixed commercial/residential and flex zoning (implementation is addressed in the *Governance* section following).

Strengthen multi-dwelling proposal criteria. The following actions should be taken to ensure that the criteria for assessing multi-dwelling proposals meets the needs of low to moderate income households, is effectively and fairly managed, and has the lowest possible impact on the environment and water.

To achieve this, we ask the HAPC to recommend to the LTC, the following actions:

- Expand the housing need criteria to include any low-income households and low to moderate income households by adjusting the affordability definition as necessary
- Retain current requirements for housing agreements for affordable housing
- Add a provision to allow a mix of affordable and market options to ensure project viability

- Review the literature regarding the provision of common areas such as kitchen and recreation facilities in multi-dwelling projects and include in multi-dwelling proposal criteria and in housing agreement requirements, if warranted
- Remove the requirement that multi-dwelling affordable housing for low-income families are to come *only from banked densities* (see recommendations for Managing Growth above).

Revise secondary suite policies to target housing that addresses specific needs (e.g. distributed housing, worker housing, caregiver housing). Currently efforts to ensure rental housing rely on the regulation allowing secondary suites on properties of 2 hectares or larger. If all parcels were developed with secondary suites, it would increase the rental housing stock but would not guarantee affordability. Therefore, creating policies to allow secondary suites on properties smaller than 2 hectares, and to allow flex zoning for all residential properties must be considered carefully. There are three issues that must be addressed. First, survey responses showed that property owners perceived some serious barriers to offering secondary accommodation; therefore, there is no way to guarantee that property owners will create the necessary stock, nor that it will be affordable. Second, expanding the potential to create additional secondary accommodation on properties smaller than 2 hectares may create an increased environmental burden on biodiversity and water conservation. Finally, allowing flexible zoning to meet household needs (such as the need for caregiver, or family member accommodation) will be difficult to oversee.

In consideration of these challenges, we ask the HAPC to recommend to the LTC, the following actions:

- Retain the current policies regarding secondary suites on properties 2 hectares or larger but explore the implications of reducing the upper limit to allow secondary suites on properties of 1 hectares to 1.99 hectares. To address ecosystem and freshwater conservation conditions, all building permit applications must meet water, sewage and energy conservation objectives
- Given property owners concerns about the responsibilities of being a landlord, advocate with the RDN (responsible for affordable housing within the RDN) to create or build on existing tenant/landlord support programs which may encourage more property owners to create secondary accommodation
- Replace the term “secondary suite” with “secondary accommodation” to more accurately reflect the full range of secondary accommodation options (e.g., suite, detached cottage, etc.)
- Explore flexible zoning to meet targeted housing needs in residential zones. Flex zoning could be a way of creating increased capacity to provide caregiver and family member housing and had strong conditional support in the survey. The

challenge with this option is to ensure that the accommodation is used for the intended purpose (e.g., caregiver, family member) rather than becoming part of the existing illegal accommodation stock. To address this, we recommend that flexible zoning in residential zones be conditional on having a mechanism in place to ensure the prescribed usage (e.g., Temporary Use Permit).

Increase housing units in commercial and institutional zoned properties.

Currently, only one housing unit is permitted per commercial parcel and no units are allowed in institutionally- zoned properties. Increasing housing availability in existing and new developments may address the needs of workers, and one and two person households.

We ask the HAPC to recommend the following actions to the LTC:

- Explore options to increase the number of residential units for commercial zoned properties including transferring densities and increasing densities contingent on water, sewage and environmental considerations and that units would remain as rental units (rather than strata title market units)
- Extend the policy to include institutional zoned properties
- Require the property owner to sign a housing agreement assuring that units will remain as rental units with a mix of affordability guaranteed.

Governance, Oversight and Public Education

The Local Trust Committee can implement policies and regulations to address managed growth, biodiversity and water conservation objectives but it has no mandate or capacity to oversee the implementation of an environmentally responsible affordable housing plan. Implementing these strategies will require the time of Trust planners as well as the capacity to undertake public engagement activities, monitor the impacts of policy changes, track progress and recommend course corrections. These latter activities are outside the scope of the planners' duties. Accomplishing the objectives outlined above will require funding and the governance capacity to oversee this project.

As mentioned earlier in this report, this public engagement process would have cost over \$70,000 to conduct had the individuals on the committee, the majority of whom worked for free, billed for their time. If the Islands Trust is truly committed to protecting biodiversity, conserving freshwater and addressing affordable housing, it will need to commit multiyear funding to ensure the important objectives outlined above are met. This is not a burden that falls solely on the Trust, but the Trust must exercise leadership in getting other partners to the table to contribute their fair share.

The success of the implementation of the growth management, biodiversity, water conservation and affordable housing strategies will require resources, governance, oversight, and evaluation.

To achieve this, we ask the HAPC to recommend the following actions to the LTC:

- Establish a Housing Affordability and Managed Growth Planning Commission made up of volunteer commissioners appointed by the LTC and supported by a paid consultant and LTC staff. The Commission would be responsible for overseeing the implementation of the four strategies (growth management, biodiversity, freshwater conservation, and housing affordability) and ensuring the work is aligned with the ongoing work on reconciliation and climate change. Its responsibilities would include:
 - Planning and administering different aspects of the strategies (for instance, if there are housing agreements that need to be monitored, how would that occur)
 - Setting targets and timelines in consultation with the LTC
 - Evaluating progress so the LTC will know when the strategic objectives have been achieved and to what degree (e.g., hectares of CDF ecosystem protected, units of housing created)
 - Providing ongoing public information to increase public knowledge
 - Implementing public engagement activities as the strategies are developed and rolled out.
- Provide appropriate funding to support the implementation of affordable housing, biodiversity and water conservation strategies by:
 - Establishing an appropriate budget to support the implementation of the strategies
 - Committing appropriate Island Trust funding,
 - Working in collaboration with the RDN (the body responsible for the regional housing strategy) and other community partners to acquire the necessary resources to staff this initiative
 - Exploring the option of a tax requisition to finance this initiative (through both the Local Trust and RDN).

Proposed Policy & Regulation Potential Impact Table

The table below evaluates the potential impact of each of the major policy and regulatory actions outlined in the strategies above. The ratings (H=High; M=Medium; L=Low; NA=Not Applicable) refer to each initiative's likelihood of achieving the desired strategy objectives.

Table 16: Proposed Policy and Regulation Potential Impact			
Recommended Policy/Regulation	Impact Areas		
	Biodiversity Conservation	Freshwater Conservation	Increased Affordable Housing
Managing Growth			
Policy requiring new subdivisions to contribute to affordable housing	H	H	H
Set minimum lot sizes for subdivisions	H	H	NA
Voluntary density reduction program	H	H	NA
Biodiversity & Water Conservation			
CDF policies applied to private properties	H	H	NA
New DPAs for CDF priority areas	H	H	NA
Prioritize parkland dedication that protects CDF forests	H	M	N/A
Increase subdivision & residential redevelopment proof of water requirements	NA	H	NA
Rainwater collection requirement for new construction	NA	H	NA
Groundwater monitoring – commercial, institution, multi-family	NA	M	NA
Forest/watershed retention policies and regulations	H	H	NA
Water Conservation Public Education	L	M	NA
BC Energy Code requirement for new construction as part of a rezoning	M	M	NA
Housing			
Set affordable housing targets	NA	NA	H
Strengthen multi-dwelling proposal criteria	NA	NA	H
Focus secondary suite regulations on targeted need	L	M	H
Flex zoning for targeted need	NA	NA	M
Increase housing units on commercial/institutional-zoned lots	NA	NA	M

Housing Need on Gabriola

This backgrounder looks at housing need on Gabriola by presenting information about:

1. Homelessness	3. More on Affordability	4. Housing Diversity
2. “Core Housing Need”	○ Median Household Total Income ○ Median One Person Total Income ○ Low Income ○ Median Monthly Shelter Costs ○ Average House Prices	5. Renters and Owners 6. Housing Mobility 7. Housing Occupancy 8. Household Makeup 9. Family Makeup 10. Median Age & Distribution
○ Adequacy ○ Affordability ○ Suitability		

The statistics below are from the 2016 Canadian Census of Population^{1,2} unless noted otherwise. Most of the graphics below are from the Gabriola Health and Wellness Collaborative’s 2020 Gabriola Health Report³ but some were created for this document. The Health Report compared Gabriola with Bowen Island, Nanaimo and British Columbia, which we are also doing here.

Other recent reports that look at housing need on Gabriola include the 2018 “Housing Needs Assessment” report⁴, and the 2012 “Affordable Housing Strategy”⁵. (See the endnotes for links.)

1. Homelessness

Gabriola has a high rate of homelessness. In 2019, 62 Gabriolans were identified as being homeless. This means that one of every 65 Gabriola residents is homeless, compared with the Nanaimo rate of one in 270 and the provincial rate of one in 653.



These numbers include people with no current home, those living in a car or couch surfing, or those who have a home that does not have a bathroom and/or a kitchen.

2. Core Housing Need

Housing need is often defined by whether a household’s housing is:

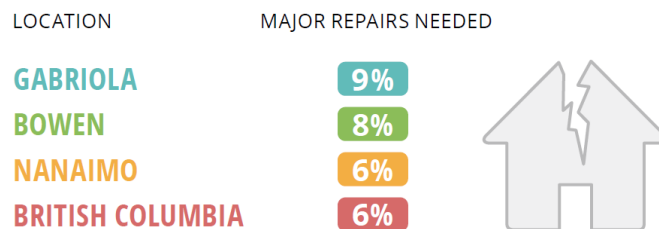
- **Adequate** – not requiring major repairs
- **Affordable** – costs less than 30% of total before-tax household income
- **Suitable** – has enough bedrooms for the size and makeup of the household.

A household is said to be in “core housing need” if its housing falls below at least one of the standards above **AND** “would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing” that does meet all three standards.⁶

We don’t know how many households on Gabriola are officially defined as being in core housing need but we can look at what we do know about adequacy, affordability, and suitability to tell us something about the level of housing need on Gabriola.

- **Housing Adequacy**

The 2016 Census shows that 9% of the housing on Gabriola needs major repairs.⁷ This is more than in other comparison communities.

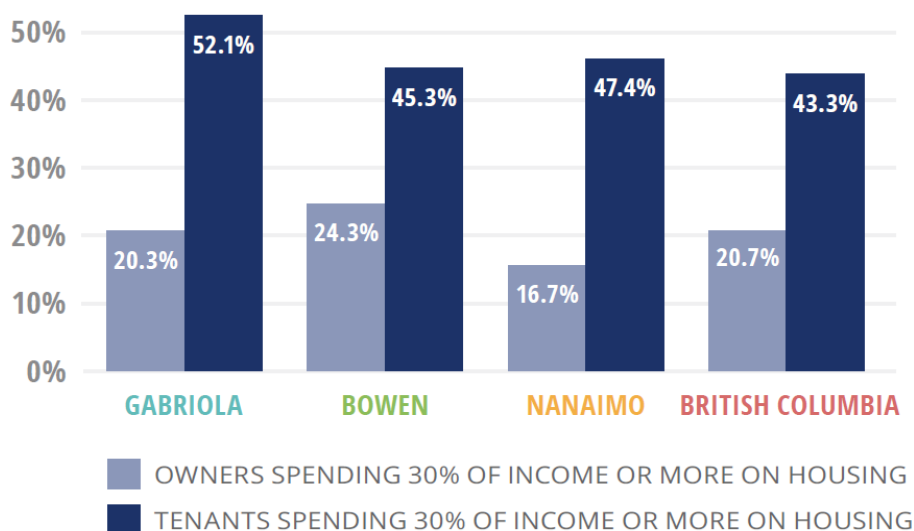


Gabriola residents may also face other issues with housing – like not having potable water or having poorly functioning septic fields, etc.

- **Housing Affordability**

Housing is typically thought to be unaffordable if a person or household spends more than 30% of their monthly total income (i.e., before taxes⁸) on their housing (rent / mortgage / lease and related costs like heat, water, electricity, etc.).^{9,10}

By this standard, more than half of Gabriolans who rent and about 20% of Gabriolans who own their own homes were living in unaffordable housing in 2016.



- **Housing Suitability**

Housing is said to be suitable if it has enough bedrooms for the size and makeup of the household. According to the 2016 Census, Gabriola has a very high rate of housing suitability, higher than that of other comparison communities.

	GABRIOLA	BOWEN	NANAIMO	BRITISH COLUMBIA
Suitable	98.6%	96.7%	97.0%	94.7%
Unsuitable	1.4%	3.3%	3.0%	5.3%

It's important to note that Gabriola has a lot of households made up of only one or two people (see Household Makeup below). And, the vast majority of housing stock on Gabriola is made up of single-family dwellings (see Housing Diversity below). The combination of small household size and the makeup of Gabriola's housing stock may account for the high rate of housing suitability, which may not show whether there is enough housing on Gabriola that is suitable for larger households.

3. More on Affordability

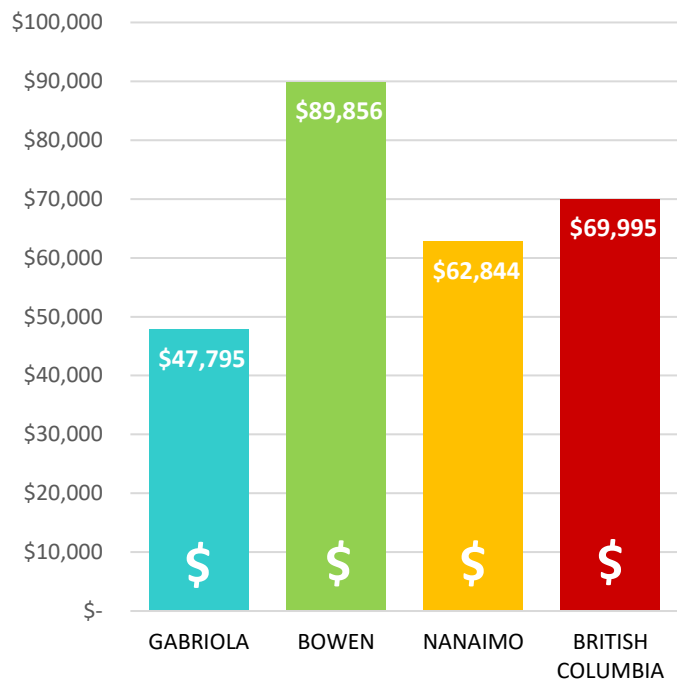
- Median total income of all households**

The median total income of all households on Gabriola was \$47,795 in 2015, according to the 2016 Census.^{11,12}

Median income is the amount at the halfway point between the highest and lowest incomes. Half of people's incomes are higher than the median and half are lower.

Gabriola's median income is much lower than that in comparison communities.

Median total household income is used in the calculation of housing affordability (see above).

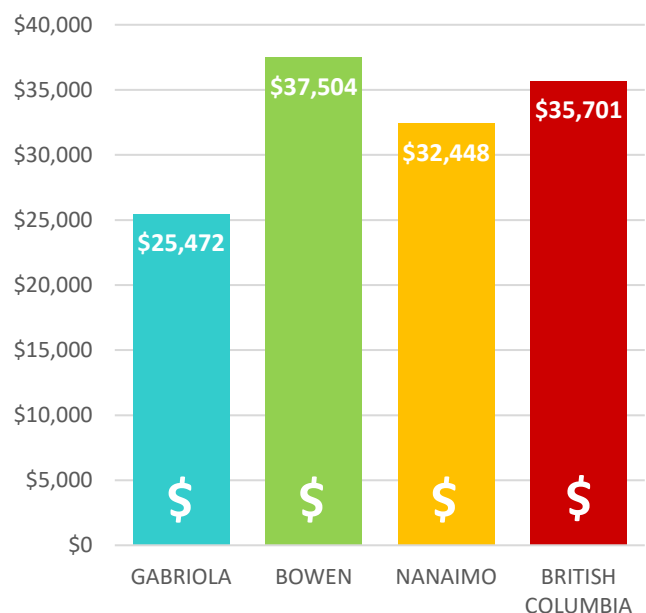


- Median total income of one-person households**

The median total income of one-person households on Gabriola was \$25,472 in 2015.

Median income is the amount at the halfway point between the highest and lowest incomes. Half of people's incomes are higher than the median and half are lower.

36.4% – or more than one-third – of households on Gabriola are made up of one person (see Household Makeup below).

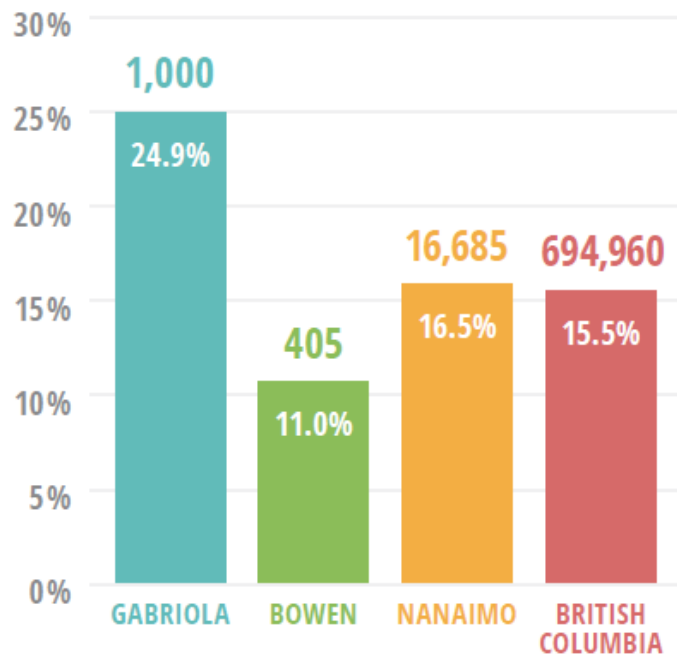


- **Low income**

Gabriola also has a high percentage of people living on low incomes – nearly 25% were in low income in 2015, according to the 2016 Census.

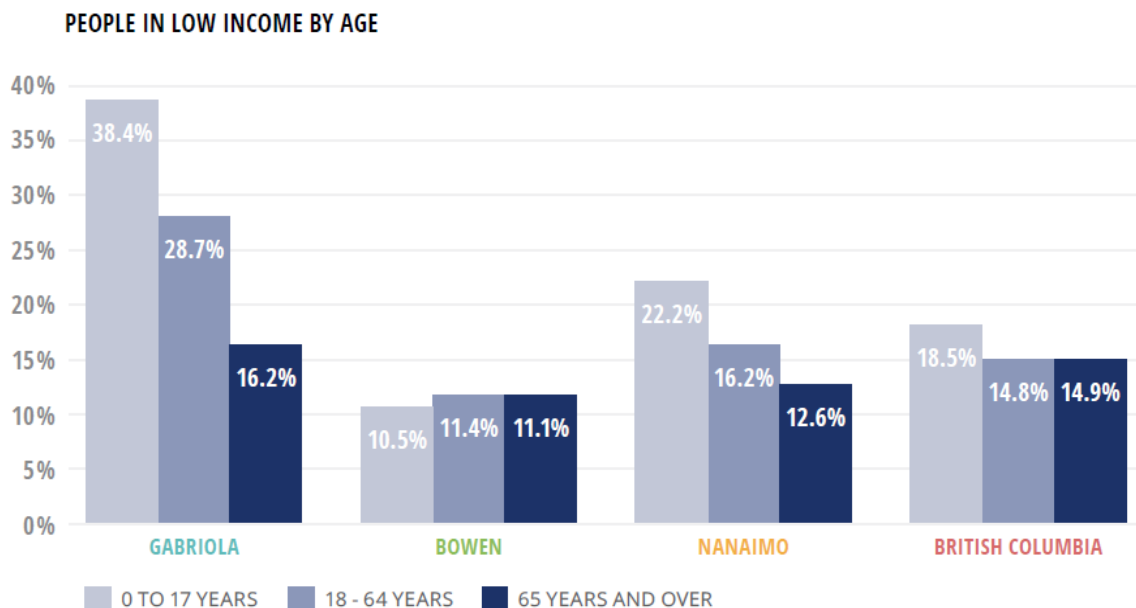
Low income is defined as 50% or less of the national median household income.¹³

Gabriola's low income rate is very high compared to comparator communities, and represents about 1,000 people.



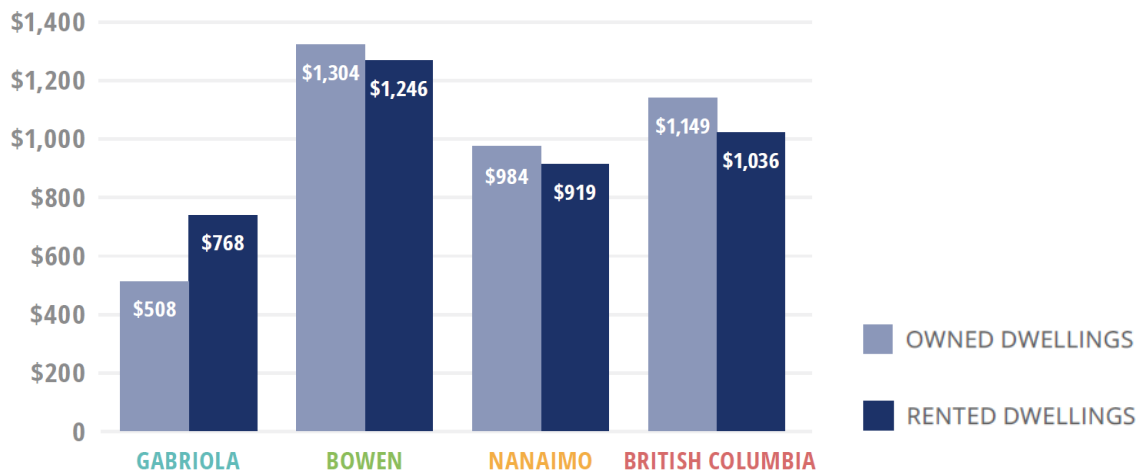
As well, Gabriola has a high percentage of children living in low income – nearly 40% – which of course means their families are living in low income.

Gabrielans of all ages have a higher rate of low income than those in comparison communities.



- **Median monthly shelter costs**

Median monthly shelter costs on Gabriola were low relative to comparison communities when the Census was taken in 2016. The median is the halfway point, which means half of shelter costs were higher and half were lower than the median.



The population on Gabriola is generally older (the median age in 2016 was 61 – see age data below) so it could be that most people have paid off all or most of their mortgage. This would mean lower housing costs for owners and lower amounts that owners charge in monthly rent.

These housing costs may also reflect lower taxes on Gabriola than in other municipalities.

We don't know how much housing costs – especially rents – have increased since 2016.

- **Average house prices**

Between December 2019 and November 2020, the average selling price of a “typical” single-family home on Gabriola – which does not include homes with acreage (i.e., 5 acres or more) or those on a waterfront lot – was \$467,017.¹⁴ (If acreage and waterfront homes are included, the average selling price was \$639,513.)

To afford this “typical” home, an individual or family would need to have an income of between \$82,900 (for a 20% down payment) and \$108,264 (for a 5% down payment). Monthly mortgage payments would be between \$1,345 and \$1,886.¹⁵

Can Gabriola households afford to buy homes on Gabriola?

- The median total income of households on Gabriola in 2015 was \$47,795 (see above).
- A Gabriola household's income would have to have increased by between 73% and 127% between 2015 and 2020 in order to afford to purchase the typical single-family home.

Can Gabriola individuals afford to buy Gabriola houses?

- The median total income of one-person Gabriola households in 2015 was \$25,472 (see above).
- A one-person Gabriola household's income would have to have increased by between 225% and 325% between 2015 and 2020 in order to afford to purchase the typical single-family home.

The average selling price for a “typical” home in 2015 was \$266,571, which means the average price increased by 75% between 2015 and 2020.

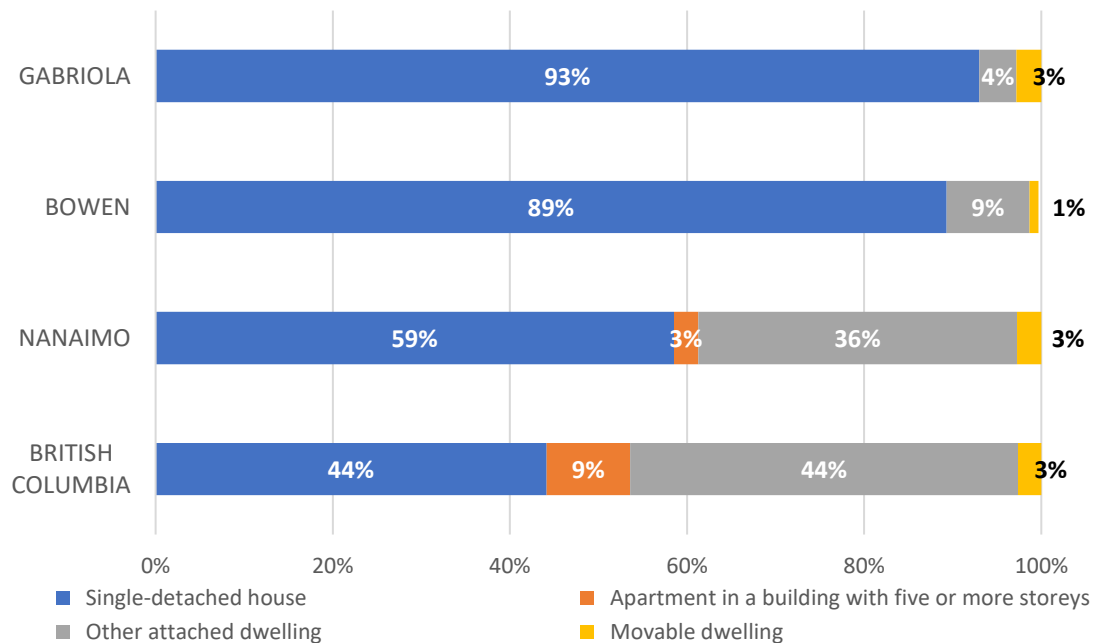
Between December 2019 and November 2020, twenty-three typical single-family homes sold for less than the average home price of \$467,017.¹⁶ 45 homes in this same category sold in this period, meaning that about 51% sold for under the average price.

A recent report from the Regional District of Nanaimo says that “Low income households [on Gabriola] would be challenged to afford a rental unit within 30% of their monthly income, and home ownership is out-of-reach for the majority of the households, including couples families.”¹⁷

4. Housing Diversity

About 93% of the housing stock on Gabriola is single-detached houses. Only 4% is “other attached dwellings” and 3% is movable dwellings.

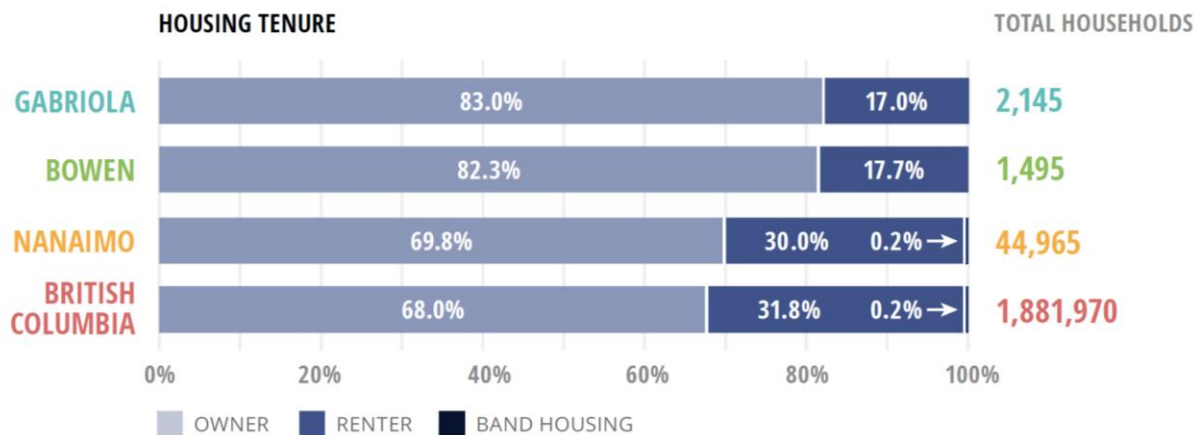
“Other attached” includes semi-detached houses; row houses; apartments in a duplex; apartments in a building with fewer than five storeys, and other single-attached houses.



Gabriola's housing stock is much less diverse than that of comparison communities. The lack of diversity in the housing stock limits options for those who are not able to or don't want to purchase this style of home. It may also contribute to affordability issues.

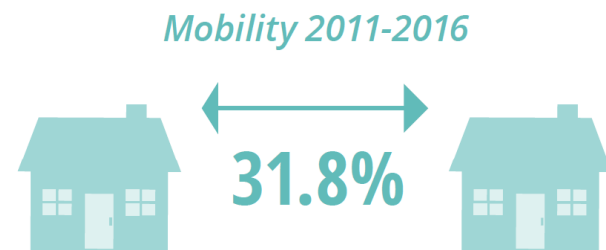
5. Renters and Owners

More than 80% of households on Gabriola own their home, according to the 2016 Census, while 17% rent. There are 2,145 households on Gabriola, so about 1,780 own their home and about 365 rent.



6. Housing Mobility

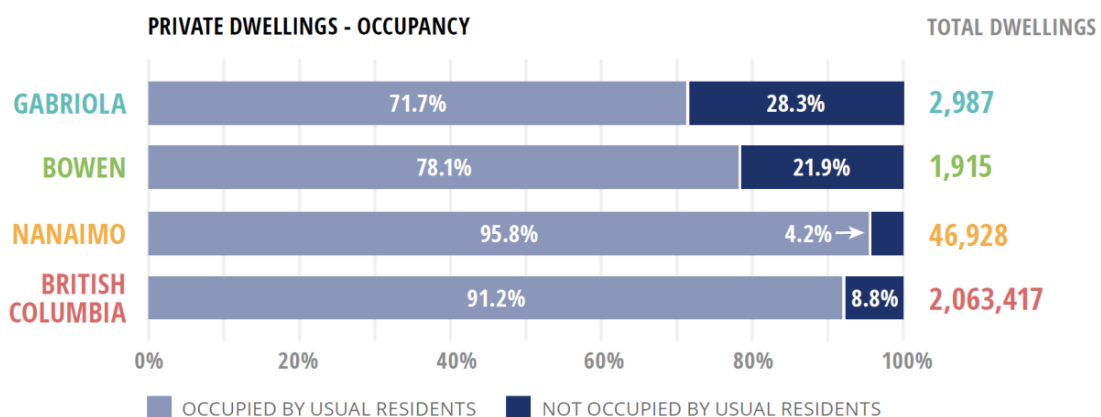
Nearly 1/3 of the people who had moved to the home they were living in on Gabriola when the 2016 Census was taken had moved there from another location on Gabriola.



We don't know how many of these people who move are renters and how many are owners. However, given that more than half of renters are spending more than 30% of their income on rent (see Housing Affordability above), this rate of mobility – which may indicate the need to move to find better quality, more secure, suitable, more secure or affordable housing – could indicate problems with Gabriola's rental housing stock.

7. Housing Occupancy

More than 70% of the private dwellings on Gabriola were occupied by usual residents in the 2016 census.¹⁸ Nearly 30% (or 845 homes) were not, but we don't know how many of those are unoccupied, used for personal seasonal usage, or are available for seasonal rentals or full-year, full-time residency.



8. Household Makeup

In 2016 there were 2,145 households on Gabriola, with an average household size of just under two people.

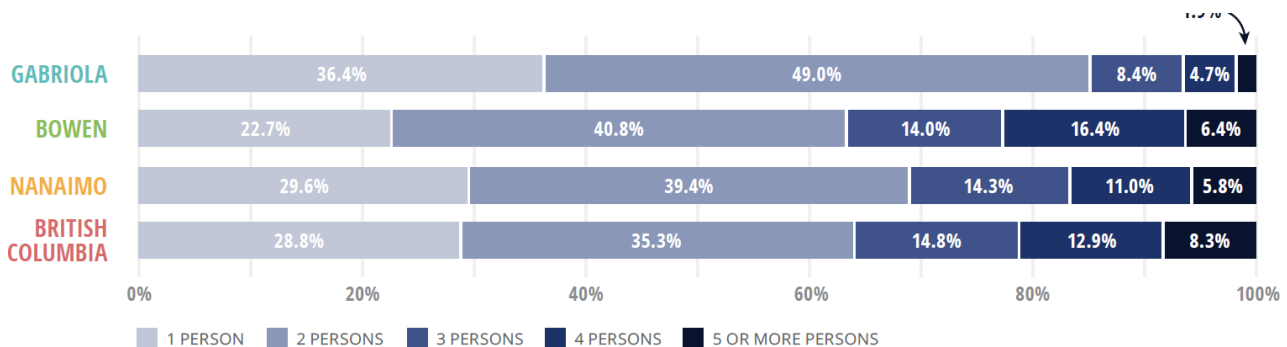
Total Households



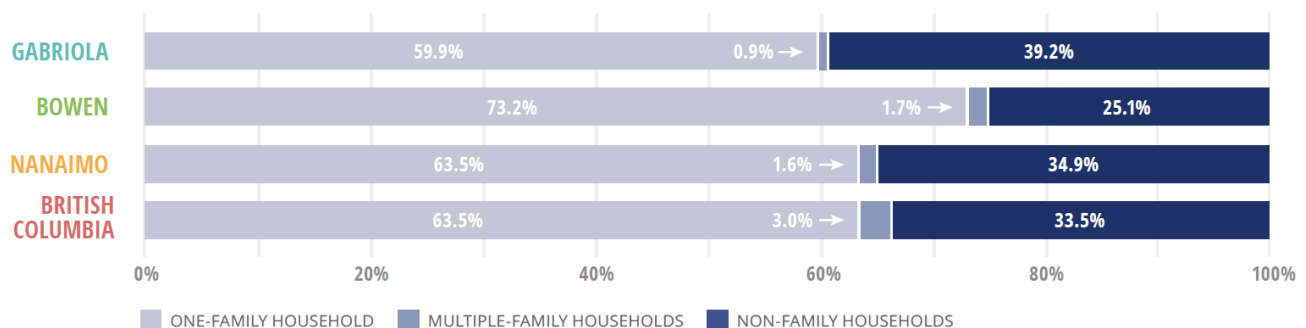
Average Household Size



Of the 2,145 households on Gabriola, the vast majority – 85.4% or 1,832 households – are made up of either a single person (781) or two people (1,051). 15% of households (or about 322) are made up of three or more people.



As well, nearly 60% of the 2,145 households on Gabriola are single family households – that is, one group of people who are all related. Almost 40% are non-family households. A non-family household is either a single person living alone or two or more unrelated people living together.

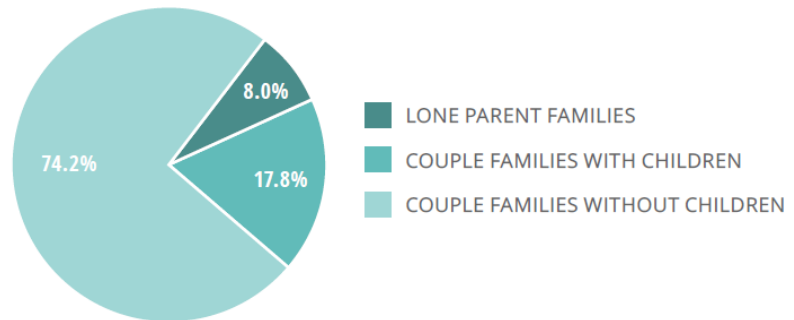


Given that singles make up about 781 households (from the data above), this means there are about 59 households are made up of roommates or other non-family arrangements.

9. Family Composition

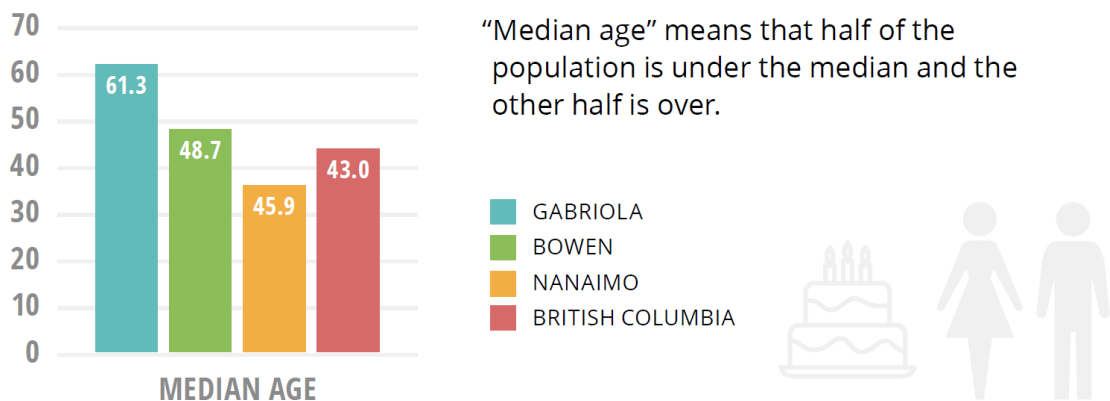
Most of the families on Gabriola – about 979 or nearly 75% - are couples without children.

However, 235 Gabriola families are couples with children, and about 106 are lone parent families. To ensure housing suitability, these families will need housing that has two or more bedrooms.

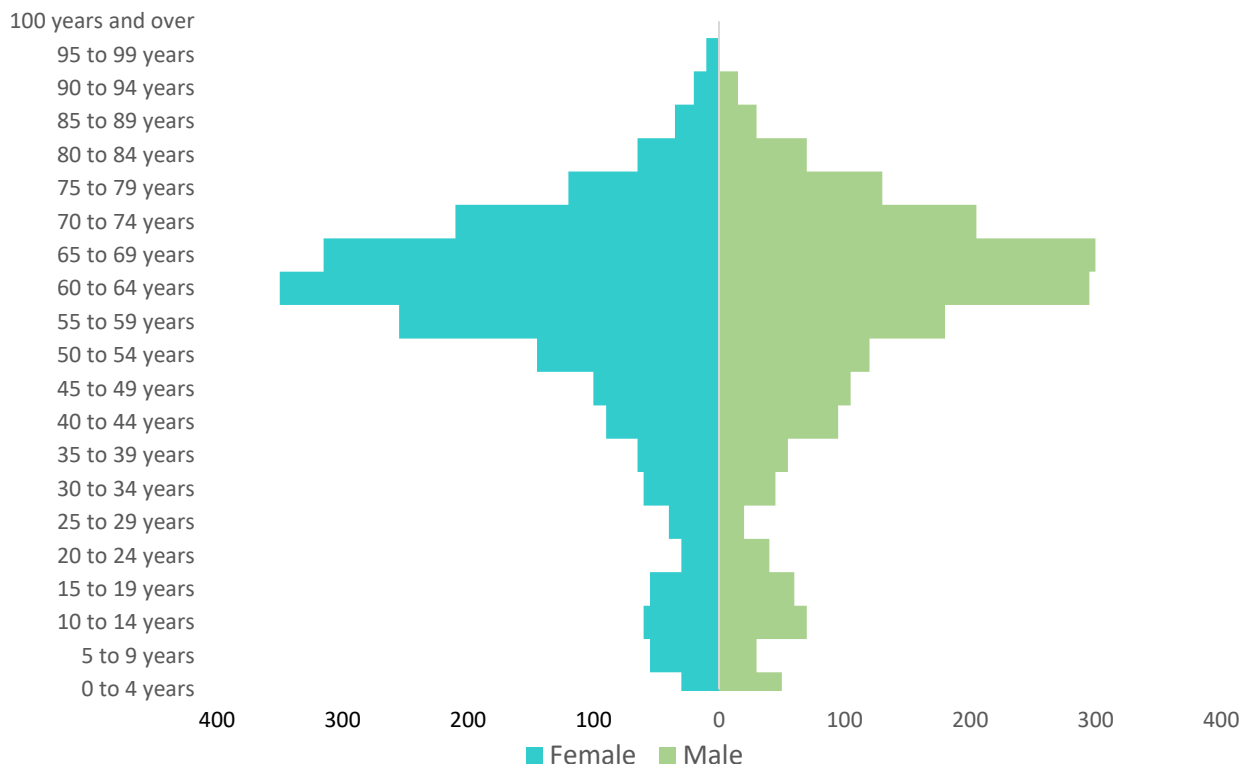


10. Median Age & Distribution

The median age of the population on Gabriola in 2016 was just over 61 years.



The age distribution on Gabriola in 2016, by gender, is shown in the chart below.



Some Take-Aways about Housing Need on Gabriola

- **Homelessness**

- A number of Gabriolans are homeless. Note that homelessness in this instance includes people whose housing doesn't have a bathroom and/or kitchen, which may speak to the issue of housing adequacy on Gabriola. People who are homeless may have particular housing needs and may need housing-related supports.

- **Housing Adequacy**

- 9% of housing on Gabriola – or about 193 dwellings – need major repairs. As noted above, this may not include other housing-related issues that people on Gabriola face, like problems with septic fields, etc.

- **Housing Affordability**

- According to the 2016 Census, about 365 households on Gabriola are renters. More than half of renters are paying more than 30% of their incomes for housing, so we know that about 183 Gabriola households are particularly impacted by the lack of affordable housing.
- One-fifth of owners are paying more than 30% of their incomes for housing, so we know that about 356 owner households are having difficulty with housing affordability.
- Housing affordability is a serious issue on Gabriola, especially for people who rent.
- About one-quarter of Gabriolans are living on low incomes. They may be younger people who are working for low pay, those who rely on benefits from income support programs, or older people living on fixed incomes. As well, nearly 40% of children are living in low income families and nearly 30% of working-age adults are low income.
- Monthly housing costs for both owners and renters appear to be low, but we don't know how much these costs have increased since the 2016 Census.
- Increases in income levels on Gabriola since 2015 may not have kept pace with increases in house prices, which might have an impact on whether Gabriolans can afford to purchase a "typical" house on the island. However, the Regional District of Nanaimo says that "Low income households [on Gabriola] would be challenged to afford a rental unit within 30% of their monthly income, and home ownership is out-of-reach for the majority of the households, including couples families."¹⁹
- House prices – and associated mortgage costs – may have an impact on rents, given that owners may charge enough rent to at least cover their mortgage.

- **Housing Suitability**

- Housing suitability on Gabriola – i.e., whether housing has enough bedrooms for the size and makeup of the household – is very high. This isn't a surprise given that most households are made up of one or two people and the vast majority of housing stock is single family dwellings. However, 15% of households on Gabriola – or about 322 – are

made up of three people or more. We don't know how many of those households have access to housing with enough bedrooms for the number of people in their family.

- **Housing Diversity**

- The vast majority of housing stock on Gabriola – about 93% – is single-detached houses. The lack of diversity in housing stock limits options for those who are not able to or don't want to purchase this style of home.

- **Housing Availability**

- Nearly 845 homes – or 30% – were not occupied by usual residents when the 2016 Census was taken. We don't know how many of those are unoccupied, are used for personal seasonal usage, or are available for seasonal rentals or full-year, full-time residency.

References

- ¹ Gabriola Island Trust Area 2016 Census Profile: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=DPL&Code1=590003&Geo2=PR&Code2=59&SearchText=Gabriola%20Island%20Trust%20Area&SearchType=Begin&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=590003&TABID=1&type=0>.
- ² The next Census of Population will be conducted by Statistics Canada in May 2021. For more information see: <https://census.gc.ca/index-eng.htm>.
- ³ 2020 Gabriola Health Report: <https://www.ghcs.ca/2020-Gabriola-Health-Report.pdf>.
- ⁴ Housing Needs Assessment, Northern Region of Islands Trust, Dillon Consulting, 2018: http://www.islandstrust.bc.ca/media/346025/lpc_2018-06-21_northern_hna.pdf
- ⁵ An Affordable Housing Strategy for Gabriola Island, People for a Healthy Community, 2012: <http://www.islandstrust.bc.ca/media/339419/03-phc-gabriola-island-affordable-housing-strategy-oct-2012.pdf>
- ⁶ See the definition of Core Housing Need in the Dictionary of the 2016 Census of Population: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage037-eng.cfm>
- ⁷ Statistics Canada's says that this includes: "dwellings with defective plumbing or electrical wiring, and dwellings needing structural repairs to walls, floors or ceilings". <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/dwelling-logements003-eng.cfm>.
- ⁸ Total income is defined here: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop123-eng.cfm>.
- ⁹ Statistics Canada, the Canada Mortgage and Housing Corporation, and the provinces agree on this definition. See <https://www23.statcan.gc.ca/imdb/pUtil.pl?Function=getNote&Id=299278&NT=01>.
- ¹⁰ For further information on the definition of shelter costs, see: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/households-menage033-eng.cfm>
- ¹¹ Census income data reflects the total annual income of the previous year (i.e., 2015).
- ¹² Total income does not include amounts paid in taxes. See the definition in endnote 6 above.
- ¹³ Low income is measured using the Low-Income Measure After Tax (LIM-AT), which marks 50 percent of the national household median income adjusted for household size. Those with incomes under this threshold are said to be in low income. More information about the LIM-AT is here: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/fam021-eng.cfm>. In 2018, the federal government adopted the Market Basket Measure (MBM) as Canada's official measure of poverty. The MBM represents the cost of a number of food, clothing, shelter, transportation and other items deemed to represent a "modest, basic standard of living". Those people with incomes lower than the MBM threshold are considered to be living in poverty. The 2016 Census did not computer low income / poverty using the MBM. More information about the MBM is here: <https://www150.statcan.gc.ca/n1/pub/75f0002m/75f0002m2019009-eng.htm>.
- ¹⁴ Selling price data for 2015 and 2020, total household affordability calculations, and mortgage calculations were provided by John Woods of the The Mortgage Centre, Fitzwilliam Mortgage. One-person household affordability calculations were done by the document author.
- ¹⁵ Income of \$82,900 and monthly mortgage payments of \$1,345 are based on a 20% down payment. Income of \$108,264 and monthly mortgage payments of \$1,886 are based on a 5% down payment. These calculations assume amortization over 30 years, with no other debts.
- ¹⁶ This data was provided by Tina and Guy Team via John Woods.
- ¹⁷ Regional Housing Needs Report. Regional District of Nanaimo. June 2020, p.73: <https://www.rdn.bc.ca/housing-needs-report>
- ¹⁸ The definition of "usual place of residence" is complex. See the definition here: <https://www12.statcan.gc.ca/census-recensement/2016/ref/dict/pop126-eng.cfm>.
- ¹⁹ Regional Housing Needs Report. Regional District of Nanaimo. June 2020, p.73. See endnote 17 above.

This document was prepared by the Research Team of the Gabriola Housing Working Group, January 2021

GABRIOLA OFFICIAL COMMUNITY PLAN (OCP) POLICIES GOVERNING HOUSING

This page provides information on the major policies and planning tools in the Gabriola Official Community Plan (OCP) that govern housing options on Gabriola. It covers the following:

1. definitions of affordability and attainability
2. parameters to guide the consideration of affordable housing proposals
3. housing standards
4. types of housing
5. planning tools to address need and diversity, and,
6. regulatory requirements for different types of housing.

KEY CONSIDERATIONS

The development of affordable housing on Gabriola is governed by a complex set of policies and bylaws. The Gabriola Official Community Plan governs land use decisions, while decisions about the types of housing are regulated by other authorities. The Gabriola Official Community Plan includes policies governing affordable housing proposals and secondary suites but there is no comprehensive strategy to address a full range of housing options.

WHAT DOES THE GABRIOLA OFFICIAL COMMUNITY PLAN (1997) SAY ABOUT “HOUSING AFFORDABILITY” OR “ATTAINABILITY”?

Affordability is addressed in the OCP through policy that supports an increase in residential density on the island, without subdivision, and only when it is specifically for affordable housing for special needs residents and seniors (Section 2.k).

The OCP contains a general residential policy to support a mix of housing types which includes:

1. affordable and market housing in appropriate locations. (Section 2.1(5))
2. "multiple-dwelling affordable housing" is defined as three or more residential dwelling units on a parcel restricted to affordable housing as defined by this Plan and governed by a housing agreement.
3. "Multi-dwelling residential use" is intended to be reserved for affordable housing units only which includes the following categories:
 - Special Needs residents living with physical and / or mental disabilities;
 - Seniors 60 years of age or older; and
 - Low-income families.



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Affordable housing is defined in the OCP to mean housing that costs no more than 30% of a household's gross income applied to those households with incomes at or below 60% of the median household income for Gabriola Island (using Canada Census information). The OCP states that affordable housing should be in a location which is accessible to appropriate services and acceptable to the overall community without compromising protection of the natural environment and while minimizing greenhouse gas emissions.

Densities for the creation of Multi-dwelling Affordable Housing for low-income families are to come *only from banked densities* as noted in Appendix 2 (Density Bank) of the Plan.

Multi-dwelling Affordable Housing developments with mixes of special needs residents, seniors and low-income families are encouraged. **No market housing** is included in this mix for multi-dwelling developments. It is now understood that the mix of affordable and market options may be required by funders and may be necessary to the financial viability of the project.

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The term 'attainability' is not captured in the 1997 Gabriola OCP and was not commonly understood at that time; however, the term 'attainable housing' is used to describe the ability of households to choose to enter, and graduate to higher levels of, the local housing market. Attainability is the idea that a range of housing options (type, size, tenure, cost) exists in the local market. Households at various income levels can find and secure (attain) suitable housing and can ultimately advance to a different level if they choose (Source: [Belleville Report](#)).

SPECIFIC PARAMETERS IN THE OCP INTENDED TO GUIDE CONSIDERATION OF AFFORDABLE HOUSING PROPOSALS

The following conditions guide the Local Trust Committee's consideration of affordable housing proposals:

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1. the maximum density shall not exceed 12 units per hectare.
2. the maximum number of dwelling units per development shall not exceed 24.
3. the average size of a dwelling unit shall be not greater than 83 square metres (900 sq.ft).
4. the site shall be within 0.5 kilometres of the Village Core bounded by North, South, and Lockinvar Roads or a 2 kilometre walking distance from the Village Core along public access routes only, and shall provide access to any existing adjacent pedestrian and cycling pathways to the village and ferry services.
5. where practical, in the opinion of the Gabriola Island Local Trust Committee, the site's main access shall be off a main road and not through an existing residential neighbourhood.
6. common area amenities, such as kitchen and recreation facilities, shall be provided for prior to occupancy.
7. the proponent:
 - can ensure the maintenance and stability of affordability in perpetuity.
 - specifies how the housing project will be managed and administered including, if deemed applicable, that it be operated on a not-for-profit basis.
 - specifies the manner in which the housing units will be made available to the identified class of persons at the time the housing units are first occupied and with respect to subsequent occupancy; and
 - specifies the mix of rental and ownership housing units permitted.
8. The OCP specifies that multi-dwelling Affordable Housing applications must demonstrate the lowest possible net water, waste, greenhouse gas emissions and energy use.
9. The Density Bank¹ in this Plan shall be amended from time to time such that any unused residential densities that result from rezoning for parks are added to the Density Bank for use as Multi-dwelling Affordable Housing for low-income families.

¹ The density bank policy will be examined in Topic 3 to be posted on February 17th.

POLICIES GOVERNING SECONDARY SUITES

Affordability is also addressed through policy on the use of secondary suites. Currently on Gabriola, secondary suites are allowed on parcels 2.0 hectares or larger. This is considered a means of addressing the islands' need for diversity in housing options (providing rental housing) and affordability in a rural, low density context (see Gabriola Official Community Plan Policy 2.6.1a). The policy allows for a suite up to 968 sqft.

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HOUSING STANDARDS THAT CURRENTLY APPLY TO HOUSING ON GABRIOLA

The following housing standards must be met to comply with the provincial building code (or equivalent):

1. All residential dwellings built on Gabriola must meet or exceed the BC Building Code standards; OR the CSA manufactured home standards, including seismic standards for anchoring/foundations.
2. A travel trailer, recreational vehicle or tiny home on wheels can only be used temporarily while constructing a permanent dwelling under a RDN Building Permit, and it must be connected to an approved sewage disposal system. The current limit is 2 years, but it can be extended by the Building Inspector (RDN).

TYPES OF HOUSING POSSIBLE UNDER CURRENT OCP/LUB

The following types of housing are permissible under the current OCP and Land Use Bylaw (LUB):

1. Single family dwelling (can be micro home or standard size - no minimum or maximum floor areas)
2. On a residential lot 2ha (5 acres) or larger, one single family dwelling with a secondary suite (either attached, within or detached up to a max 968sqft)
3. Multiple Family dwelling (three or more units) for seniors/special needs/low income in site specific zones
4. In commercial zones, one single family dwelling on a lot with a business (can be above, attached, or detached, no limit to maximum floor area)
5. Manufactured homes (previously called mobile homes) which are CSA approved, and secured to a permanent or semi-permanent foundation. They can be micro or as large as can be constructed to meet the CSA standards.
6. Temporary housing on Gabriola includes permission to use of a recreational vehicle, tiny home on wheels for up to 2yrs while constructing a permanent dwelling on the property with a valid building permit. It must be connected to an approved sewage disposal field.
7. Tents/camping on a vacant lot for up to 90 days/year.

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PLANNING TOOLS AVAILABLE TO ADDRESS NEED AND DIVERSITY

Local governments are responsible for ensuring a suitable supply of housing, in a range of types and locations, to meet community needs now and in the future. Communities accomplish this goal through the land use planning process by ensuring an adequate supply of suitably zoned land, through the regulatory process, and through servicing and other activities. An Official Community Plan (OCP) -- a statement of objectives and policies -- guides decisions on planning, land use management, and development. *Since 1992, policies on affordable, rental and special needs housing must be included in official community plans in BC.*

For Gabriola Island the following tools are currently used to address need and diversity:

1. OCP Land Use Policies and design guidelines (1997)
2. LUB Regulations pertaining to secondary suites (updated 2018)

The following tools are available in BC but *have not yet been used* on Gabriola Island to address housing need and diversity:

1. Updating OCP with Gabriola Housing Needs Assessment findings and possible recommendations (2018)
2. Updating OCP with Affordable and Attainable Housing Policies relevant to current market conditions and housing projections for the region
3. Rental Tenure Housing zoning (to protect rental housing from being converted to owned housing).
4. Provision for mixed use affordable/market housing developments (not strictly just affordable/seniors/special needs)
5. Flexible zoning that strictly controls density, floor area of dwellings, water consumption and energy conservation, and how much of the lot is covered by buildings and structures (lot coverage). Flexible zoning might be created to permit either one large single-family dwelling or two or three small dwellings on a lot built to BC Energy Step Code standard with strict controls on water conservation standards, how much of the lot can be developed or other parameters.



We will be asking for your opinions on this topic in the survey

SUMMARY OF HOUSING TYPES AND REGULATORY REQUIREMENTS

Approval for various types of housing is not solely the responsibility of local government. For instance, housing must meet specific requirements as set out in the BC Building Code and the Canadian Standards Association for Manufactured Homes. The following table describes the types of housing and the regulatory requirements for each type.

Housing Type	Building/Construction Standard in Effect	Permitted on Gabriola Island as a Permanent Dwelling	Permitted on Gabriola Island as a temporary dwelling (up to 2yrs while constructing a permanent dwelling)
Conventional Framing constructed on site Can include structurally insulated panels; wood/timber frame; cob; panels; wood/timber frame; cob; rammed earth; steel; strawbale BUT is built to BCBC standards on permanent foundation	BC Building Code	YES	YES
Manufactured home constructed in a factory under CSA Standards and transported to site; placed on semi-permanent or permanent foundation	CSA – Canadian Standards Association for Manufactured Homes	YES	YES
Modular/pre-fab home sections/walls are built offsite in a factory and transported to site then assembled on site placed on approved foundation	CSA – Canadian Standards Association for prefabricated buildings, modules and panels AND BC Building Code for seismic foundation	YES	YES
Micro Homes (approximately 100- 500sqft) built either offsite or onsite. Anchored to an approved foundation	BC Building Code	YES	YES
Recreational Vehicles (RVs, motorhomes, fifth wheels, travel trailer, park model trailers)	CSA – Canadian Standards Association for recreational vehicles	NO - Building Inspector will not permit occupancy under provincial regulations (BCBC)	YES – must be connected to approved sewage disposal system

Housing Type	Building/Construction Standard in Effect	Permitted on Gabriola Island as a Permanent Dwelling	Permitted on Gabriola Island as a temporary dwelling (up to 2yrs while constructing a permanent dwelling)
Tiny Homes on wheels/trailer/chassis	Some tiny home companies offer certain types of certification similar to CSA standard for RVs.	NO – unless dwelling portion can be constructed to meet BC Building Code/CSA and anchored to approved foundation Building Inspector may not permit occupancy under provincial regulations (BCBC)	Possibly – must be connected to approved sewage disposal system Could have issue with using as temporary residence since Building Inspector may not permit occupancy under provincial regulations (BCBC)
Yurt, canvas tents	N/A	NO	Possibly – must be connected to approved sewage disposal system Could have issue with using as temporary residence since Building Inspector may not permit occupancy under provincial regulations (BCBC)

Glossary: OCP Policies

This glossary provides definitions for terms used in the [Gabriola Official Community Plan \(OCP\) Policies Governing Housing](#) resource document.

1. Attached Dwelling

An attached dwelling is one that is attached onto the main dwelling or building in some way - for example, a separate suite that shares a wall with a single-family dwelling.

2. BC Building Code

The BC Building Code (BCBC) is a provincial regulation that governs how new construction, building alterations, repairs and demolitions are completed. This code establishes minimum requirements for safety, health, accessibility, fire and structural protection of buildings and energy and water efficiency.

Retrieved from: <http://www.bccodes.ca/building-code.html>

3. BC Energy Step Code

The BC Energy Step Code is an optional way for local governments to encourage or require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code. Builders may voluntarily use the BC Energy Step Code to meet the energy-efficiency requirements of the BC Building Code.

Retrieved from: <https://energystepcode.ca>

4. Bylaws

Bylaws are the rules made by local governments (municipalities, regional districts, etc.) that regulate activities in their areas of jurisdiction.

For more information: <https://www2.gov.bc.ca/gov/content/governments/local-governments/governance-powers/bylaws>

5. Canadian Standards Association (CSA)

CSA is an organization that offers expert testing, inspection, and certification services that allow manufacturers to show that their products comply with applicable safety, environmental, and operating performance standards for markets around the world. In this context, they maintain the standard for manufactured homes, modular/pre-fabricated homes, and recreational vehicles.

For more information: <https://www.csagroup.org/about-csa-group/>

6. Commercial Zone

Zoning bylaws regulate how land, buildings, and other structures may be used.

Different areas of land on Gabriola are designated as different zones - such as residential, resource, recreational and institutional, or commercial and light industrial zones (Gabriola Island Land Use Bylaw, 1999, p. 42). These can be seen on the Gabriola zoning maps.

Commercial areas are designed for more business purposes than residential; for instance, the Village commercial zones in the downtown core.

Gabriola's zoning maps:

- North area: <http://www.islandtrust.bc.ca/media/346969/lub-north-nov2018.pdf>
- South area: <http://www.islandtrust.bc.ca/media/342214/lub-southsheet-oct-2016.pdf>

For more information about zoning bylaws:

<https://www2.gov.bc.ca/gov/content/governments/local-governments/planning-land-use-regulation/zoning-bylaws>

For the Gabriola Land Use Bylaw: <http://www.islandtrust.bc.ca/media/342215/blgb177-lub-consolidated-february-7-2017.pdf>.

7. Density Bank

According to Gabriola's OCP, density banking refers to a process wherein unused residential densities are held by the Local Trust Committee for an unlimited time and for the purpose of enabling affordable multi-dwelling housing for low-income families and without any net increase to the allowed density on Gabriola Island. The deposit of one or more densities to the density bank takes place through bylaw amendments resulting from the rezoning of the property from which the density was removed for deposit into the density bank. Withdrawal of one or more densities from the density bank requires a similar amending bylaw and rezoning process.

For more information see Section 2.5 of the Gabriola Official Community Plan:

<http://www.islandtrust.bc.ca/media/344745/blgb166-ocp-consolidated-november-2-2017.pdf>

8. Detached Dwelling

A detached dwelling is one that is a separate, stand-alone building from the main dwelling or building - for example, a separate small cottage on a property with another, main house.

9. Funders

Funding of affordable housing developments can come from a variety of sources both public (government) and private. A key public funder in B.C. for affordable housing projects is B.C. Housing, which is a government mandated body that develops, manages and administers a wide range of subsidized housing options across the province.

For more information: <https://www.bchousing.org/about/our-organization>

10. Greenhouse Gas Emissions

Greenhouse gases warm the earth but because they're trapped in the atmosphere they prevent the warmth from escaping into space. We need greenhouse gases to keep the earth warm enough to live. However, activities like burning fossil fuels produce excess greenhouse gases that warm the earth too much. This is leading to climate change.

Greenhouse gases are: carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulphur hexafluoride.

For more information: <https://davidsuzuki.org/what-you-can-do/greenhouse-gases/>

11. Land Use Bylaws (LUBs)

Land Use Bylaws contain all the rules and regulations that govern the use and allowable density of the land, as well as setbacks of buildings to property lines, height restrictions, parking requirements, signage restrictions, drainage restrictions and subdivision servicing.

Land Use Bylaws are adopted and administered by each Island's Local Trust Committee.

For more information: <http://www.islandstrust.bc.ca/islands/land-use-planning/>

12. Local Governments

Local governments - municipalities and regional government bodies - provide local residents with essential services like clean water, sewer systems, parks and recreation, and fire protection. Local governments also plan and shape their communities, and exercise their vision through the adoption of bylaws. Local governments often work closely with higher levels of government such as the provincial and federal governments. Their focus, however, is on their local geographic areas and local issues.

For Gabriola, our local governments are the Regional District of Nanaimo (RDN) and the Islands Trust.

For more information about local governments in BC:

<https://www2.gov.bc.ca/gov/content/governments/local-governments>

See *Regional District of Nanaimo* and *Local Trust Committee / Islands Trust* definitions below for more information.

13. Local Trust Committee / Islands Trust

Gabriola and the other Gulf Islands that are under the jurisdiction of the [Islands Trust](#) each have a Local Trust Committee (LTC). These LTCs are made up of people elected by local residents. They are responsible for land use planning and regulation for their respective area of jurisdiction.

LTCs are required to prepare and adopt Official Community Plans, Land Use Bylaws, and zoning and subdivision bylaws, regulate soil removal and deposit, and authorize permits under Part 14 of the [Local Government Act](#).

Two local trustees are elected for each group of islands designated as a local trust area or island municipality. The two local trustees, together with an appointed chair from the Executive Committee, form the Local Trust Committee, or LTC.

The Islands Trust is responsible for leading the preservation and protection of the [Trust Area](#). The Islands Trust cooperates with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.

The Islands Trust [Policy Statement](#) sets out three main goals:

- Foster the preservation and protection of the Trust Area's ecosystems
- Ensure that human activity and the scale, rate and type of development in the Trust Area are compatible with maintenance of the integrity of Trust Area ecosystems
- Sustain island character and healthy communities.

For more information on Local Trust Committees:

<http://www.islandstrust.bc.ca/islands/local-trust-areas/>

For more information on Gabriola's Local Trust Committee:

<http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/>

For more information on the Islands Trust Policy Statement:

<http://www.islandstrust.bc.ca/trust-council/governance/policy-statement/>

14. Market Conditions

Market conditions are the factors that influence the housing market in a particular area, such as cost of living, demographics, supply and demand, [mortgage rates](#) and more.

For more information: <https://www.bankrate.com/glossary/m/market-conditions/#:~:text=Market%20conditions%20are%20the%20factors,demand%2C%20mortgage%20rates%20and%20more>

15. Market Housing

Housing that is privately owned by an individual (or a company) who generally does not receive direct subsidies to purchase or maintain it. Prices are set by the private market. About 95% of households in the province live in market housing, either rental market housing or home ownership.

Retrieved from: <https://www2.gov.bc.ca/gov/content/housing-tenancy/affordable-and-social-housing/housing-glossary>

16. Official Community Plans (OCPs)

Official Community Plans contain the broad goals and policies that help guide the preservation and development of an Island. Official Community Plans are developed with substantial input from the community, other government agencies and First Nations.

Official Community Plans are adopted and administered by each Island's Local Trust Committee.

Retrieved from: <http://www.islandstrust.bc.ca/islands/land-use-planning>

Gabriola Official Community Plan (Gabriola Island Official Community Plan, 1997)

The Official Community Plan was adopted in 1997 and has had some amendments over the years. It offers a vision of the future community on Gabriola. The Plan sets out the community's goals, objectives and policies regarding land-use, future development as well as social and environmental considerations applicable in the planning area. The purpose of the Plan is to provide direction to government agencies, businesses, land owners and residents concerning future land use and the provision of services.

Retrieved from: <http://www.islandstrust.bc.ca/media/344745/blgb166-ocp-consolidated-november-2-2017.pdf>

17. Regional District of Nanaimo (RDN)

The Regional District of Nanaimo provides regional governance and services throughout Vancouver Island's central east coast. Communities within the RDN include the municipalities of Nanaimo, Lantzville, Parksville, and Qualicum Beach, as well as seven unincorporated Electoral Areas. Gabriola is within RDN Area B.

For more information: <https://www.rdn.bc.ca/>

18. Residential Density

Residential density refers to the average number of people living on any given area of land. High residential density is often the result of the construction of multi-family dwellings such as apartment or condo buildings. Rural areas like Gabriola are often characterized by low residential density.

19. Secondary Suites

According to Gabriola's OCP, a secondary suite is an up to 2-bedroom suite, either within a dwelling or an accessory building (maximum of 986 ft).

One secondary suite is permitted on lots of two hectares (4.94 acres) or larger and only in the Small Rural Residential (SRR), Large Rural Residential (LRR), Forestry (F), Resource (R), Resource Residential (RR1), or Agriculture (AG) zones.

For more information: <http://www.islandstrust.bc.ca/media/346026/gabriola-secondary-suites-final1.pdf>

Forest Ecosystems, Protected Land, and Groundwater on Gabriola

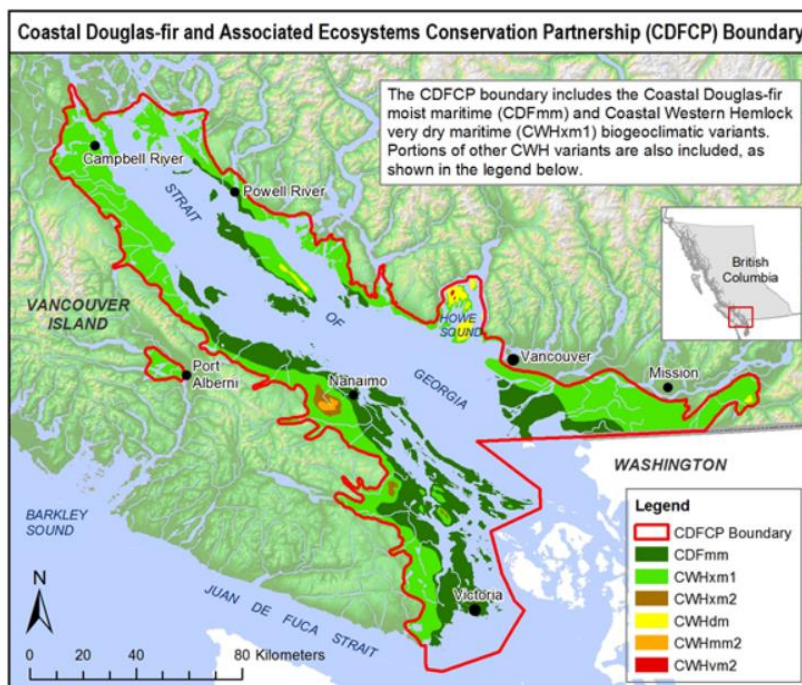
This document provides information about:

1. The Coastal Douglas-Fir Biogeoclimatic Zone
 - Forests and Greenhouse Gas Emissions
2. Land Protected from Development
3. Groundwater Issues
 - Rainfall
 - Groundwater Levels
 - Water Storage
 - Groundwater and Forest Cover

1. The Coastal Douglas-Fir Biogeoclimatic Zone

Gabriola Island lies within the Coastal Douglas Fir (CDF) Biogeoclimatic Zone. According to the Coastal Douglas-Fir Conservation Partnership (CDFCP), this zone is:

“the smallest of B.C.’s 16 major ecosystems covering about 252,000 hectares. The CDF covers part of the lower Fraser Valley (including some of Metro Vancouver), portions of the Sunshine Coast, the southeast coast of Vancouver Island and the Gulf Islands south of Cortes Island. The CDF generally only occurs below 150 metres in elevation.”¹



The Islands Trust notes that:

“The Coastal Douglas-fir (CDF) zone describes a unique set of ecosystems found only on southeast Vancouver Island, the Gulf Islands, and the southwest coast of BC. 100% of Gabriola is within the CDF zone. CDF ecosystems are rare and highly endangered. These ecosystems include Douglas-fir forests, as well as Garry oak woodlands, wetlands, estuaries, and other unique communities of plant, animal, and fungi found nowhere else in the world.”²

The Trust also notes that CDF ecosystems have:

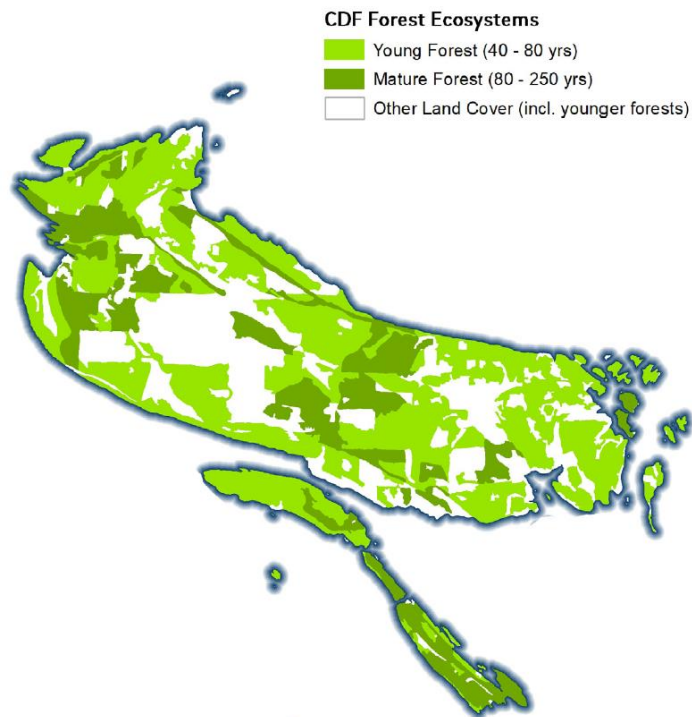
- the highest diversity of plant species in BC
- the highest diversity of overwintering bird species in Canada
- the highest density of species at risk in BC, including 24 globally imperiled species.³

The CDFCP notes that this rare ecosystem is increasingly threatened by

“human pressures, including development, industrial landscape use, increasing numbers and frequency of invasive species, and increased recreational use. Some of the ecosystems associated with the CDFCP Region, such as Coastal Bluffs, Garry Oak ecosystems, and wetland ecosystems, have lost well over 75% of their former area.”⁴

As well, CDF ecosystems are threatened by climate change:

“Climate change will have significant impacts on CDF forests as intensifying summer droughts stress trees. Islander observations indicate that climate change has already impacted western redcedar and other species. It is likely that drought is the primary cause of increased stress, but work needs to be done to understand these changes and adapt conservation of CDF habitats.”⁵



According to the CDFCP:

- Many of the at-risk species and ecosystems in the CDF zone are globally ranked as imperiled or critically imperiled
- The global range of the CDF lies almost entirely within BC, underscoring both its global uniqueness and BC's responsibility for its conservation
- Less than 1% of the CDF remains in old growth forests and 49% of the land base has been permanently converted by human activities
- Deforestation and urbanization in the CDF zone has resulted in a natural area that is now highly fragmented with continuing threats to remaining natural systems
- Approximately 9% of the CDF zone is protected in conservation areas
- The extent of disturbance combined with the low level of protection places the ecological integrity of the CDF zone at high risk.⁶

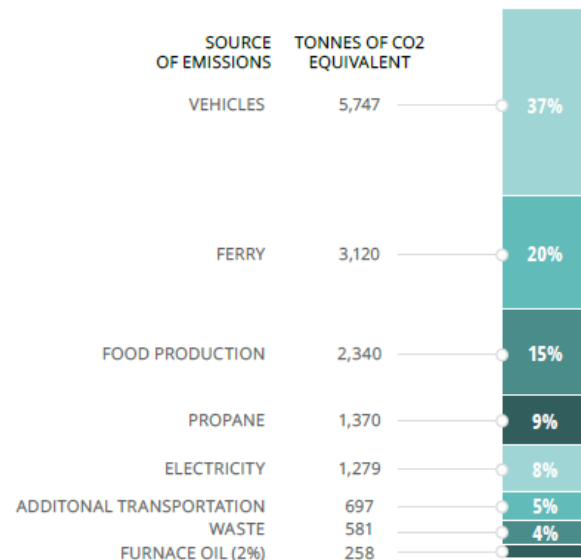
- **Forests and Greenhouse Gas Emissions**

Forest ecosystems play an important role in sequestering the carbon that is such a large part of greenhouse gas emissions. The Coastal Douglas-Fir zone of which Gabriola is part has the highest rate of carbon sequestration of all biogeoclimate zones in BC.

A 2008 Island Futures report found that greenhouse gas emissions on Gabriola totalled 15,392 tonnes from all sources.⁷

Ensuring that forested lands on Gabriola are protected can help reduce the impact of greenhouse gas emissions, in addition to the many other important roles that forests play here as well as for the region and beyond.

GHG EMISSIONS BY SOURCE (GABRIOLA 2008)

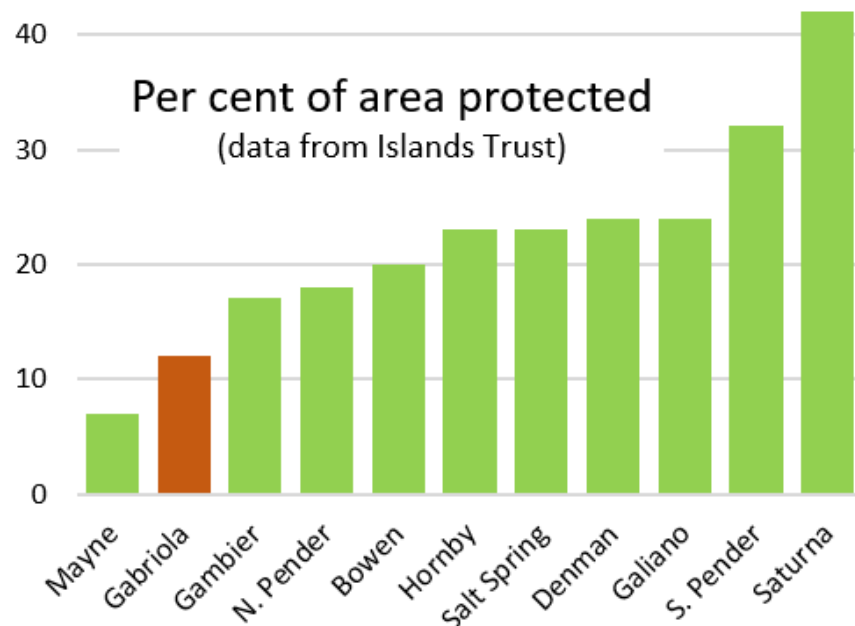


2. Land Protected from Development

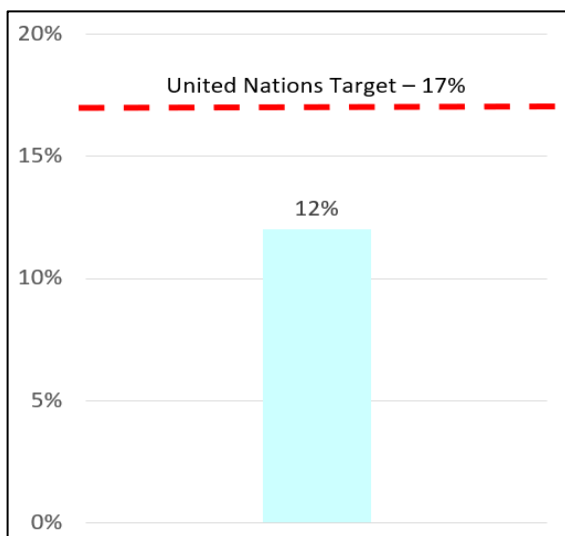
Protected lands can include national parks, provincial parks, regional parks, conservation covenants and nature reserves.

Gabriola is behind most of the other Gulf Islands in terms of the percentage of land that is protected.

As of 2019/20, only about 12% of Gabriola's land is protected.^{8,9}



The United Nations has set a target to improve biodiversity globally by conserving 17% of terrestrial and inland water areas “through effectively and equitably managed, ecologically representative and well connected systems of protected areas and other effective area-based conservation measures, and integrated into the wider landscapes and seascapes.”¹⁰



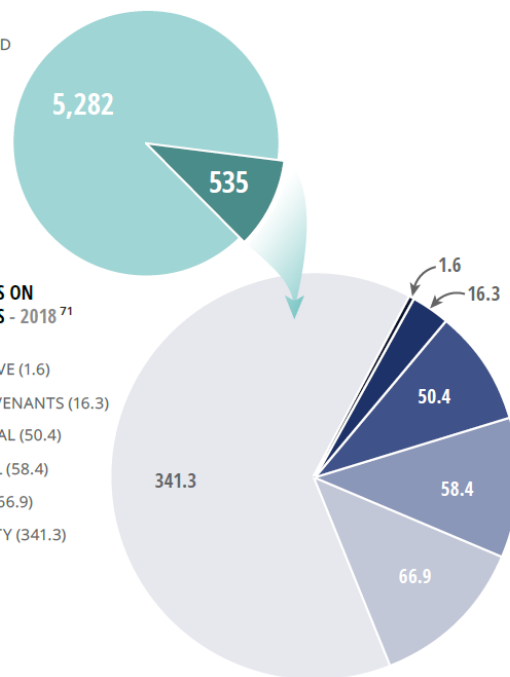
To meet the UN target, an additional 454 hectares (or 1,122 acres) would have to be protected on Gabriola.¹¹

Protection could be achieved through subdivision-related parkland dedication, voluntary donation to parks or nature reserves by individual landowners or non-profits, or through the purchase of ecologically-significant parcels by local governments or conservancies.

Of the 535 hectares of protected land on Gabriola, most is in parks and nature reserves.¹²

PROTECTED AND UNPROTECTED LAND ON GABRIOLA, IN HECTARES - 2018

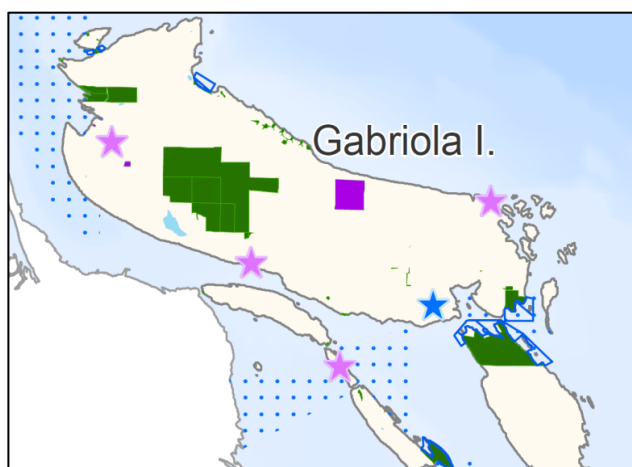
TOTAL UNPROTECTED
TOTAL PROTECTED



PROTECTED LAND AREAS ON GABRIOLA, IN HECTARES - 2018⁷¹

ECOLOGICAL RESERVE (1.6)
CONSERVATION COVENANTS (16.3)
PARKS — PROVINCIAL (50.4)
PARKS — REGIONAL (58.4)
NATURE RESERVES (66.9)
PARK — COMMUNITY (341.3)

The map below shows the location of protected lands on Gabriola.¹³



Islands Trust Conservancy Covenants
Other Conservation Covenants
Islands Trust Conservancy Nature Reserves
Other Parks & Nature Reserves
Coastal Douglas Fir Protected Area
Community Forest
Watershed Management Areas
Marine Protected Areas
Rockfish Conservation Area
Glass Sponge Reef Conservation Areas

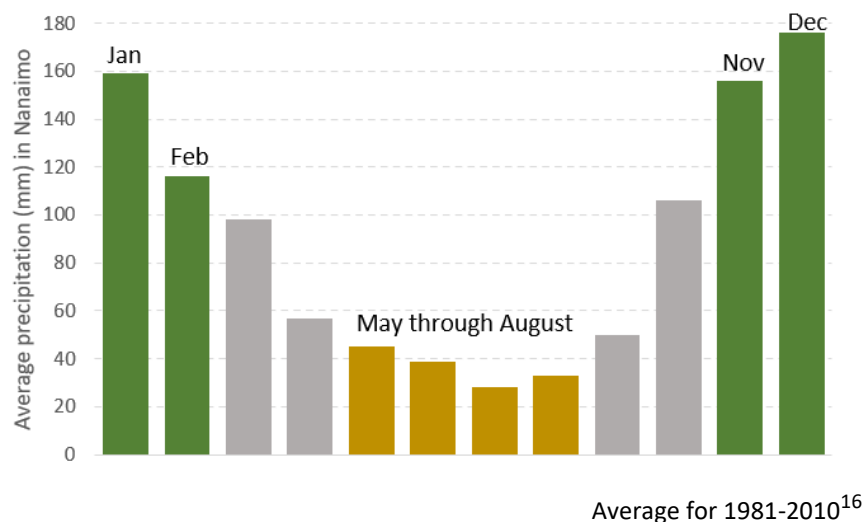
3. Groundwater Issues

Groundwater is “the water found underground in the cracks and spaces in soil, sand and rock. It is stored in and moves slowly through geologic formations of soil, sand and rocks called aquifers.”^{14,15} Most of Gabriola relies on groundwater as the primary source for household consumption and irrigation. Groundwater in Gabriola’s aquifers is recharged from rainwater. Increased development and climate change can put pressure on our groundwater resources.

- **Rainfall and Groundwater Recharge**

57% of Gabriola’s rain falls between November and February. Only 13% falls between May and August.

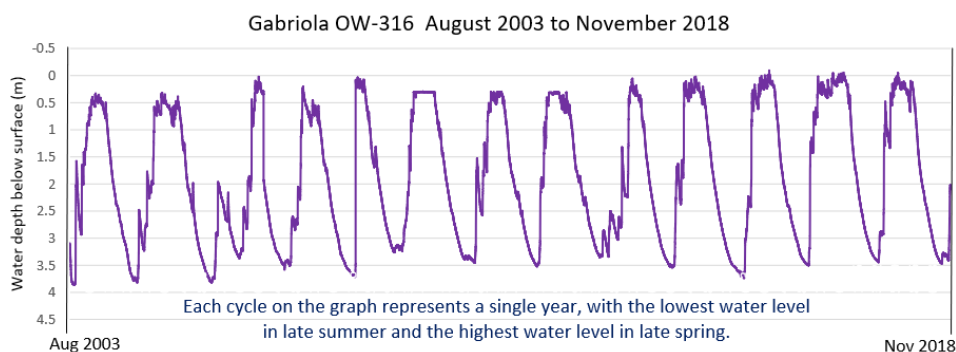
A 2016 report prepared for the Regional District of Nanaimo shows that the amount of groundwater on Gabriola declines between April and September but is recharged between October and January.



The report also shows that a warming climate will increase water evaporation in the summer months, resulting in even drier summers, and increase precipitation in winter, resulting in more overland water flow.¹⁷

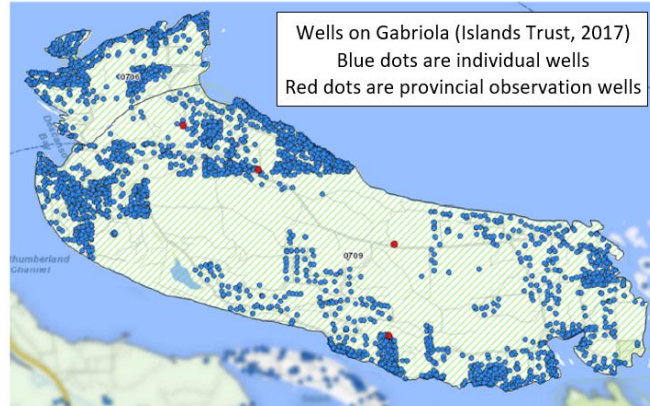
- **Groundwater Levels**

Data from the BC Ministry of the Environment and Climate Change Strategy¹⁸ show that water levels in the four observation wells on Gabriola (OW-196, 197, 316 and 385) have either been stable or have increased slightly over the past decade. As one example, water levels in OW-316 between May 2003 and November 2018 are shown in the graph below.



The water level in this well changes significantly within each year, but both the winter high levels and summer low levels have become higher over the time period shown. In other words, there is no evidence—from this well—that the amount of water stored on Gabriola is decreasing in this recent time period. That could change in future.

These data do confirm, however, that Gabriola experiences big seasonal changes in groundwater levels, as noted in the rainfall data above. Across the 15-year time period, the water table is consistently three to four metres lower in summer than in winter, and this signals a need to consider how to ensure sufficient water resources in the drier months.



- **Water Storage**

It is not currently known how much water storage capacity exists on Gabriola in the form of cisterns (whether the water comes from rainwater harvesting or from wells). We also don't know how many residents rely on rainwater harvesting or only groundwater, or some combination of the two, for their daily water needs. Further, we don't know how many residents rely on purchased bulk water supplies – which typically come from freshwater sources in Nanaimo – for at least part of their annual water needs.

Currently there is only one zone on Gabriola Island that requires rainwater collection for new residential dwellings – the Rural Residential 2 (RR2) zone. This map shows lands zoned as RR2 (which are only in the north end of the island):

<http://www.islandstrust.bc.ca/media/346969/lub-north-nov2018.pdf>

The Regional District of Nanaimo (RDN)'s Rainwater Harvesting Rebate Program is intended to encourage the purchase and use of cisterns. However, as of January 25, their 2021 budget for Area B (Gabriola Island) had already been allocated and applications from Gabriola were no longer being accepted.¹⁹

- **Groundwater and Forest Cover**

Groundwater availability and healthy forest ecosystems are interconnected and support each other. As the Islands Trust's Coastal Douglas-Fir Toolkit notes,

“Water availability directly influences watershed ecological function and sustains healthy forests as a whole. Forests are a mosaic landscape of ecology and geology that maintains water storage and contributes to water quality by filtering through forest soils and biomass. Through capillary processes, nutrient rich water moves from the soil, through roots of trees, and is carried up the tree's trunk to the leaves to contribute to the process of photosynthesis. Tree canopies collect rainfall, releasing it slowly into forest floor that contributes to the health of the forest ecosystems and contribute significantly to sustained groundwater recharge.”²⁰

References

- ¹ Coastal Douglas-Fir Conservation Partnership website: “About the CDFCP”. Accessed 18 January 2021: <http://www.cdfcp.ca/index.php/about-the-cdfcp/faq>.
 - ² Gabriola Island Local Trust Area Coastal Douglas-fir Forests. June 2020. Available at: http://www.islandstrust.bc.ca/media/350087/itc_cdf_gabriola_web.pdf.
 - ³ *ibid.*
 - ⁴ Coastal Douglas-Fir Conservation Partnership website: “Why is the CDF at risk”. Accessed 20 January 2021: <http://www.cdfcp.ca/index.php/about/why-is-the-cdf-at-risk>.
 - ⁵ These data and the map are from Gabriola Island Local Trust Area Coastal Douglas-fir Forests. June 2020 (see note 2 above).
 - ⁶ Coastal Douglas-Fir Conservation Partnership website: “Why is the CDF at risk” (see note 4 above).
 - ⁷ Data from Weller, Fay. 2010. GHG Emissions Gabriola 2008 Report. Gabriola Island: Island Futures. p.14. Available at: <http://www.islandstrust.bc.ca/media/342721/gabrielaghgemissions2008.pdf>. The graph is from the Gabriola Health & Wellness Collaborative 2020 Gabriola Health Report (see note 11 below). Island Futures intends to update this data soon.
 - ⁸ Annual Report 2019/20. Islands Trust Conservancy. p.109. Available at: <http://www.islandstrust.bc.ca/media/349929/islandstrust-2020-annual-report-web.pdf>.
 - ⁹ Approximately 88% of the land base of Gabriola Island is not within a protected status such as parkland or nature reserve. Note that this figure includes federal crown lands set aside for treaty.
 - ¹⁰ United Nations Environmental Programme. 2010. Strategic Plan for Biodiversity 2011-2020, including Aichi Biodiversity Targets. Target 11. Available at: <https://www.cbd.int/sp/>.
 - ¹¹ Gabriola Health Report. 2020. Gabriola Health & Wellness Collaborative. p.30. Available at: <https://www.ghcs.ca/2020-Gabriola-Health-Report.pdf>.
 - ¹² Data is from Regional Conservation Plan, 2018-2027. 2018. Islands Trust Conservancy. p.67. Available at: http://www.islandstrustconservancy.ca/media/84821/itc_2018-11_rcp-2018-2027-web_final.pdf. The figures are from Gabriola Health Report. 2020 (see note 11 above).
 - ¹³ Annual Report 2019/20. Islands Trust Conservancy. p.111 (see note 8 above).
 - ¹⁴ Groundwater Foundation website “What is Groundwater?”. Accessed 28 January 2021: <https://www.groundwater.org/get-informed/basics/groundwater.html>.
 - ¹⁵ More information about groundwater can be found on the Islands Trust “Wells and Our Groundwater” page at <http://www.islandstrust.bc.ca/trust-council/projects/water-resource-information-for-islanders/wells-and-groundwater/> and the Waterscape Canada website at <https://www.cgenarchive.org/gulf-islands-underground.html>.
 - ¹⁶ Canadian Climate Normals 1981-2010 Nanaimo A Station Data. Accessed 24 January 2021: https://climate.weather.gc.ca/climate_normals/results_1981_2010_e.html?stnID=192&autofwd=1.
 - ¹⁷ Burgess, R. and D.M. Allen. 2016. Groundwater Recharge Model for Gabriola Island. Available at: <https://www.rdn.bc.ca/cms/wpattachments/wpID3175atID8124.pdf>
 - ¹⁸ BC Ministry of the Environment and Climate Change Strategy: Groundwater Observation Wells in the West Coast Region. Accessed 24 January 2021: <https://www2.gov.bc.ca/gov/content/environment/air-land-water/water/groundwater-wells-aquifers/groundwater-observation-well-network/active-wells/west-coast-region>.
 - ¹⁹ Regional District of Nanaimo: Rainwater Harvesting. Accessed 25 January 2021: <https://www.rdn.bc.ca/rainwater-harvesting>.
 - ²⁰ Protecting the Coastal Douglas-Fir Zone. 2018. Islands’ Trust. p.13. Available at: <http://www.islandstrust.bc.ca/media/346674/cdf-toolkit-final-web.pdf>
- Note: the “Wells on Gabriola” map on page 6 is available on the Islands Trust website: www.islandstrust.bc.ca/trust-council/projects/water-resource-information-for-islanders/wells-and-groundwater/

KEY POLICIES ON BIODIVERSITY AND FRESHWATER CONSERVATION FOR GABRIOLA ISLAND

This page provides information on the major policies and planning tools contained in the Gabriola Official Community Plan (OCP), the Islands Trust's Coastal Douglas-fir Ecosystem Protection Toolkit and Gulf Islands Groundwater Protection Toolkit that address environmental issues generally and speak to the protection and promotion of biodiversity and the conservation of the island's freshwater resources. It covers:

1. the OCP's general statements about environmental preservation
2. specific environment-related goals in the OCP
3. various OCP objectives and policies relevant to biodiversity and freshwater conservation
4. the OCP's specific objectives and policies about groundwater protection
5. current relevant Development Permit Areas on Gabriola
6. key policies in the Islands Trust's Coastal Douglas-fir Toolkit
7. key policies in the Islands Trust's Groundwater Protection Toolkit.

KEY CONSIDERATIONS

Gabriola's Official Community Plan speaks to the protection of the environment in both general and specific ways. It includes a number of objectives and policies related to the natural environment. There is currently no overarching strategy to identify biodiversity and freshwater conservation priorities and ensure that effective objectives and policies are both in place and regulated in order to achieve them.

The Islands Trust's Coastal Douglas-fir (CDF) Toolkit provides specific guidance on regulatory tools that Local Trust Committees can use to protect our important biogeoclimatic zone. Similarly, the Islands Trust's Groundwater Protection Toolkit provides guidance on regulatory tools that can be used to protect groundwater resources. None of the CDF Toolkit recommendations and only one of the Groundwater Protection Toolkit recommendations have been incorporated into the Gabriola OCP and Land Use Bylaw.

WHAT DOES THE GABRIOLA OFFICIAL COMMUNITY PLAN (1997) SAY ABOUT SUSTAINING OR PROTECTING BIODIVERSITY?

The Gabriola Official Community Plan (1997) doesn't specifically address the need to actively sustain, protect or encourage biodiversity. It does state that:

"This Plan attempts to preserve the unique environment of the Gabriola Planning Area for future generations through its established goals, which speak to the protection of the natural environment and its sensitive ecosystems..." and that "future land use and development decisions must consider the anticipated impacts of proposed development on the environment and community resources." (s.2.0.m)

The OCP's environmental goals (s.1.3) are:

1. To preserve the unique natural environment of land, water and air and the life it supports.
2. To preserve the natural beauty of the Gabriola Planning Area and recognize that areas of sensitivity or unique value require special protective measures.
3. To encourage the removal of existing sources of pollution and discourage activities or projects inside or outside the Gabriola Planning Area, which would reduce the health, quiet, natural and aesthetic values of the Area.
4. To encourage only the selective and careful use of renewable natural resources in ways consistent with the goals and policies of the Plan.
5. To recognize the provincial and national significance of the unique social and physical diversities of the Plan Area.
6. To encourage good stewardship practices and the voluntary placement of land under protective covenants.
7. To reduce greenhouse gas emissions and prepare for the impacts of climate change.

The OCP also includes several objectives and policies that have general application to the natural environment:

2.0 General Land Use Objectives:

2.2 To promote the preservation of land that has social, environmental and cultural significance;

2.3. To ensure development is undertaken in a manner which minimizes negative community and environmental impact

**** These objectives speak to preservation and minimization of impact We'd like to hear from you on whether these objectives are enough to address protection of the natural environment and biodiversity.***

4.2 Parks and Outdoor Recreation Objectives:

4.2.2. To acquire parkland that is representative of the bioregion (i.e. wetlands, first growth forest);

4.2 e) A community trails network shall be encouraged to be established incorporating existing public trails. Effort should be made to maintain the contiguous nature of existing, established traditional trails. Such initiative is subject to the consent of the private property owners affected and the provision of appropriate signage being provided to indicate where a trail crosses private property.

5.2 Forestry Objectives:

5.2.1) To preserve large contiguous areas of forested land;

5.2.2) To support forestry practices which are compatible with and complementary to the values of conservation and sustainability;

5.2.3) To support timber production while retaining the environmental and recreational values of forested land;

5.2.4) To protect the groundwater resource and recharge areas; and

5.2.5) To encourage the use of forested land for purposes of recreation, wildlife habitat and maintaining the island's biological diversity.

6.1 Environmentally Sensitive Area Objectives

6.1.1. To ensure the protection of environmentally sensitive areas on Gabriola;

6.1.2. To protect important habitat and water resources areas through vegetation retention and building setbacks;

6.1.3. To encourage retention of the natural tree cover along the shoreline and to discourage tree removal to minimal selective cutting;

6.1.4. To encourage owners of property which is environmentally sensitive to work co-operatively with conservation-based groups in defining means of providing for the protection of important sites; and

6.1.5. To consider the goals and objectives of the Regional Conservation Plan when making land-use decisions.

**** These objectives speak to the importance of protecting environmentally sensitive areas We'd like to hear from you on how private property owners can protect environmentally sensitive areas.***

6.1 Environmentally Sensitive Area Policies

6.1a) Development within environmentally sensitive areas may be regulated through the use of development permits. ***(Note more information on Development Permit Areas below)***

6.1b) With respect to an area identified as being environmentally sensitive, the registration of a natural state or environmental covenant and/or the use of a development permit shall be required as a condition of rezoning so as to ensure the long term protection of environmental features.

6.1c) Voluntary covenants or easements to protect natural features and donation or sale of sensitive areas to a conservation agency shall be encouraged.

6.1d) In order to protect area watercourses, rezoning adjacent to a watercourse shall be conditional upon the establishment of a protective setback area. The Ministry of Environment - Federal Fisheries report titled: Stream Stewardship - A Guide for Planners & Developers and Land Development Guidelines for the Aquatic Habitat shall be used as a guideline in determining how land is to be developed adjacent a watercourse (including a lake and wetland).

6.1e) To protect against hazardous conditions and to protect environmentally sensitive areas a setback shall apply from the high water mark of the sea. In the case where a bluff or large land ridge is the prominent upland feature adjacent the sea, a setback from the upper edge of the bluff or ridge shall be applicable.

6.1f) The sandstone and conglomerate banks along Gabriola's shoreline shall be protected against the accelerated effects of erosion resulting from human activity by requiring the setback of buildings or structures and control of storm water runoff.

6.1g) Trees bearing the nests of great blue heron, bald eagle, osprey and other raptors shall not be cut in accordance with provincial legislation. The zoning bylaw shall set standards and regulate the provision of screening for preserving and protecting trees bearing such nests. Such condition shall be applicable with respect to the rezoning of any site containing such a feature.

6.1h) Fresh water features which have special biological significance to the local environment, such as Hoggan Lake, shall be protected through zoning and shall be designated as a development permit area.

6.1i) So as to ensure the Island's environmental resource sites are protected, owners (and potential developers) of property located within an environmental sensitive area shall be encouraged to work with recognized conservancy organizations early on in the development process to ensure steps are taken to protect the environmentally sensitive site.

6.2 Marine Resources Objectives

6.2.1. To manage coastal marine resources in keeping with the Islands Trust preserve and protect mandate;

6.2.2. To preserve and protect unique, rare, or representative marine plant and animal communities in their natural habitats;

6.2.3. To protect the natural and scenic values of the coastline which provide the Island with its rural marine character;

Policy 6.2.c) A marine protection zone shall also be established in the zoning bylaw for the protection of significant marine and foreshore areas. The Gabriola Pass Marine Protection Area and foreshore waters in the vicinity of the Flat Top Islands shall be zoned marine protection.

7.1 Land Transportation Policies

f) New roads, and modifications to existing roads, should not fragment agricultural land or environmentally sensitive areas, such as wetlands.

8. Climate Change Adaptation and Greenhouse Gas Emission Reduction Policies

8b) The Local Trust Committee should consider the development of new criteria for assessing official community plan or land use bylaw amendment applications from the perspective of climate change adaptation and greenhouse gas emission reduction.

8c) The Local Trust Committee should consider new development permit area guidelines that promote low impact land uses, alternative transportation, energy conservation, water conservation, and the reduction of greenhouse gas emissions.

8h) The Local Trust Committee should consider amending the Land Use Bylaw to measure the footprint of buildings and structures from the interior walls instead of the outer perimeter of the foundation of the building, so increased insulation is encouraged.

8e) The Local Trust Committee should identify significant unfragmented forest ecosystems within the planning area and ensure that these areas are noted on mapping both for their environmental values as well as carbon sequestration areas.

WHAT DOES THE OCP SAY ABOUT GROUNDWATER PROTECTION?

In addition to the general objectives and policies listed above that may be useful for groundwater protection, the OCP includes specific objectives and policies related to Gabriola's water supply.

7.4 Water Supply Objectives

1. To manage the island's groundwater resources on a sustainable basis
2. To protect the groundwater resource from contamination
3. To promote water resource conservation strategies and to reduce water demand as much as possible
4. To undertake a program to monitor the quality and quantity of the groundwater aquifers on Gabriola, and,
5. To discourage non-essential large scale use of domestic water (such as lawn sprinkling and swimming pool filling) during periods of low water supply.

7.4 Water Supply Policies

- a) Methods of water conservation such as low water use fixtures, retention of rainwater and runoff in cisterns and ponds and other means shall be encouraged.
- b) The use of chemical fertilizers, pesticides, and herbicides shall be discouraged in order to protect water sources.
- c) No piping of water from a source outside the Plan Area shall be permitted.
- d) In considering the approval of a community water system, consideration shall be given to the results of a water management review, prepared by a Professional Engineer which examines:
 - i. the potential impact on existing water users in the immediate area;
 - ii. the recharge capability of the water source relative to anticipated maximum water demand of the proposed system;
 - iii. ownership and management of the system; and,
 - iv. remedies available in the event of a water system failure.
- e) Abandoned wells must be properly capped so as to avoid contamination of the aquifer.
- f) Industrial or recreational uses which are consumptive of large quantities of water shall be discouraged.

HOW ARE DEVELOPMENT PERMIT AREAS USED FOR ENVIRONMENTAL PROTECTION ON GABRIOLA?

As noted above, Environmental Policy 6.1a) allows for the regulation of environmentally sensitive areas through the use of development permits. Development permits are used in situations where particular areas of land are designated for specific uses of importance to the community. A development permit must be obtained from the Local Trust Committee for any construction, structural alteration, or building additions to take place in those areas, as well as for subdivision or land alteration.

Section 9 of the OCP designates a number of development permit areas, some of which are used for environmental protection.

Gabriola currently has five Development Permit Areas designated for the protection of the natural environment:

1. The Tunnel
2. Lock Bay
3. Riparian Areas (fish supporting creeks and streams)
4. Flat Top Islands
5. Gabriola Pass

Maps of these DPAs are here:

- North island: <http://www.islandstrust.bc.ca/media/342211/ocp-d-dp-north-oct-2016.pdf>
- South island <http://www.islandstrust.bc.ca/media/342212/ocp-d-dp-south-oct-2016.pdf>

Specific guidelines regulating activity in these areas are contained in the Land Use Bylaw: http://www.islandstrust.bc.ca/media/347100/gb_bl177_lub_base_a_cons_2018_11_04.pdf.

**** We'd like to hear from you on whether the existing DPAs are sufficient to protect environmentally sensitive areas on Gabriola Island or if you'd like the LTC to explore more protection through the use of Development Permit Areas.***

WHAT ARE THE KEY POLICIES IN THE ISLANDS TRUST'S COASTAL DOUGLAS-FIR TOOLKIT?

The Islands Trust's "Protecting the Coastal Douglas-Fir Zone" toolkit (2018) describes the CDF zone and its threats, and explores the various regulatory tools that Local Trust Committees can use to preserve and protect the zone.

A key message of the Toolkit is that:

"The Coastal Douglas-fir (CDF) Biogeoclimatic Zone is found nowhere else in Canada. It includes a unique set of ecosystems that occur along the edge of south-east Vancouver Island, across the Gulf Islands, and along the southwest coast of Vancouver Island. The Islands Trust Area is entirely within the CDF zone." (p.8)

The Toolkit describes the importance of CDF conservation:

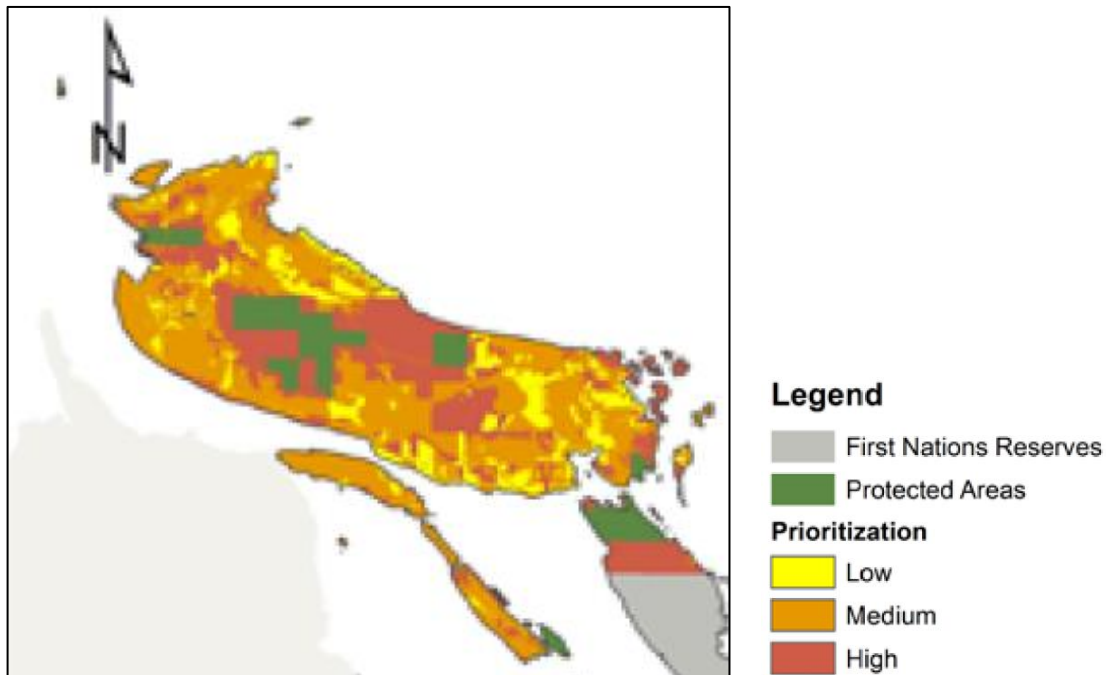
"There is significant concern for the conservation of the CDF zone. The Coastal Douglas-fir Conservation Partnership has emphasized the importance of the CDF zone as being biologically rich and containing globally imperiled and provincially identified species at risk, as well as containing ecosystems at risk. CDF ecosystems clean our air and water, absorb carbon from the atmosphere, provide climate change mitigation and adaptation, and contribute to food resilience by providing habitat for pollinators and insectivores. CDF forests are important for people's mental health and wellbeing, and provide recreational and educational opportunities for people to learn about the significance, ecology, and cultural importance of these special coastal rainforests. The CDF zone can also add to property values. Individual properties that are in the vicinity of natural areas and parkland can increase property values by 3–6% (or more)." (p.8)

The Toolkit describes the threat to the Coastal Douglas-fir Zone in this way (p.12):

“Coastal Douglas-fir ecosystems are under threat from human pressures. Of all the zones in the province, the CDF has been most altered by human activities:

- Almost half of the CDF lands have been converted for human use (urban, roads, agriculture, mining, industrial, etc.).
- 75% of the human population of BC lives in the CDF, including the major centres of Vancouver, Victoria, and Nanaimo where population growth is expected to continue.
- The CDF has the highest road density of any biogeoclimatic zone in BC. The trend of deforestation and residential sprawl continues. Even in the Islands Trust Area, many local trust committees have not reduced the subdivision potential inherited by the zoning that was already in place when the Islands Trust was created in 1974. The continued parcelization and subdivision of land causes fragmentation and perpetuates the incremental loss of contiguous forest cover, threatening the remaining natural systems.”

The Toolkit includes a map of priority conservation areas on Gabriola. Mudge and DeCourcy (p.10):



The Toolkit also provides the following summary of the key regulatory tools that Local Trust Committees can use to protect the CDF zone in their jurisdiction:

“To advance protection of the Coastal Douglas-fir zone, official community plans should specifically set goals, objectives, and policies that support CDF retention and protection. Each OCP (Official Community Plan) should also be amended to:

- Include strong language directing protection of the CDF zone.
- Implement the Islands Trust Conservancy Regional Conservation Plan.
- Include specific policies supporting park dedication that protects CDF forests (see the section on park dedication below).

- Include Development Permit Areas for the protection of the environment, specifically the Coastal Douglas-fir zone and associated ecosystems.
- Include “urban” containment boundaries achieved through Land designations and land use policies that preserve large lot areas outside of the villages, and that direct density to specific areas of the islands zoned for mixed use commercial/residential, smaller lots, and areas that can be serviced by adequate water supplies.
- Identify protection of the CDF zone as an amenity that can be provided at the time of rezoning. Establish the nexus between development impacts and ecological services.
- Include enabling policies for conservation subdivisions, amenity zoning, density transfers, and density bonusing.
- Include language and policies that reference and honour the cultural heritage of Coast Salish stewardship, including the protection of culturally important places, and archaeological sites.” (p.17-18)

The CDF Toolkit is here: <http://www.islandstrust.bc.ca/media/346674/cdf-toolkit-final-web.pdf>.

WHAT ARE THE KEY POLICIES IN THE ISLANDS TRUST’S GULF ISLANDS GROUNDWATER PROTECTION TOOLKIT?

The Islands Trust’s “Gulf Islands Groundwater Protection” toolkit (2014) reviews the types of aquifers that Gulf Islands residents rely on, identifies development pressures as a concern, and reviews the information available to understand groundwater issues.

The Toolkit also enumerates the variety of regulatory tools that Local Trust Committees can use to protect groundwater resources, such as policy and regulatory changes that can be made to Official Community Plans (OCPs) and Land Use Planning Bylaws, including the establishment of development permit areas, the creation of subdivision servicing bylaws, and bylaw enforcement.

The Toolkit gives several examples of effective OCP policies for aquifer and groundwater protection (p.7):

- Protect aquifers by establishing development permit areas that require buffer zones [around water-sensitive areas].
- Designate aquifer protection zone(s) and development permit areas for which studies may be required.
- Commit the Local Trust Committee (LTC) to an integrated water management planning approach that will coordinate action on the community water supply, rainwater management, green infrastructure and government regulations
- Encourage cluster development that minimizes impervious surfaces and other impacts across the landscape.
- Direct LTCs to encourage communities to practice water conservation and protection.

It also provides examples of effective Land Use Bylaw measures (p.7):

- Regulate use and density of property to direct development away from groundwater-limited or aquifer recharge areas
- Limit lot sizes to reduce density in groundwater scarce areas

- Prohibit potentially polluting uses in areas where aquifers must be protected
- Set standards on aspects of development that will have an impact on the water resources on the site or in an area (e.g., setbacks from riparian areas)
- Encourage groundwater sensitive development by clustering development through rezoning and possibly utilizing density bonus provisions.
- Leverage habitat protection or water-efficient amenities when rezoning.

As well, the Toolkit provides these examples of water-related Development Permit Area guidelines (p.9):

- Mandate replanting and rehabilitation of disturbed areas
- Erosion and sediment control (site specific plan)
- Environmental impact assessments/hydrologic studies to satisfaction of the Local Trust Committee
- Consistency between pre- and post-development hydrology
- Vegetation as per landscape plan
- Incorporate standards from other levels of government (e.g. Riparian Areas Regulation)
- Limits as to the amount of impermeable surfaces
- Specify areas that must remain clear of development.

The Toolkit provides example guidelines for rainwater harvesting in a sample Development Permit Area bylaw appendix (p.20-21):

- Dwelling units should be sited to allow for the optimal placement of a gravity fed rainwater collection tank which collects rainwater from the roof leaders of the dwelling unit which capture the majority of the rainwater flows
- Dwelling units should be designed to maximize opportunities for rainwater catchment from all roof surfaces
- Impervious surfaces should be minimized. The use of impervious paved driveways shall be discouraged
- The LTC may require that all new dwelling units include an external rainwater harvesting system such which includes the following:
 - i. External equipment for collecting and distributing rainwater from the dwelling unit roof
 - ii. A storage tank(s) with a minimum storage capacity of 18,000 litres which is designed for rainwater collection and is rated for potable use
 - iii. A pumping system
 - iv. An overflow handling system
- All external pipe, plumbing fixtures, and hose bibs where rainwater is used shall be clearly marked with “Non-Potable Water Do Not Drink”
- Where external rainwater harvesting equipment is required as a condition of the permit, the LTC shall encourage the applicant to install dedicated plumbing lines within proposed dwelling units to make use of stored rainwater for flushing toilets and other non-potable uses.

The Toolkit also discusses the creation of Subdivision Servicing Bylaws which can

- establish standards for the subdivision of land that maximize infiltration of water and minimize impervious surfaces and evaluate the sustainability of new groundwater withdrawal from a specific aquifer
- set the standards by which works and services must be constructed when land is divided into new parcels
- set standards that support groundwater quality and supply
- require that each proposed lot has a reliable source of potable water, and establish infiltration, drainage and permeability standards
- direct development to mimic natural hydrology by requiring rainwater infiltration and limiting impervious surfaces
- incorporate any existing wellhead protection area(s) that are regulated by zoning or a development permit area. (p.11-12)

Further, the Toolkit says, land development approvals that are typically based on “proof of water” evaluations “generally do not give consideration to long-term ground water consideration such as impacts of future development or cumulative impacts of developments over time in a watershed” and focus on “yield and quality of each well and not the sustainability and protection of the aquifer system as a whole.”

Currently the Gabriola Land Use Bylaw does not have proof of water requirements for subdivision applications, so an owner applying to subdivide land must meet the provincial requirements for proof of water. If an owner of land is applying to rezone a property to a different use or density, the Local Trust Committee can require the applicant to submit a hydrology report. This information is reviewed by Trust staff, and would need to demonstrate sufficient water to support the development and no impact on adjacent wells resulting from the development.

The Toolkit is here: <http://www.islandstrust.bc.ca/media/259555/groundwater-toolkit.pdf>.

**** We would like to hear from you about which Groundwater Protection Toolkit guidelines the Local Trust Committee should focus on including in the OCP and LUB.***

Major Conservation Threats / Priorities for Gabriola

Provided by the Gabriola Land and Trails Trust (GaLTT)

January 2021

This document looks at conservation issues as they relate to the land-base of Gabriola Island, not the foreshore nor marine environment. They are also recognized as being viewed from a settler perspective.

1. Population Growth and Development

Under “Threats to Ecosystems related to Gabriola Island”, the Islands Trust Conservancy Regional Conservation Plan 2018-2027 states in part,

“In particular, the Gabriola Island Local Trust Area is vulnerable to loss of natural ecosystems to residential and associated uses. Gabriola Island itself is a short ferry ride from Nanaimo and saw higher than average ecosystem disturbance between 2004-2014 compared with other islands in the Islands Trust Area. Most of this disturbance was deforestation for roads and rural development.” (p.70)

Gabriola is the second most densely populated island in the Islands Trust, next to Bowen Island. Outside of climate change, this points to the root of most of the conservation threats to Gabriola – population growth and development.

“Once land is converted to human use, that land is less available to nature. As land conversion reaches or goes above a 30-40% threshold, the number of species in a given habitat decline more rapidly.” (from Conservation Status of Gabriola Island Local Trust Area (GILTA), Islands Trust Conservancy (ITC)).

The ITC calculates that approximately 28% of the GILTA has been converted to human use.

Conservation issues related to development include:

- Tree cutting – there is a lack of restrictions on tree cutting on private lots on Gabriola
- Stress on ground water
- Fragmentation of natural habitat
- Disturbance of sensitive ecosystems and rare species
- Increase in invasive species, especially plant species that crowd out native species. Key invasives include Scotch Broom, Daphne or spurge laurel, English ivy, Tansy ragwort and Yellow flag iris.

2. Climate Change

Some of the realities of climate change that we are already experiencing include: warmer and wetter winters; drier summers; changes in the timing of seasons; and more weather extremes.

Conservation issues related to climate change include:

- Summer drought stressing ecosystems, e.g., dying western redcedar
- Higher fire risk
- Heavy rainfall events, soil compaction, erosion, increased run-off
- Impacts from changes in timing of seasons
- Sea level rise.

3. GaLTT Conservation Priorities for Gabriola

- Increase the amount of protected land – as of March 31, 2020 the ITC lists Gabriola as having 12.13% of the local trust area protected, the 4th lowest of the 14 islands listed (<http://www.islandstrustconservancy.ca/i-am-a/local-government/Ita-protected-areas/>), and less than the current federal goal of 17%. Protection priorities include: older mature forests (150-250 years old) as there is very little older forest on Gabriola; wetlands and riparian ecosystems; Garry Oak ecosystems
- Develop regulations/restrictions to reduce and manage tree-cutting, often clear-cutting, of residential properties on Gabriola. Keeping trees alive has many benefits. The many leaves of living trees actively remove carbon dioxide from the atmosphere through photosynthesis, create more tree biomass and add organic matter to the soil. Keep living trees before planting new ones as they are performing climate change roles now when we need them to. New trees will also remove and store carbon but at low overall rates until they get much older. Cutting trees also exposes the soil and leads to carbon loss as well as providing a seed bed for invasive plants, fragments habitats, etc.
- Educate landholders on ways they can help protect and enhance natural habitats on their property
- Accurate identification and mapping of sensitive ecosystems
- Develop policies to create ecological protection zones
- Develop policy and practices that allow public facilities to harvest and use rainwater
- Require water storage to be built for new construction
- Remove invasive plant species and prevent/contain/control their introduction. Dealing with invasives is huge; much better to prevent their introduction and spread
- Work across governments and agencies to develop policies and procedures to deal with invasive plants comprehensively (i.e., disposal of invasive plants is currently very difficult)
- Reconcile contradictions in policy affecting conservation issues between different regulatory agencies and their goals, e.g., Firesmart, invasive plants
- Reduce greenhouse gas emissions, e.g., build infrastructure and encourage more green and active transportation, (e.g., bikes, e-bikes, GERTIE) in ways that do not degrade parks and trails.

Suggested References

- Islands Trust Conservancy Regional Conservation Plan 2018-2017:
http://www.islandstrustconservancy.ca/media/84821/itc_2018-11_rcp-2018-2027-web_final.pdf
- Islands Trust Conservancy – Land Use Planning Tools and Practices for Sensitive Ecosystems:
<http://www.islandstrustconservancy.ca/i-am-a/local-government/seplanning/>
- A Sensitive Ecosystem Guide for Islands Trust Area Property Owners:
<http://www.islandstrustconservancy.ca/media/9590/itf-sembrochure-final-jan25.pdf>
- Coastal Douglas Fir Ecosystems:
http://www.cdfcp.ca/images/CDFCP_CoastalDouglas-fir.Ecosystems_Brochure_WEB.pdf
- Gabriola Island Local Trust Area Coastal Douglas-fir Forests brochure:
http://www.islandstrust.bc.ca/media/350087/itc_cdf_gabriola_web.pdf

Glossary: Key Policies on Biodiversity and Freshwater Conservation for Gabriola Island

This glossary provides definitions for terms used in the “Key Policies on Biodiversity and Freshwater Conservation for Gabriola Island” resource document.

Aquifer

An underground formation of permeable rock or loose material which can produce useful quantities of water when tapped by a well. Aquifers come in all sizes and their origin and composition is varied. They may be small, only a few hectares in area, or very large, underlying thousands of square kilometres of the earth's surface. They may be only a few metres thick, or they may measure hundreds of metres from top to bottom.

Retrieved from: <https://www.canada.ca/en/environment-climate-change/services/water-overview/sources/groundwater.html#sub1>

Biodiversity

Biodiversity is the range of variation found among microorganisms, plants, fungi, and animals, and the richness of species of living organisms. Usually three levels of biodiversity are discussed—genetic, species, and ecosystem diversity.

- **Genetic diversity** is all the different genes contained in all individual plants, animals, fungi, and microorganisms. It occurs within a species as well as between species.
- **Species diversity** is all the differences within and between populations of species, as well as between different species.
- **Ecosystem diversity** is all the different habitats, biological communities, and ecological processes, as well as variation within individual ecosystems.

Adapted from : <https://www.esa.org/wp-content/uploads/2012/12/biodiversity.pdf>

Biogeoclimatic zone

A biogeoclimatic zone is a geographical area with a relatively uniform macroclimate, characterized by a mosaic of vegetation, soils and, to a lesser extent, animal life reflecting that climate.

Retrieved from: <https://www.thecanadianencyclopedia.ca/en/article/biogeoclimatic-zone>

Bioregion

A bioregion is a geographic region whose limits are naturally defined by topographic and biological features (such as mountain ranges and ecosystems).

Retrieved from: <https://www.merriam-webster.com/dictionary/bioregion>

Carbon Sequestration

Carbon dioxide is the most commonly produced greenhouse gas. Carbon sequestration is the process of capturing and storing carbon dioxide that is in the atmosphere. It is one method of reducing the amount of carbon dioxide in the atmosphere with the goal of reducing global climate change.

Retrieved from: https://www.usgs.gov/faqs/what-carbon-sequestration?qt-news_science_products=0#qt-news_science_products

Islands Trust Area forests sequesters 190,506 tonnes of carbon per year, which equates to emissions from 40,240 passenger vehicles per year. If forests in the region are maintained, the Islands Trust Area has the capacity to be a major sink for carbon produced in the region.

Retrieved from: <http://www.islandstrust.bc.ca/trust-council/projects/climate-change>

Climate Change

Climate change is a long-term shift in global or regional climate patterns. Often climate change refers specifically to the rise in global temperatures from the mid-20th century to present.

Retrieved from: <https://www.nationalgeographic.org/encyclopedia/climate-change/#:~:text=Climate%20change%20is%20the%20long,the%20planet%20as%20a%20whole>

Within the Islands Trust Area, climate change is having noticeable impacts, including:

- More extreme winter and summer temperatures;
- More extreme dry spells that result in drought and watershed concerns;
- Warmer ocean temperatures which can result in species migration changes, and shellfish safety warnings;
- More extreme weather events that result in flooding, wind damage, and erosion; and
- Sea level rise that may result in erosion and damage to archaeological sites and structures.

Retrieved from: <http://www.islandstrust.bc.ca/trust-council/projects/climate-change>

Climate Change Mitigation and Adaptation

Climate change mitigation means avoiding and reducing emissions of heat-trapping greenhouse gases into the atmosphere to prevent the planet from warming to more extreme temperatures.

Climate change adaptation means altering our behavior, systems, and—in some cases—ways of life to protect our families, our economies, and the environment in which we live from the impacts of climate change. The more we reduce emissions right now, the easier it will be to adapt to the changes we can no longer avoid.

Retrieved from: <https://www.worldwildlife.org/stories/what-s-the-difference-between-climate-change-mitigation-and-adaptation>

Community Water System

A system of waterworks which serves five connections or more and which is owned, operated and maintained by an improvement district under the Water Act or the Local Government Act, or a Regional District, or which is regulated under the Public Utilities Act or Health Act. An example of a community water system could be one well providing potable water to several dwellings.

Adapted from definitions in the OCP: <http://www.islandstrust.bc.ca/media/350052/blgb166-ocp-consolidated-sept-2-2019.pdf>

Contiguous

Being in actual contact: touching along a boundary or at a point.

Retrieved from: <https://www.merriam-webster.com/dictionary/contiguous>

Density Bonus

Density bonusing is a practice through which local governments offer developers additional residential density (or development rights) in return for providing affordable housing.

Retrieved and modified from: <http://inclusionaryhousing.ca/2016/04/26/density-bonusing>

The Islands Trust can award density bonuses for the provision of affordable housing (or other community amenities). Local governments in BC, including the Trust, have been granted legislative authority for this task.

A very low cost alternative [for the provision of affordable housing], this option could be implemented by Local Trust Committees on a case by case basis. It also serves to provide developers with additional revenue through increased density, thus providing its own incentive and not requiring additional tax breaks. Its one major drawback, however, is the localized nature of the resulting increase in density.

Retrieved and modified from:

<http://www.islandstrust.bc.ca/media/223639/Options%20for%20Affordable%20Housing%20New%20Solutions%20to%20the%20Housing%20Crisis.pdf>

Development Permit

British Columbia's Local Government Act enables communities to designate parts of their planning area as Development Permit Areas so they can set objectives and guidelines for development within those areas. No building construction, demolition, land alteration, or subdivision of land may occur in a Development Permit Area without a Development Permit.

Retrieved from: <http://www.islandstrust.bc.ca/media/342629/03dpapplicationguide.pdf>

Information about Development Permit Areas on Gabriola and how they work is here:

<http://www.islandstrust.bc.ca/media/218578/gbdpafactsheetfeb2012.pdf>

Information about Development Permit Areas and how they can be used for environmental protection is here: <https://www.toolkit.bc.ca/dpa>

Easement

The right to cross or use someone's land for a particular purpose.

Retrieved from:

<https://www.oxfordlearnersdictionaries.com/definition/english/easement#:~:text=%2FCB%88i%CB%90zm%C9%99nt%2F-,%2FCB%88i%CB%90zm%C9%99nt%2F,feeling%20of%20peace%20or%20happiness>

Environmental Covenant (Conservation Covenant)

A conservation covenant is an agreement entered into between a landowner and a covenant holder, the purpose of which is to conserve certain lands and/or buildings in their current state in perpetuity for environmental or historic reasons.

Retrieved from: <https://galtt.ca/covenant.html>

Environmental Impact Assessment

An environmental assessment is a process to identify, predict and evaluate the potential environmental effects of a proposed development project. This process happens before decisions about a proposed project are made.

For more information: <https://www.canada.ca/en/impact-assessments/basics-environmental-assessment.html>

Environmentally Sensitive Areas

Environmentally sensitive areas include marine foreshores, lakes, watercourses, wetlands and a variety of woodland ecosystems. These areas are noted for their high biotic capability for flora and fauna and are particularly vulnerable to indiscriminate forms of development.

Retrieved from: <http://www.islandstrust.bc.ca/media/350052/blgb166-ocp-consolidated-sept-2-2019.pdf> (see page 43)

Erosion and Sediment Control

Erosion control is a practice whereby specific steps are taken to minimize the potential for soil or rock to be moved from one location to another, and especially into bodies of water where aquatic ecosystems can be negatively impacted.

Sediment control is the process whereby steps are taken to minimize the potential for eroded soil being moved and/or deposited beyond the limits of a construction site.

For more information:

<http://www.transportation.alberta.ca/Content/docType372/Production/7ErosSediCntrlMthds.pdf>

Also: https://en.wikipedia.org/wiki/Erosion_control

Food Resilience

A *resilient food system* is able to withstand and recover from disruptions in a way that ensures a sufficient supply of acceptable and accessible food for all.

Retrieved from: <https://clf/jhsph.edu/projects/food-system-resilience>

Gabriola Official Community Plan (Gabriola Island Official Community Plan, 1997)

The Official Community Plan was adopted in 1997 and has had some amendments over the years. It offers a vision of the future community on Gabriola. The Plan sets out the community's goals, objectives and policies regarding land-use, future development as well as social and environmental considerations applicable in the planning area. The purpose of the Plan is to provide direction to government agencies, businesses, land owners and residents concerning future land use and the provision of services.

Retrieved from: <http://www.islandstrust.bc.ca/media/344745/blgb166-ocp-consolidated-november-2-2017.pdf>

Gabriola Planning Area

The Gabriola Planning Area includes Gabriola Island and surrounding islands such as DeCourcy Island, Mudge Island, and additional smaller islands.

To see the full list of associated islands: <http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/associated-islands/>

For more information: <http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/>

Globally Imperiled

There are global ranks of conservation status. One of those ranks is “imperiled” which means at high risk of extinction or elimination due to restricted range, few populations or occurrences, steep declines, severe threats, or other factors.

For more information:

[https://help.natureserve.org/biotics/content/record_management/Element_Files/Element_Tracking/ET_RACK_Definitions_of_Heritage_Conservation_Status_Ranks.htm#:~:text=Global%20\(G\)%20Conservation%20Status%20Ranks,-RANK&text=Presumed%20Extinct%20\(species\)%20%E2%80%94%20Not,virtually%20no%20likelihood%20of%20rediscovery.&text=Imperiled%20%E2%80%94%20At%20high%20risk%20of,severe%20threats%20C%20or%20other%20factors](https://help.natureserve.org/biotics/content/record_management/Element_Files/Element_Tracking/ET_RACK_Definitions_of_Heritage_Conservation_Status_Ranks.htm#:~:text=Global%20(G)%20Conservation%20Status%20Ranks,-RANK&text=Presumed%20Extinct%20(species)%20%E2%80%94%20Not,virtually%20no%20likelihood%20of%20rediscovery.&text=Imperiled%20%E2%80%94%20At%20high%20risk%20of,severe%20threats%20C%20or%20other%20factors)

Greenhouse Gas Emissions

Greenhouse gases warm the earth but because they trap infrared light radiated from the Earth's surface in the atmosphere, they prevent heat from escaping into space. We need greenhouse gases to keep the earth warm enough to live. However, activities like burning fossil fuels produce excess greenhouse gases that warm the earth too much. This is leading to climate change. Greenhouse gases are: carbon dioxide, methane, nitrous oxide, hydrofluorocarbons, perfluorocarbons and sulphur hexafluoride.

For more information: <https://davidsuzuki.org/what-you-can-do/greenhouse-gases>

Groundwater

Groundwater is the water found underground in the cracks and spaces in soil, sand and rock. It is stored in and moves slowly through geologic formations of soil, sand and rocks called aquifers.

Retrieved from: <https://www.groundwater.org/get-informed/basics/groundwater.html>.

Gulf Islands Groundwater Protection Toolkit

The Islands Trust's "Gulf Islands Groundwater Protection" toolkit (2014) reviews the types of aquifers that Gulf Islands residents rely on, identifies development pressures as a concern, and reviews the information available to understand groundwater issues.

The Toolkit also enumerates the variety of regulatory tools that Local Trust Committees can use to protect groundwater resources, such as policy and regulatory changes that can be made to Official Community Plans (OCPs) and Land Use Planning Bylaws, including the establishment of development permit areas, the creation of subdivision servicing bylaws, and bylaw enforcement.

For more information: <http://www.islandstrust.bc.ca/media/259555/groundwater-toolkit.pdf>.

Habitat

A habitat is a place where an organism makes its home. A habitat meets all the environmental conditions an organism needs to survive.

Retrieved from: <https://www.nationalgeographic.org/encyclopedia/habitat/>

Hydrology

A science dealing with the properties, distribution, and circulation of water on and below the earth's surface and in the atmosphere.

Retrieved from: <https://www.merriam-webster.com/dictionary/hydrology>

Impervious

If something is impervious it means it does not allow penetration, for instance by water, light, or gas.

Retrieved from: <https://www.merriam-webster.com/thesaurus/impervious>

Islands Trust's Coastal Douglas-fir Ecosystem Protection Toolkit

The Islands Trust's "Protecting the Coastal Douglas-Fir Zone" toolkit (2018) describes the CDF zone and its threats, and explores the various regulatory tools that Local Trust Committees can use to preserve and protect the zone.

For more information: <http://www.islandstrust.bc.ca/media/346674/cdf-toolkit-final-web.pdf>.

Islands Trust Regional Conservation Plan

To protect and restore endangered species and ecosystems, the Conservancy has prepared a science-based Regional Conservation Plan that sets out our strategies for the next ten years.

The full Plan is available at: www.islandstrustconservancy.ca

Land Designations and Land Use Policies

See Zoning and Land Use Bylaws

Land Use Bylaws (LUBs)

Land Use Bylaws contain all the rules and regulations that govern the use and allowable density of the land, as well as setbacks of buildings to property lines, height restrictions, parking requirements, signage restrictions, drainage restrictions and subdivision servicing. Land Use Bylaws are adopted and administered by each Island's Local Trust Committee.

For more information: <http://www.islandstrust.bc.ca/islands/land-use-planning/>

Local Trust Committee / Islands Trust

Gabriola and the other Gulf Islands that are under the jurisdiction of the Islands Trust each have a Local Trust Committee (LTC). These LTCs are made up of people elected by local residents. They are responsible for land use planning and regulation for their respective area of jurisdiction.

LTCs are required to prepare and adopt Official Community Plans, Land Use Bylaws, and zoning and subdivision bylaws, regulate soil removal and deposit, and authorize permits under Part 14 of the Local Government Act.

Two local trustees are elected for each group of islands designated as a local trust area or island municipality. The two local trustees, together with an appointed chair from the Executive Committee, form the Local Trust Committee, or LTC.

The Islands Trust is responsible for leading the preservation and protection of the Trust Area. The Islands Trust cooperates with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.

The Islands Trust Policy Statement sets out three main goals:

- Foster the preservation and protection of the Trust Area's ecosystems
- Ensure that human activity and the scale, rate and type of development in the Trust Area are compatible with maintenance of the integrity of Trust Area ecosystems
- Sustain island character and healthy communities.

For more information on Local Trust Committees: <http://www.islandstrust.bc.ca/islands/local-trust-areas/>

For more information on Gabriola's Local Trust Committee:
<http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/>

For more information on the Islands Trust Policy Statement: <http://www.islandstrust.bc.ca/trust-council/governance/policy-statement/>

Marine Protection Zone

In a Marine Protection Zone in the Gabriola Land Use Bylaw, no buildings or structures are permitted and the residential use of a watercraft of any kind, whether temporary or permanent, is prohibited.

Retrieved from: http://www.islandstrust.bc.ca/media/347223/bylaw-no-127_lub_consolidated_feb-7-19.pdf

Potable Water

Water that is potable is safe to drink and fit for domestic purposes without further treatment, as defined by the British Columbia Drinking Water Protection Act.

Retrieved from:

http://www.islandstrustconservancy.ca/media/39066/guide_for_regulating_rainwater_harvesting_systems.pdf

Setback Area

A setback is the horizontal distance that a building or structure must be sited from a specified lot line, building, structure or other permanent landscape feature or point (such as a high-water mark or steep slope). The setback area may be established for several purposes including establishing fire separation between buildings, privacy, screening or to establish an ecologically protected area where no land alterations or construction should occur. This area can also be referred to as a 'buffer area', or 'enhancement area' if ecological protection or restoration works are required.

Adapted from Gabriola Land Use Bylaw definitions:

http://www.islandstrust.bc.ca/media/347100/gb_bl177_lub_base_a_cons_2018_11_04.pdf

Provincially Identified Species at Risk

At the provincial level, there are different species identified as at risk of disappearing, or becoming extinct, in British Columbia.

For more information: <https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/conservation-data-centre/explore-cdc-data/species-and-ecosystems-explorer>

Rainwater Harvesting

Rainwater harvesting is the process of collecting and storing rainwater for use, rather than having it run off into the ground. Typically, this means using a variety of technologies including a guttering system on the roof, piping, cistern(s), fittings, pumps and other plumbing requirements. In the BC Building Code, this is defined as a type of private water supply system.

Retrieved and adapted from:

http://www.islandstrustconservancy.ca/media/39066/guide_for_regulating_rainwater_harvesting_systems.pdf

Regional District of Nanaimo Rainwater Harvesting Best Practices Guidebook:

https://rdn.bc.ca/sites/default/files/legacy_asp/events/attachments/evID6235evattID1344.pdf

Recharge Areas

An area where water flows into the Earth to resupply a water body or an aquifer.

Retrieved from: https://www.gvsu.edu/cms4/asset/E1327343-09F0-03FF-AA9032F47AD1EB9C/aquifers_recharge.pdf

Recharge Capability

Ground water recharge includes recharge as a natural part of the hydrologic cycle and human-induced recharge, either directly through spreading basins or injection wells, or as a consequence of human activities such as irrigation and waste disposal.

Retrieved from: <https://www.sciencedirect.com/topics/agricultural-and-biological-sciences/groundwater-recharge>

Renewable Natural Resources

Renewable natural resources are natural resources that, after exploitation, can return to their previous stock levels by natural processes of growth or replenishment

Retrieved from: <https://stats.oecd.org/glossary/detail.asp?ID=2290#:~:text=Renewable%20natural%20resources%20are%20natural,which%20regeneration%20will%20become%20impossible.>

Rezoning

Rezoning property requires an application to change or amend a land use bylaw and, in some cases, the official community plan. An amendment to either of these bylaws must be consistent with the Islands Trust Policy Statement, which includes direction and advice for local trust committees when amending official community plans and land use bylaws.

For more information: <http://www.islandstrust.bc.ca/media/348078/06rzapplicationguide.pdf>

Riparian Areas Regulation

Riparian areas link water to land. They border streams, lakes, and wetlands. The blend of streambed, water, trees, shrubs and grasses in a riparian area provides fish habitat, and directly influences it. There is regulation in place to protect riparian areas.

For more information: <https://www2.gov.bc.ca/gov/content/environment/plants-animals-ecosystems/fish/aquatic-habitat-management/riparian-areas-regulation>

Subdivision Servicing Bylaws

A subdivision servicing bylaw regulates and sets out the requirements for the provision of works and services that are needed as part of the subdivision of land.

For more information: <https://www2.gov.bc.ca/gov/content/governments/local-governments/planning-land-use/land-use-regulation/subdivision-approval-servicing-bylaws>

Urban Containment Boundaries

An Urban Containment Boundary sets aside land to be protected from most forms of development. Usually an UCB will delineate the edge of town and the beginning of rural areas.

Retrieved from: <https://www.toolkit.bc.ca/tool/urban-containment-boundary#:~:text=An%20Urban%20Containment%20Boundary%20sets,the%20beginning%20of%20rural%20areas.>

Water Demand

Water demand is defined as the volume of water requested by users to satisfy their needs.

Retrieved from: <https://www.eea.europa.eu/help/glossary/eea-glossary/water-demand#:~:text=Water%20demand%20is%20defined%20as,users%20to%20satisfy%20their%20needs.>

Water Resource Conservation Strategies

Water resource conservation can take on many forms, such as rainwater harvesting or protection of freshwater networks.

For more information: <http://www.islandstrust.bc.ca/trust-council/projects/water-resource-information-for-islanders/>

Zoning Bylaws

Zoning bylaws regulate how land, buildings, and other structures may be used.

Different areas of land on Gabriola are designated as different zones – such as residential, resource, recreational and institutional, or commercial and light industrial zones (Gabriola Island Land Use Bylaw, 1999, p. 42). These can be seen on the Gabriola zoning maps.

Gabriola's zoning maps:

- North area: <http://www.islandstrust.bc.ca/media/346969/lub-north-nov2018.pdf>
- South area: <http://www.islandstrust.bc.ca/media/342214/lub-southsheet-oct-2016.pdf>

For more information about zoning bylaws:

<https://www2.gov.bc.ca/gov/content/governments/local-governments/planning-land-use-regulation/zoning-bylaws>

For the Gabriola Land Use Bylaw: <http://www.islandstrust.bc.ca/media/342215/blgb177-lub-consolidated-february-7-2017.pdf>

Growth on Gabriola

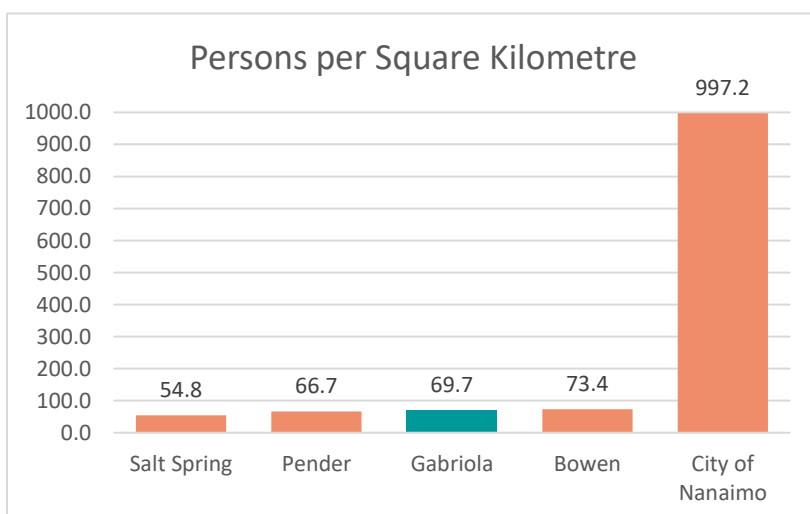
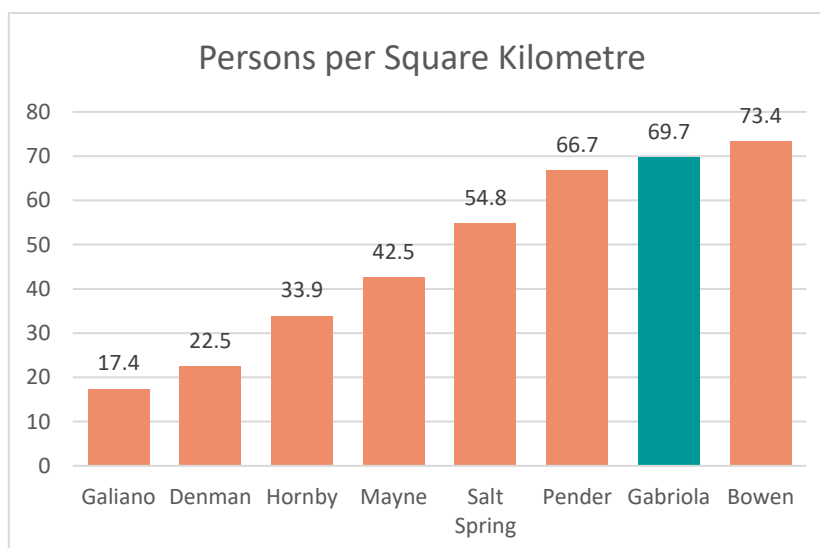
This document provides information about:

- how Gabriola's current population density compares with other islands and areas
- population growth
- factors that moderate growth
- two population projections
- four growth scenarios.

1. Population Density

Gabriola has a population density of 69.7 persons per square kilometre, making it the second most densely populated of the Gulf Islands. Only Bowen has a higher population density.

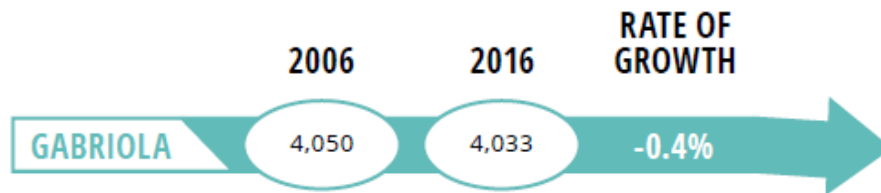
This first bar graph shows population densities for many of the major islands of the Salish Sea.¹ Our high population density relative to these other islands may be because of our close proximity to the major centre of Nanaimo and the more regular ferry service we enjoy compared to some other islands.



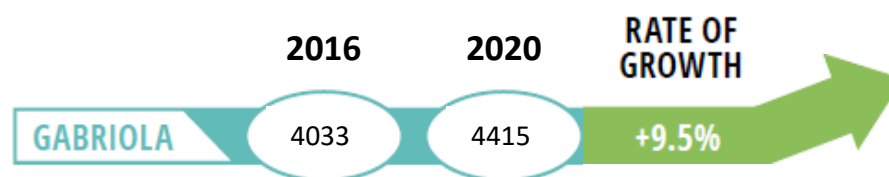
This second bar graph compares Gabriola's population density (and that of some of the other major islands) to the Nanaimo Census Agglomeration (which includes the City of Nanaimo as well as surrounding rural areas) and to the City of Nanaimo.²

2. Population and Growth

The population of Gabriola according to the 2016 Census was 4,033. Before that, growth was stagnant for the previous two census periods.



However, we know that our population has grown since 2016 because the BC government's Medical Services Plan health care coverage registrations record 4,415 people on Gabriola in 2020. This is an increase of 382 people, or 9.5%, in the past four years.



3. Moderating Factors to Growth

Several factors may impact growth: for example, changes to demographic issues like average household size, birth and death rates, and migration to and from Gabriola, as well as physical factors like the availability of lots to build on and the proportion of unoccupied dwellings, as well as how development is regulated through land use planning and development controls.

Of course, demographic issues can't be addressed through planning and development controls. So, for example, we can't change the Official Community Plan or Land Use Bylaw to restrict people from moving to Gabriola to occupy available lots, or from having large families. We can, however, change the OCP or LUB to modify things like how lots are zoned and developed and how much density is allowed on private land.

- **Average Household Size**

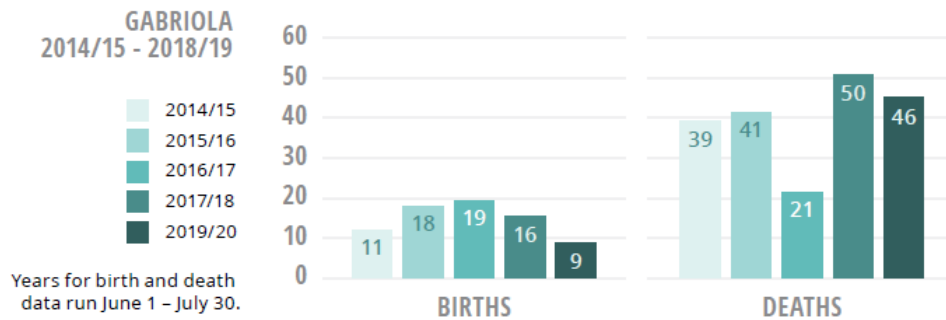
The average household size on Gabriola is 1.9 people per household, as reported in the 2016 Census.³

The average household size has stayed nearly the same over the past ten years. It was 1.9 in the 2011 Census and 2.0 in the 2006 Census.



- **Births and Deaths**

Over the last five years, Gabriola has had an average of 14 births per year and 39 deaths per year.⁴



In other words, people on Gabriola are dying at a faster rate than they are being born.

- **In-migration**

The rate at which people come to Gabriola from other places compared to the rate people leave Gabriola to live elsewhere has an impact on the growth rate.

We know from the 2016 Census that 1,250 people living on Gabriola on the date the Census was taken had moved between 2011 and 2016 and that, of those, about 68% (845) moved to their residence on Gabriola from another community.⁵

In that same five year period, however, Gabriola's population declined from 4,045 to 4,033. As a result, the change in our population must have come from some combination of more people dying than being born on Gabriola (which we know from the data above) and more people leaving to live elsewhere than moving here. (Unfortunately, the Census does not tell us the exact number of Gabriolans who left the island between 2011 and 2016.)

- **Unoccupied and Under-occupied Properties**

The 2016 Census indicates that 845 dwellings on Gabriola were not occupied by the usual resident (i.e., they were vacant, or either rented seasonally or used by their owner seasonally). This represents 28% of the dwellings on Gabriola.⁶ This means that 72% of the dwellings on Gabriola are currently occupied full-time.

- **Build-out Potential**

Undeveloped Lots: There are 490 vacant (or undeveloped) private lots on Gabriola as of February 2021.

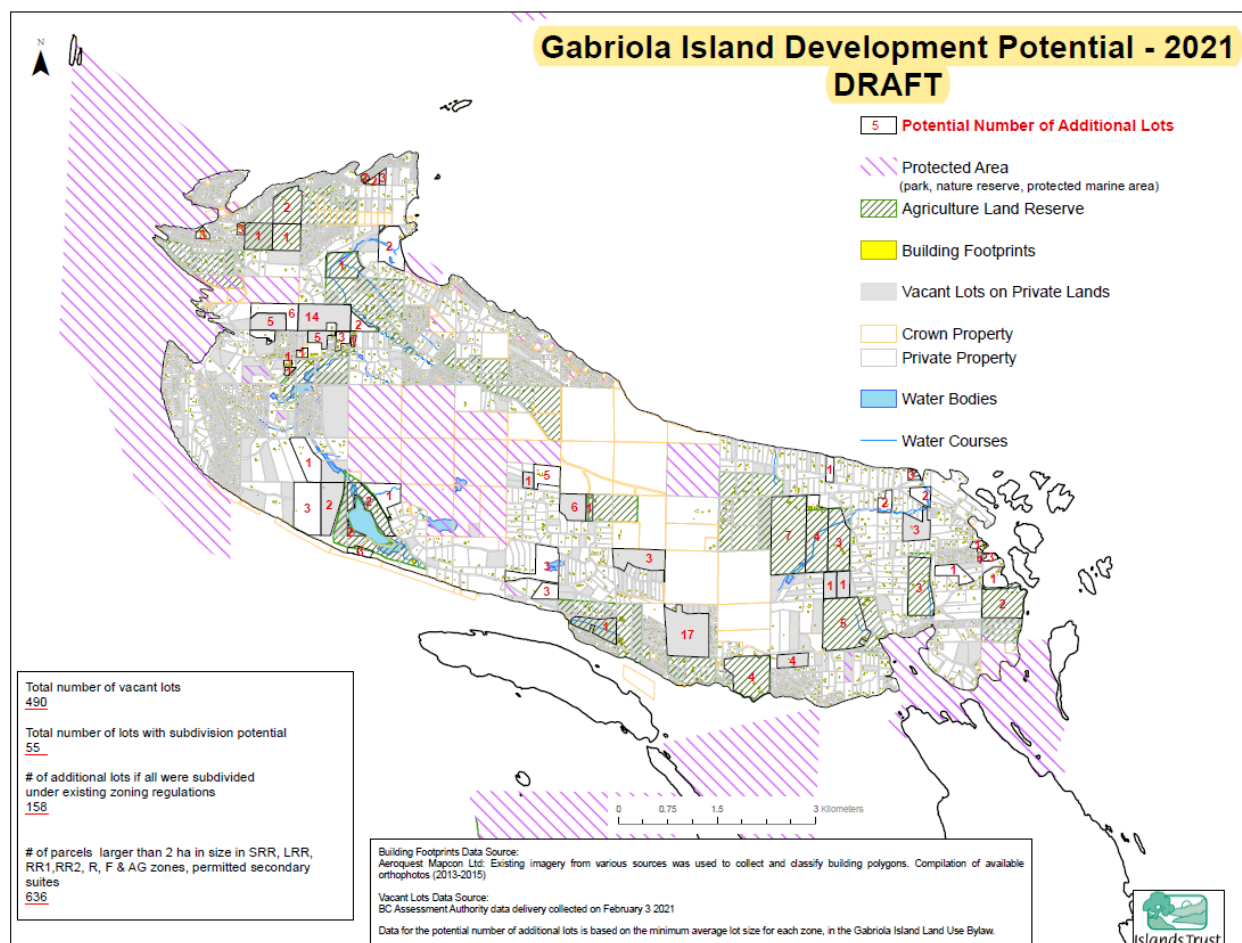
Secondary Suites: Current planning rules allow for secondary suites to be built on lots that are over 2 hectares in size and within specific zones (for more information see the Key Policies backgrounder and the Draft Development Potential map). The Islands Trust says that there are currently 636 lots that meet this criteria. Some of these secondary

suites may have already been built (and the Islands Trust is working to identify how many) but the number is likely to be small.

Subdivision Potential: Current planning rules allow for subdivision of certain existing lots into smaller lots, as long as they meet minimum lot size criteria for the planning zone they're in (as well as other criteria - for more information see the Key Policies background and the Draft Development Potential map below).

The Islands Trust has identified that there are 55 lots with subdivision potential under existing regulations, which would result in an additional 158 lots.

The map below shows the development potential under all of these situations. It is available as a separate PDF (that can be enlarged) on the Housing Matters website.



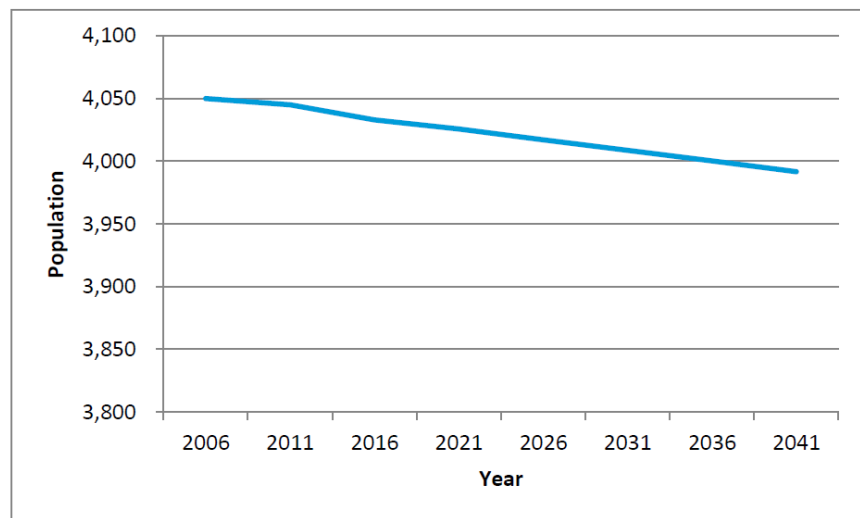
4. Population Projections

Two projections for how many people might live on Gabriola in the future predict that the population could decline to 3,990 people or increase to 5,295 people between now and the year 2041. These projections are models based on historical population data and don't take the moderating factors to growth (see above) into account.

i. Population Projection 1: Straight Line Projection

A projection based on ten years of population figures from the 2006, 2011 and 2016 Census years shows a steady decline in population, from 4,050 in 2006 to **3,990** in 2041.⁷ This represents a decline of about 1.5%.

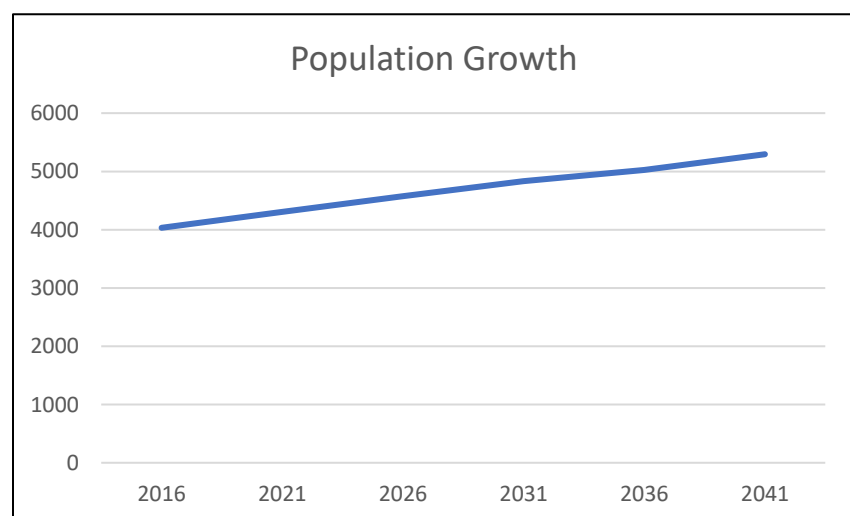
Given that the population of Gabriola appears to have already increased by 9.5% since the 2016 Census (see above), this projection may not be based on accurate assumptions.



ii. Population Projection 1: Nanaimo Projection

A second projection assumes Gabriola will grow at the same rate as the Nanaimo Local Health Area over the next 25 years. In this scenario, the population would increase by about 30%, from 4,033 in 2006 to **5,295** in 2041.⁸

This projection is based on changes in population in a much more urban environment than Gabriola, and that has distinct differences in current land use planning and servicing.



Population Projections	Population by 2041
Projection 1: Straight Line population prediction based on historical data	3,990
Projection 2: Parallel growth with Nanaimo	5,295

5. Growth Scenarios

Four growth scenarios predict a regular resident population of between 4,631 and 6,632 people in the future. These scenarios are based on information about how many lots on Gabriola are currently undeveloped, how much subdivision potential exists, and how many secondary suites are currently allowed.

These scenarios also rely on assumptions about current household size and patterns of occupancy (as per the moderating factors to growth above).

However, in each scenario, two population numbers are projected:

- one based on the current proportion of dwellings that are occupied full-time (i.e., 72% full-time occupancy, see above)
- one that would occur if all the potential dwellings were occupied full-time (i.e., 100% full-time occupancy). This somewhat mirrors the population increases experienced during the summers.

These scenarios show the potential growth possible within existing land use policies around development of existing lots, subdivision, and secondary suite development. The date at which the population would grow to the numbers projected would be whenever all the potential for development is realized.

Because of certain limitations in the data around secondary suites (see below), the numbers may be slightly overinflated.

i. Growth Scenario 1: Build Out of All Existing Vacant Lots

In this projection we start from our current Medical Services Plan registration population of 4,415 and we assume that:

- it's possible to build on all 490 undeveloped lots
- current occupancy patterns stay the same – so 28% of dwellings are un- or under-occupied and 72% are occupied full-time
- the current average household size of 1.9 applies to all occupied dwellings on developed lots.

Given that we're interested in knowing how much the regular resident population of Gabriola would increase, we would multiply the number of fully occupied lots by the average household size.

If all 490 lots are developed and 72% are occupied full time, at an average household size of 1.9, the regular resident population would increase by 670 people, to **5,085**.

If, however, occupancy patterns changed such that 100% of the dwellings were occupied full-time, the regular residential population would increase by 931 people, to **5,346**.

ii. Growth Scenario 2: Build Out of All Allowable Secondary Suites

In this scenario we start again from the current Medical Services Plan registration population of 4,415 and look at what happens if secondary suites are built on all 636 lots that are allowed to have one.

In this scenario, Gabriola's regular resident population would increase by the number of fully occupied secondary suites multiplied by the average household size.

In other words, 636 suites with an average household size of 1.9 would mean an additional 870 people at the current occupancy level of 72%. The resulting population would be **5,285**.

If 100% of these secondary suites were occupied, the population would increase by 1,208 people, to **5,623**.

(As noted above, some of these secondary suites may have already been built, so the numbers being projected here may be slightly overinflated.)

iii. Growth Scenario 3: Build Out of All Potential Subdividable Lots

In this projection we start again from the Medical Services Plan registration population of 4,415 and look at what happens if all 158 lots resulting from possible subdivisions are built out.

At an average household size of 1.9 people per household, dwellings on the 158 lots would result in a regular resident population increase of 216 people, at the current occupancy level of 72%, to **4,631**.

If occupancy levels rose to 100%, the resident population would increase by 300 people, to **4,715**.

iv. Growth Scenario 4: Comprehensive Build Out (combination of 1, 2, and 3)

This is a combination of all three scenarios above and would result in a population increase of 1,768 people at current occupancy levels, to a total resident population of **6,183**. If occupancy levels increased to 100%, the population would increase by 2,447 people, to **6,632**.

Growth Scenarios	Total population within current use patterns	Total population assuming full year occupancy
Scenario 1: Build Out of Vacant Lots	5,085	5,346
Scenario 2: Build Out of Secondary Suites	5,285	5,623
Scenario 3: Build Out of Subdividable Lots	4,631	4,715
Scenario 4: Comprehensive Build Out (combination of 1, 2 and 3)	6,183	6,632

References

- ¹ Taken from each island's 2016 Census Community Profile (<https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>) except Pender which was calculated based on population and size data in its Wikipedia entry (https://en.wikipedia.org/wiki/Pender_Island).
- ² Taken from each location's 2016 Census Community Profile (<https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E>).
- ³ See "Average Household Size" data at Gabriola Island Trust Area 2016 Census Profile: <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=DPL&Code1=590003&Geo2=PR&Code2=59&SearchText=Gabriola%20Island%20Trust%20Area&SearchType=Begins&SearchPR=01&B1=All&GeoLevel=PR&GeoCode=590003&TABID=1&type=0>.
- ⁴ Gabriola Health and Wellness Collaborative. 2020. Gabriola Health Report. Page 2. Available at: <https://www.ghcs.ca/2020-Gabriola-Health-Report.pdf>.
- ⁵ See "Mobility" data at Gabriola Island Trust Area 2016 Census Profile. See link in Note 3 above.
- ⁶ See "Private dwellings occupied by usual residents" data at Gabriola Island Trust Area 2016 Census Profile. See link in Note 3 above.
- ⁷ Dillon Consulting. *Housing Needs Assessment, Northern Region of Islands Trust*. 2018. Page 11. Available at: http://www.islandstrust.bc.ca/media/346025/lpc_2018-06-21_northern_hna.pdf.
- ⁸ Line graph derived from data provided in Dillon Consulting. *Housing Needs Assessment, Northern Region of Islands Trust*. 2018. Page 12. Available at: http://www.islandstrust.bc.ca/media/346025/lpc_2018-06-21_northern_hna.pdf.

KEY POLICIES ON MANAGING GROWTH ON GABRIOLA ISLAND

This page provides information on the major policies and planning tools in the Gabriola Official Community Plan (OCP) that address issues of growth and its management. It covers:

1. the OCP's goals and policies related to managing growth
2. OCP policies that govern density
3. examples of new policies that could mitigate the negative impacts of growth on Gabriola.

KEY CONSIDERATIONS

Gabriola's Official Community Plan speaks to growth largely in relation to limiting additional density rather than managing growth in ways that would help to meet important social and environmental goals, such as the need for affordable housing and the need to protect and preserve our Coastal Douglas-Fir ecosystem and groundwater.

WHAT DOES THE GABRIOLA OFFICIAL COMMUNITY PLAN (1997) SAY ABOUT "MANAGING GROWTH" ON GABRIOLA ISLAND?

The goals contained in the Gabriola Official Community Plan (1997) only explicitly mention the term "growth" once – in which "gradual and appropriate" rather than "rapid" growth is to be encouraged. The other policies and objectives speak to regulating the density that is already permitted through zoning. Anticipating or managing new growth (except for multi-family affordable housing) does not seem to be contemplated in the OCP.

The OCP's social goals (s.1.3) are:

1. To preserve the rural character and atmosphere of the Gabriola Planning Area and ensure that the community remains a viable, healthful place in which to live, providing for a variety of lifestyles in harmony with the natural environment.
2. To ensure that access and opportunity, now and in the future, are provided for the public to enjoy and appreciate the Gabriola Planning Area in harmony with the natural environment and existing communities.
3. To ensure that options for future generations to make land use decisions are not jeopardized.
4. To encourage gradual and appropriate, rather than rapid, change and growth.
5. To co-operate and communicate with other government agencies, other agencies and First Nations, and to involve the public in the decision-making process to fulfill these goals.
6. To encourage local food systems and community food security.
7. To recognize that small, locally owned and home-based businesses contribute significantly to the character and sustainability of island life.

Section 2.0 General Land Use Policies:

- k) This Plan only supports the realization of additional residential density without subdivision when used for Affordable Housing for Special Needs residents and Seniors.

WHICH OCP POLICIES GOVERN DENSITY ON GABRIOLA ISLAND?

In addition to the general objectives and policies listed above, the OCP includes objectives and policies related to density.

Section 2.1 General Residential Land Use Objectives/Policies:

1. To ensure that subdivision design is consistent with the rural character of Gabriola
5. To support a mix of housing types which includes affordable and market housing in appropriate locations

Policy b) With the exception of affordable housing, no provision shall be made for multi-dwelling residential use in the Planning Area.

Policy c) No provision shall be made for mobile home parks in the planning area.

Policy g) On parcels 2.0 hectares (4.94 acres) or larger, one secondary suite shall be permitted per parcel, accessory to a principal single family dwelling.

Section 2.2 Small Rural Residential Objectives/Policies

1. To encourage the consolidation of parcels designated Small Rural Residential.
 - a) The principal use shall be residential.
 - b) One single-dwelling residential unit shall be permitted per parcel.
 - c) The minimum parcel size in the Small Rural Residential designation shall be 0.5 hectares (1.235 acres) and the average parcel size shall be 2.0 hectares (4.94 acres).
Policy
 - d) In order to satisfy the Ministry of Health's land area requirements regarding sewage disposal, the consolidation of small parcels shall be encouraged.

Section 2.3 Large Rural Residential Objective/Policies

1. To permit a range of uses that will support the retention of unsubdivided land.

Policy a) The principal use shall be residential.

Policy b) One single-dwelling residential unit shall be permitted per parcel.

Policy c) The minimum parcel size shall be 2 hectares (4.94 acres) and the average parcel size shall be 4 hectares (9.88 acres).

Section 2.5 Gabriola Island Density Bank

1. To identify and deposit unused residential densities into the Density Bank based upon the following eligibility criteria:
 - i. from the lands that are rezoned as parks; and
 - ii. from the voluntary donation of residential densities.
2. To consider applications for the withdrawal of banked densities in accordance with the rezoning requirements in Section 2.4 provided that a Housing Agreement is in place to ensure affordability is maintained over time.

Section 3.1 General Commercial Objectives/Policies

- d) One single-dwelling residential unit per parcel may be permitted in any Commercial designation.

Section 5.1 Resource Lands Objectives/Policies

In keeping with the objective of maintaining a rural landscape in the planning area the intent is to retain much of the land in this designation in large parcels. Yet, as provided for in the policies below, residential density allowed on a parcel in the Resource zone may be transferred to another parcel in the Resource zone.

Resource Objectives

1. To preserve large parcels of land in a largely unsubdivided state;
2. To maintain representative areas of rural landscape on Gabriola; and
3. To provide transitional areas between the residential and forestry and agricultural parts of the community.

Section 5.2 Forestry Policies

- b) The minimum and average parcel size in the Forestry zone shall be 60 hectares (148.2 acres).
- c) The subdivision of land, in the Forestry zone, shall not be supported, except for purposes of creating an ecological reserve.

Section 5.3 Agriculture Policies

- b) The approval of subdivisions of land in the ALR, where such subdivision would reduce the long term viability of the parcel for farm use is not supported.
- d) The minimum and average parcel size in the Agriculture zone shall be 8 hectares (19.76 acres).

WHAT ARE THE RULES AROUND SUBDIVISION ON GABRIOLA?

The Gabriola Island Land Use Bylaw sets out zoning regulations for each parcel of land on the island. Within each zone there is an established minimum lot size to guide subdivision of a lot into one or more lots.

All subdivisions are approved by the provincial Ministry of Transportation and Infrastructure and the Provincial Approving Officer cannot approve a subdivision that is not consistent with the Gabriola Land Use Bylaw.

Besides minimum lot size requirements, there are several conditions that must be met for a subdivision to be approved although most of these are not regulated by the Gabriola Land Use Bylaw but by the province (proof of potable water requirements; sewage disposal requirements; minimum road construction standards; parkland dedication and several others).

WHAT ARE THE RULES AROUND SECONDARY SUITES ON GABRIOLA?

The Gabriola Official Community Plan and Land Use Bylaw set out the criteria for secondary suites on Gabriola Island.

Currently, one secondary suite is permitted on a lot that is 2 hectares or larger in size in the SRR, LRR, R, RR1, RR2, F, AG zones. Maps that show these zones are here:

- North: <http://www.islandstrust.bc.ca/media/346969/lub-north-nov2018.pdf>
- South: <http://www.islandstrust.bc.ca/media/342214/lub-southsheet-oct-2016.pdf>

The LUB contains regulations governing the construction of a secondary suite, such as maximum floor area and height.

WHAT KINDS OF NEW POLICIES OR REGULATIONS COULD ADDRESS THE NEGATIVE IMPACTS OF GROWTH ON GABRIOLA?

1. New rezoning applications proposing an increase in residential density could be required to ensure all new dwellings are constructed using less water, energy and meet the [BC Energy Step Code](#); requirements (which will be mandated across BC by 2032); and include [universal access](#) design principles.
2. Require any new dwelling to be constructed with a connected rainwater harvesting system for household re-use.
3. Establish more flexible zoning regulations for larger parcels allowing an increase in density (without subdivision) but decrease maximum lot coverage and total allowable build out (restrict floor area for each dwelling, restrict number of accessory buildings, require rainwater harvesting and re-use etc)
4. Establish rental tenure housing for existing rental multi-family dwellings that requires the rental units to remain as rental housing
5. Allow commercial properties to have an increase in residential densities if they remain rental units; affordable; meet Step Code requirements etc.
6. Restrict further small lot subdivision (lots less than 1 ha) but encourage more mixed use (residential/commercial) on commercial zoned lots.

Gabriola Island Development Potential - 2021

DRAFT

5 Potential Number of Additional Lots

Protected Area
(park, nature reserve, protected marine area)

Agriculture Land Reserve

Building Footprints

Vacant Lots on Private Lands

Crown Property

Private Property

Water Bodies

Water Courses

Total number of vacant lots
490

Total number of lots with subdivision potential
55

of additional lots if all were subdivided
under existing zoning regulations
158

of parcels larger than 2 ha in size in SRR, LRR,
RR1, RR2, R, F & AG zones, permitted secondary
suites
636

Building Footprints Data Source:
Aeroquest Mapcon Ltd: Existing imagery from various sources was used to collect and classify building polygons. Compilation of available orthophotos (2013-2015)

Vacant Lots Data Source:
BC Assessment Authority data delivery collected on February 3 2021

Data for the potential number of additional lots is based on the minimum average lot size for each zone, in the Gabriola Island Land Use Bylaw.

Information about the BC Energy Step Code and Universal Access Design

1. BC Energy Step Code

New home construction on the island is an opportunity to ensure Gabriola’s housing stock is highly energy efficient and designed to meet the diverse and changing needs of the occupants.

Currently in British Columbia, all new dwellings must be constructed to meet the requirements of the BC Building Code, and manufactured homes must meet the Canadian Standards Association (CSA) requirements. In 2032, the province will be introducing new mandatory regulations to ensure all new dwellings also comply with the “[BC Energy Step Code](#)” which will result in homes that use “net-zero energy”.

Net-zero energy buildings produce as much clean energy as they consume. They are up to 80 percent more energy efficient than a typical new building, and they use on-site (or near-site) renewable energy systems to produce the remaining energy they need.

A net-zero energy ready building is one that has been designed and built to a level of performance such that it could, with the addition of solar panels or other renewable energy technologies, achieve net-zero energy performance.

The BC Energy Step Code is currently voluntary but local governments may use it, if they wish, to incentivize or require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code.

2. Universal Access Design

Universal access design (or “adaptable housing”) means designing a home in an adaptable way to make future renovations easier and less costly. Changes to a home may be needed if your mobility changes through illness, injury or due to aging, or if your family size grows. The median age on Gabriola Island in the 2016 Census was 61 (which means half the population was over the age of 61 and the other half was under).

Currently in BC the BC Building Code has accessibility requirements for public buildings, but not for private homes. A local government could require that any rezoning that would result in new dwellings, include universal access design elements to ensure the new housing stock is more adaptable to meet the changing needs of occupants.

Universal Access Design:

- Helps people stay in their own homes through illness, injury or aging
- Provides housing options for accessibility for people with disabilities
- Reduces the cost of future renovations to accommodate people whose abilities change or whose family size increases.

Design and construction can include:

- Corridors, doorways, bathrooms and kitchens that are easier for people with disabilities to use
- Features like approachable and reachable electrical outlets and switches
- Building in a way that allows for future installation of items such as grab bars in bathrooms
- Building in a way that “roughs in” a secondary suite contemplates an addition, where zoning permits.

Glossary: Key Policies on Managing Growth

This glossary provides definitions for terms used in the “Key Policies on Managing Growth on Gabriola Island” resource document.

1. Affordable Housing

Affordable housing is commonly defined as adequate, suitable housing, typically costing less than 30% of household income.

Retrieved from:

<http://www.islandstrust.bc.ca/media/208240/Affordable%20Housing%20Guide-%20Final-letter%20size.pdf>

2. BC Energy Step Code

The BC Energy Step Code is an optional way for local governments to encourage or require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code. Builders may voluntarily use the BC Energy Step Code to meet the energy-efficiency requirements of the BC Building Code.

Retrieved from: <https://energystepcode.ca>

3. Build Out

Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

Retrieved from: https://www.ca-ilg.org/sites/main/files/file-attachments/2010_-_landuseglossary.pdf

4. Commercial

Commercial development can include the selling, storing or servicing of goods and commodities. For more information on commercial zones on Gabriola, see “zoning”.

Retrieved from: <https://www2.gov.bc.ca/gov/content/industry/crown-land-water/crown-land/crown-land-uses/commercial-uses/general-commercial>

5. Density Bank

According to Gabriola’s Official Community Plan, density banking refers to a process wherein unused residential densities are held by the Local Trust Committee for an unlimited time and for the purpose of enabling affordable multi-dwelling housing for low-income families and without any net increase to the allowed density on Gabriola Island. The deposit of one or more densities to the density bank takes place through bylaw amendments resulting from the rezoning of the property from which the density was removed for deposit

into the density bank. Withdrawal of one or more densities from the density bank requires a similar amending bylaw and rezoning process.

For more information see Section 2.5 of the Gabriola Official Community Plan:

<http://www.islandstrust.bc.ca/media/344745/blgb166-ocp-consolidated-november-2-2017.pdf>

6. First Nations

British Columbia is home to 198 First Nations, about one third of all First Nations in Canada. The First Nations of BC have rich and varied cultures, histories and traditions.

Retrieved from: <https://www.aadnc-aandc.gc.ca/eng/1100100021009/1314809450456>

Gabriola is in Snuneymuxw Nation territory, who are Coast Salish people. For more information: <https://www.snuneymuxw.ca/>

7. Food Security

The state of having reliable access to enough healthy food that you can afford

Retrieved: <https://www.oxfordlearnersdictionaries.com/definition/english/food-security#:~:text=%2F%CB%8Cfu%CB%90d%20s%C9%AA%CB%88kj%CA%8Ar%C9%99ti%2F,food%20that%20you%20can%20afford>

8. Gabriola Official Community Plan (Gabriola Island Official Community Plan, 1997)

The Official Community Plan was adopted in 1997 and has had some amendments over the years. It offers a vision of the future community on Gabriola. The Plan sets out the community's goals, objectives and policies regarding land-use, future development as well as social and environmental considerations applicable in the planning area. The purpose of the Plan is to provide direction to government agencies, businesses, land owners and residents concerning future land use and the provision of services.

9. Gabriola Planning Area

The Gabriola Planning Area includes Gabriola Island and surrounding islands such as DeCourcy Island, Mudge Island, and additional smaller islands.

To see the full list of associated islands: <http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/associated-islands/>

For more information: <http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/>

10. Groundwater

Groundwater is the water found underground in the cracks and spaces in soil, sand and rock. It is stored in and moves slowly through geologic formations of soil, sand and rocks called aquifers.

Retrieved from: <https://www.groundwater.org/get-informed/basics/groundwater.html>.

11. Housing Agreements

A housing agreement is a legal contract entered into by the property owner and the Local Trust Committee to ensure affordable housing. In the agreement the owner, usually an organization or society, agrees to specific terms such as rental or leasehold rates, allowable amounts for rate increases, or the amount for which a unit may be sold. Housing agreements can also stipulate tenant or owner eligibility based on income or other criteria. These terms can vary between different agreements.

Retrieved from: <http://www.islandstrust.bc.ca/trust-council/projects/housing/#:~:text=Housing%20Agreements,Committee%20to%20ensure%20affordable%20housing.&text=Housing%20agreements%20can%20also%20stipulate,can%20vary%20between%20different%20agreements>

12. Home-Based Business

A home-based business is a commercial use in a residential property on a lot.

Adapted from: http://www.islandstrust.bc.ca/media/348834/bl-355_lub_2019-06.pdf

13. Islands Trust's Coastal Douglas-fir Ecosystem Protection Toolkit

The Islands Trust's "Protecting the Coastal Douglas-Fir Zone" toolkit (2018) describes the Coastal Douglas-fir (CDF) zone and its threats, and explores the various regulatory tools that Local Trust Committees can use to preserve and protect the zone.

For more information: <http://www.islandstrust.bc.ca/media/346674/cdf-toolkit-final-web.pdf>

14. Land Use Bylaws (LUBs)

Land Use Bylaws contain all the rules and regulations that govern the use and allowable density of the land, as well as setbacks of buildings to property lines, height restrictions, parking requirements, signage restrictions, drainage restrictions and subdivision servicing. Land Use Bylaws are adopted and administered by each Island's Local Trust Committee.

For more information: <http://www.islandstrust.bc.ca/islands/land-use-planning/>

15. Local Food System

A food system is a complex web of activities involving the production, processing, transport, and consumption, and when it is localized this refers to these activities happening within a local community.

Retrieved from: <https://www.futureoffood.ox.ac.uk/what-food-system>

16. Local Trust Committee / Islands Trust

Gabriola and the other Gulf Islands that are under the jurisdiction of the Islands Trust each have a Local Trust Committee (LTC). These LTCs are made up of people elected by local residents. They are responsible for land use planning and regulation for their respective area of jurisdiction.

LTCs are required to prepare and adopt Official Community Plans, Land Use Bylaws, and zoning and subdivision bylaws, regulate soil removal and deposit, and authorize permits under Part 14 of the Local Government Act.

Two local trustees are elected for each group of islands designated as a local trust area or island municipality. The two local trustees, together with an appointed chair from the Executive Committee, form the Local Trust Committee, or LTC.

Islands Trust

The Islands Trust is responsible for leading the preservation and protection of the Trust Area. The Islands Trust cooperates with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia.

The Islands Trust Policy Statement sets out three main goals:

- Foster the preservation and protection of the Trust Area's ecosystems
- Ensure that human activity and the scale, rate and type of development in the Trust Area are compatible with maintenance of the integrity of Trust Area ecosystems
- Sustain island character and healthy communities.

For more information on Local Trust Committees:

<http://www.islandstrust.bc.ca/islands/local-trust-areas/>

For more information on Gabriola's Local Trust Committee:

<http://www.islandstrust.bc.ca/islands/local-trust-areas/gabriola/>

For more information on the Islands Trust Policy Statement:

<http://www.islandstrust.bc.ca/trust-council/governance/policy-statement/>

17. Market Housing

Housing that is privately owned by an individual (or a company) who generally does not receive direct subsidies to purchase or maintain it. Prices are set by the private market. About 95% of households in the province live in market housing, either rental market housing or home ownership.

Retrieved from: <https://www2.gov.bc.ca/gov/content/housing-tenancy/affordable-and-social-housing/housing-glossary>

18. Ministry of Health

The Ministry of Health has overall responsibility for ensuring that quality, appropriate, cost effective and timely health services are available for all British Columbians.

Retrieved from: <https://www2.gov.bc.ca/gov/content/governments/organizational-structure/ministries-organizations/ministries/health>

19. Rainwater Harvesting

Rainwater harvesting is the process of collecting and storing rainwater for use, rather than having it run off into the ground. Typically, this means using a variety of technologies including a guttering system on the roof, piping, cistern(s), fittings, pumps and other plumbing requirements. In the BC Building Code, this is defined as a type of private water supply system.

Retrieved and adapted from:

http://www.islandstrustconservancy.ca/media/39066/guide_for_regulating_rainwater_harvesting_systems.pdf

Regional District of Nanaimo Rainwater Harvesting Best Practices Guidebook:

https://rdn.bc.ca/sites/default/files/legacy_asp/events/attachments/evID6235evattID1344.pdf

20. (Residential) Rental Tenure Housing

In July 2018, the Province enacted a new authority that empowers local governments to apply residential rental tenure zoning to protect rental units in existing and future apartment buildings, to increase the overall supply of rental housing in their communities. It can be applied to an area, a building, or units within a building which have a residential use. It does not apply to commercial buildings/ units. The zoning restricts the form of tenure (i.e. occupancy of the unit) to rental only.

Retrieved from: https://www.newwestcity.ca/housing/renovictions-tenant-protection-and-resources/sb_expander_articles/1563.php

21. Residential

There are different zoned areas within the Islands Trust for different uses of land. Those zoned residential are for dwellings meant for residing in, as opposed to commercial uses for instance. For more information see “zoning”.

22. Residential Density

Residential density refers to the average number of people living on any given area of land. High residential density is often the result of the construction of multi-family dwellings such as apartment or condo buildings. Rural areas like Gabriola are often characterized by low residential density.

23. Subdivision

Legally any proposed changes to a lot line are a form of subdivision regardless if additional lots are created. While most subdivisions need to go through an approval process some types of subdivision can be done by the Registrar at the Land Title and Survey Authority, such as the consolidation of adjacent lots.

Retrieved from: <http://www.islandstrust.bc.ca/media/274863/subdivision-faqs.pdf>

24. Universal Access Design Principles

Universal design creates housing that can work for everyone. It makes housing accessible to those with disabilities. It also lets people stay in their homes as their circumstances change, without expensive renovations.

Retrieved from: <https://www.cmhc-schl.gc.ca/en/developing-and-renovating/accessible-adaptable-housing/universal-design-in-new-housing>

25. Zoning

Zoning bylaws regulate how land, buildings, and other structures may be used.

Different areas of land on Gabriola are designated as different zones – such as residential, resource, recreational and institutional, or commercial and light industrial zones (Gabriola Island Land Use Bylaw, 1999, p. 42). These can be seen on the Gabriola zoning maps:

- North area: <http://www.islandstrust.bc.ca/media/346969/lub-north-nov2018.pdf>
- South area: <http://www.islandstrust.bc.ca/media/342214/lub-southsheet-oct-2016.pdf>

For more information about zoning bylaws:

<https://www2.gov.bc.ca/gov/content/governments/local-governments/planning-land-use-regulation/zoning-bylaws>

For the Gabriola Land Use Bylaw: <http://www.islandstrust.bc.ca/media/342215/blgb177-lub-consolidated-february-7-2017.pdf>



Hey Gabriolans!

We need your thoughts on important questions related to housing in our community. Please look at the information here, then go to the website for a short survey.

Housing affordability and diversity on Gabriola

Is there homelessness on Gabriola?

If you don't have a home, you're couch surfing or living in your car, or if you don't have access to a bathroom or a kitchen, you're considered homeless. The rate of homelessness on Gabriola is four times that in Nanaimo; ten times that for all of B.C. Although the total number of people experiencing homelessness on Gabriola (approx. 60 people) is smaller than in other areas, the proportion is very high.



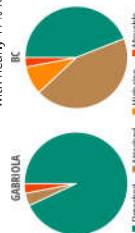
Is housing affordability a problem on Gabriola?

A standard definition is that if housing costs more than 30% of your income, it's not affordable. More than half of the 365 renters on Gabriola are in this situation. Owners struggle too: one-fifth of our 1780 homeowners spend over 30% of their incomes on housing.

A total of 539 Gabriola households struggle to afford their housing.

A 2020 RDN report states: "Low-income households (on Gabriola) would be challenged to afford a rental unit within 30% of their monthly income, and home ownership is out-of-reach for the majority of the households, including couples and families."

One reason for the high rate of housing unaffordability is that our average income is quite low. The 2016 census shows 25% of Gabriolans get by on less than half of the national median income. This compares with nearly 17% for Nanaimo and 16% for all of BC.



Is there enough housing diversity on Gabriola?

In all of BC 56% of dwellings are apartments, condos or other semi-detached homes. On Gabriola it is only 7%. This lack of diversity in housing stock seriously limits options for Gabriolans without sufficient income to purchase or rent a detached home.

Does the OCP allow for more affordable housing?

Gabriola's Official Community Plan allows for "multiple-dwelling affordable housing" (defined as 3 or more affordable units), governed by a housing agreement, that serves the needs of:

- special needs residents living with physical and/or mental disabilities,
- seniors 60 years of age or older, and/or
- low-income families.

The OCP states that these affordable housing units should be relatively small (average 900 sq. ft.), must be energy- and water-efficient, and should be situated within 500 m of the Village.

Densities for the creation of multi-dwelling affordable housing can come only from the density bank. Gabriola has no density bank, so that solution is not currently available to us.

The OCP also recognizes that building secondary suites on existing lots is a way to provide affordable housing.

Your voice matters!

We want to know what you think about the housing situation on Gabriola.

Go to gabriolahousingmatters.ca to learn more about the current housing context, and to participate in a brief, anonymous survey. Not everyone loves online surveys. If you don't, please drop into the library. They'll provide you with a paper copy (or let you do the survey online right there).

Other "Housing Matters" surveys on **Protecting Biodiversity and Water** and on **Managing Growth** are coming in the next few weeks.

Name and phone or email:

The very last word in the survey is Q. a number. What is it?

A

Participation Draw

After completing the survey fill out the card to the left and drop it into the Gabriola Housing Matters box, either at the Library or the Sounder. You could win some great prizes from local merchants, like a \$100 gift card to the Gabriola Gym, courtesy of the Gabriola Recreation Society.

3 surveys = 3 chances to win!



Who are we?

We are the Gabriola Housing Working Group, an offshoot of the Gabriola Local Trust Committee's Housing Advisory Planning Commission.

What is this about?

We are doing this work for the Local Trust Committee (LTC) so that they know what matters to Gabriolans when it comes to drafting bylaws for affordable housing.

When?

Over the next 6 weeks we will explore 3 major topics, each with an introduction like this in the Sounder, more background information on the website, and a short survey. The topics are:

Housing Affordability and Diversity, Preserving Biodiversity and Water, and Managing Growth. We will then summarize what we've heard in a report to the LTC.

Why?

Because we know you care about the future of this island, looking after the people who live and work here, and preserving the ecosystems and water. And because there are prizes! There's a place to the left to answer a question (but you'll need to do the survey first). Every 2 weeks we'll draw from the correct answers, and the winners will receive great prizes!

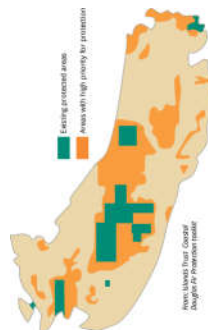
To fill in the survey, visit gabriolahousingmatters.ca

To fill in the survey, visit gabriolahousingmatters.ca



Hey Gabriolans!

We want to hear from you about preserving biodiversity and water, issues we must consider in the context of housing. Please look at the information here, then go to the website for a short survey.



Preserving biodiversity and water on Gabriola

Preserve and Protect!

The mandate of the Islands 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..." **We want your ideas** on how Trustees can ensure that the environment is protected while addressing the lack of affordable housing.

What's at risk when we develop land?

According to the conservation group Gabriola Land and Trails Trust, apart from climate change, most conservation threats result from population growth and related development, which lead to:

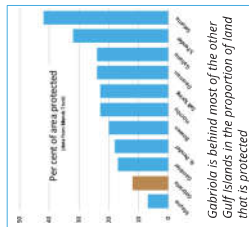
- tree cutting,
- stress on ground water,
- fragmentation of natural habitat,
- disturbance of sensitive ecosystems and rare species, and
- increase in invasive species.

Gabriola's Official Community Plan (OCP) includes the following objectives for environmentally sensitive areas: **limit tree removal to minimal selective cutting, protect important habitat and water resources through vegetation retention and building setbacks, and encourage landowners to work with conservation groups to protect environmentally sensitive areas.** These are all objectives, not rules.

In 2018 the Islands Trust published a toolkit for protecting the Coastal Douglas Fir (CDF) ecosystem. The document includes maps showing areas needing protection, along with ideas on how communities can help to preserve this unique ecosystem, including:

- evaluating and mapping sensitive areas,
- ensuring that the OCP has strong language to protect CDF areas,
- allowing density bonuses on properties in exchange for protection of ecosystems, and
- creating Development Permit Areas (DPA) that will allow development, but only under specific conditions (e.g. a DPA might include limits on cutting trees).

There is a copy of the CDF Toolkit on our website.



Is there enough water?

Gabriola gets enough rain to supply everyone with water, but 57% of it comes in November through February and only 13% in May through August. That means we have a storage problem, not a water supply problem, and while a lot of water is stored in the ground, accessing it can be difficult.

Climate change could make things worse. Although we can expect more rain in the future, the 2016 RDN/Islands Trust report on groundwater shows that there will also be more evaporation, especially in summer when we need water the most.

It is important to ensure that development doesn't affect the water supplies needed by people and ecosystems. The Islands Trust has a toolkit for that too, and it suggests: **establishing DPAs that require buffer zones in water-sensitive areas (some exist already on Gabriola), mandating rainwater collection and storage in new buildings, designating aquifer protection zones, and committing to a planning approach that coordinates action on community water supply and rainwater management.**

Your voice matters!

We want to know what you think about maintaining biodiversity and preserving water in the context of affordable housing on Gabriola. Go to gabriolahousingmatters.ca to learn more about these issues, and to participate in a brief, anonymous survey. Don't love online surveys, or can't get online? The library will provide you with a paper copy (or let you do the survey online there).

The survey on preserving biodiversity and water closes on Feb 16th. One more survey, on **Managing Growth**, is coming on Feb. 17th.

Name and phone or email:

What percentage of Gabriola Island is within the Coastal Douglas fir ecosystem?

A

Participation Draw

After completing the survey fill out the card to the left and drop it into the Gabriola Housing Matters box, either at the Library or the Sounder. This week there is an exciting prize from GaLT and the Gabriola Museum.

3 surveys = 3 chances to win!



Who are we?

We are the Gabriola Housing Working Group, an offshoot of the Gabriola Local Trust Committee's (LTC) Housing Advisory Planning Commission.

What is this about?

We are doing this work for the LTC so that they know what matters to Gabriolans when it comes to drafting bylaws for affordable housing.

When?

Every 2 weeks from late January to early March. The first survey was on **Housing Affordability and Diversity**, this time **Preserving Biodiversity and Water**, next **Managing Growth**. We will summarize what we've heard in a report to the LTC.

Why?

Because your voice matters! To shape policy that will affect the community, the land and the ecosystems for generations to come we need everyone's voice to be heard. And there are prizes! Every 2 weeks we'll draw from the correct answers, and the winners will receive great prizes!



To fill in the survey, visit gabriolahousingmatters.ca

To fill in the survey, visit gabriolahousingmatters.ca



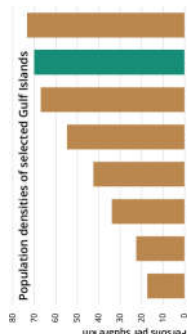
Hey Gabriolans!

We want to know what you think about population growth on Gabriola Island, as this is an issue that must be considered in the context of affordable housing. Please look at the information here, then go to the website for a short survey.

Population growth on Gabriola

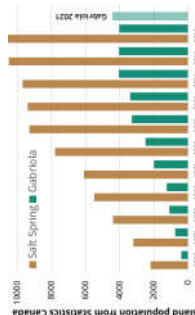
Current Density

Although Gabriola has a rural feel, it is one of the most densely populated of the Salish Sea islands, with nearly 70 residents per square km. While that's tiny compared to a typical city (Nanaimo has almost 1000/km²) it is still something to think about when we consider the need for more affordable housing on the island.



How fast are we growing?

In 1966 the population of Gabriola was only 18% as high as Salt Spring's (which is a much larger island) but now it is 38%. Our population grew quickly from the 1970s to 1990s but remained steady from 2006 to 2016. New data from MSP registrations shows that it has increased by about 9% in the past 5 years (light green bar on graph).



What is the growth potential?

Recent mapping analysis by the Islands Trust shows that there are 490 vacant lots on Gabriola. At the current ratio of 1.9 people per dwelling, those 490 lots could represent 931 additional residents, although that assumes that all lots are buildable and it doesn't account for the small natural decrease in Gabriola's population because there are more deaths than births every year. The distribution of the 490 vacant lots is shown on the map. They are relatively evenly distributed around the island. Most of them are on parcels within the "resource" category, and so can only be subdivided into lots larger than 2 hectares. Some of the undeveloped parcels are zoned "small rural residential" and could be divided into lots as small as 0.5 hectares. All subdivision applications must be approved by the Ministry of Transportation and Infrastructure and be consistent with the Gabriola Land Use Bylaw.

Who are we?

We are the Gabriola Housing Working Group, an offshoot of the Gabriola Local Trust Committee's (LTC) Housing Advisory Planning Commission.

What is this about?

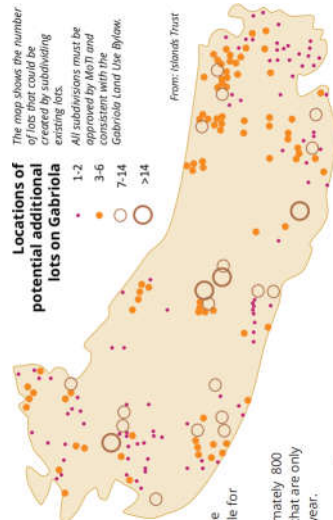
We are doing this work for the LTC so that they know what matters to Gabriolans when it comes to drafting bylaws for affordable housing.

When?

Every 2 weeks from late January to early March. The survey for this last round closes in two weeks, and then we will summarize what we've heard in a report to the LTC.

Why?

Because your voice matters! To shape policy that will affect the community, the land and the ecosystems for generations to come we need everyone's voice to be heard. And there are prizes! Every 2 weeks we'll draw from the correct answers, and the winners will receive great prizes!



In addition to the 490 vacant lots, existing zoning already permits a higher density—for example for secondary suites or cottages—on just over 500 developed lots. Of course we don't know how many of those suites might be built and made available for permanent housing.

There are also approximately 800 dwellings on Gabriola that are only occupied part of each year.

Your voice matters!

We want to know what you think about the potential for population growth in the context of affordable housing on Gabriola. Go to gabriolahousingmatters.ca to learn more about these issues, and to participate in a brief anonymous survey. If you don't want to or can't access the survey on line, the library will happily provide you with a paper copy (or let you do the survey on line there).

Participation Draw

After completing the survey fill out the card below and drop it into the Gabriola Housing Matters box, at the Library or the *Sounder*. This week's prize includes a \$100 gift card to Roberts Restaurant, courtesy of The Mortgage Centre.

3 surveys = 3 chances to win!



Name and phone or email:

What is the average number of births per year on Gabriola over the past 5 years?

A

To fill in the survey, visit gabriolahousingmatters.ca

To fill in the survey, visit gabriolahousingmatters.ca

File No.: Gabriola Cycle Route Plan:
Ferry Terminal to Village
Connectors

DATE OF MEETING: April 15, 2021
TO: Gabriola Island Local Trust Committee
FROM: Sonja Zupanec, Island Planner
Northern Team
SUBJECT: UBCM Active Transportation Grant Project – Ferry Terminal to Village Connectors

RECOMMENDATION

1. That the Gabriola Island Local Trust Committee endorse the Project Charter v.1 for the Gabriola Cycle Route Plan: Ferry Terminal to Village Connectors project.

REPORT SUMMARY

The purpose of this report is to confirm that the Local Trust Committee's (LTC) application to the Union of BC Municipalities (UBCM) Active Transportation Planning Grant has been approved and that the LTC endorse the attached Project Charter in order for the project to commence.

BACKGROUND

A grant application was submitted to the UBCM by the Islands Trust in late 2020 and confirmation was received in January 2021 that the application for a \$10,000 grant was approved (Attachment 1). The Regional District of Nanaimo (RDN) has agreed to contribute \$5,000 and the Gabriola Chamber of Commerce \$2,500 towards this project. The Islands Trust in-kind contribution would be \$3,750 and covers mostly administrative and planning staff time and advertising/communications. The project total budget is \$21,250 as outlined in Attachment 3.

The intent of the grant is to develop a plan to identify non-vehicular connectors to the Descanso Bay ferry terminal, to provide safe options for people walking and using mobility aids and for people riding bikes to move between the ferry terminal and the village core. It will also provide the LTC with a proposed plan to incorporate into the Gabriola Official Community Plan.

Consultant services are anticipated to be retained to liaise with potential partners and decision makers including Snuneymuxw First Nation, the Regional District of Nanaimo (RDN Electoral Area B), the Ministry of Transportation and Infrastructure (MOTI), and BC Ferries. The RDN and MoTI are critical stakeholders in this planning exercise due to the distribution of authority to plan and implement transportation projects on Gabriola Island.

The consultant is expected to undertake the following activities: (1) conduct an active transportation (pedestrian & cycling) assessment of the connection options between the Gabriola Ferry Terminal, the Village Way path, and existing trail connections; (2) develop a consensus among the key plan partners on the challenges and opportunities; (3) develop consensus on the functional objectives and scope of the active transportation connections; (4) consult with community stakeholders to include input on challenges

and opportunities; (5) develop "next steps" that will guide the subsequent design of the pathway connection in a manner that respects and recognizes Snuneymuxw First Nation, and in a manner that meets MOTI construction standards and the guidelines set forth in the BC Active Transportation Design Guide; and (6) prepare a final report to document all the findings and recommendations.



Figure 1. Geographic scope of proposed planning project shown in RED.

Issues and Opportunities

This project is identified as a top priority by the LTC. Planning staff resources needed from the northern office will include the development and execution of the RFP process to hire a consulting firm as well as managing and monitoring the consultant contract and deliverables. Staff are also anticipated to help establish and support an advisory stakeholder group to work with the consultant. RFP development and execution is anticipated to occur during the month of April, 2020 and is anticipated to be concluded in late May. Due to the timing of this anticipated process and the current configuration of committed staffing resources, staff are anticipating that work associated with the Gabriola Housing Options and Impacts Review project will be postponed until the RFP process for this project has concluded and will be set aside during those times when support of stakeholders require planner time. Planning staff will keep the LTC apprised of any relevant updates and deliverables as the project progresses. Full details of the grant intent and objectives are outlined in the grant application (Attachment 1).

Agencies

The Regional District of Nanaimo, Ministry of Transportation and Infrastructure, BC Ferries, Gabriola Chamber of Commerce, Ferry Advisory Committee and residents of Gabriola are identified stakeholders for this planning

project. The LTC may be asked to consider the role of the Advisory Planning Commission is supporting the work of this project at a later date.

First Nations

A portion of the project budget has been allocated for Snuneymuxw First Nation consultation, engagement meetings and honoraria to ensure that the project plan and recommendations respect and recognize the Nations interests.

Rationale for Recommendation

The three funding agencies have confirmed the respective contributions towards this project and the draft Project Charter outlines the staff resources required to initiate next steps in administering the project. In order for this project to be completed before the funding deadline, staff recommend the LTC endorse the project charter as per the staff recommendation on Page 1 of the report.

ALTERNATIVES

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

1. Amend the Project Charter

The LTC may amend any portion of the draft project charter. Recommended wording for the resolution is as follows:

That the Gabriola Island Local Trust Committee amend the draft project charter with the following (insert specifics) and endorse the charter as amended.

2. Receive for information

The LTC may receive the report for information, in which case no work will commence to fulfil the conditions of the grant application at this time.

NEXT STEPS

Should the LTC concur with the staff recommendation, staff will work with the Finance department to initiate a request for proposal process in order to secure a consultant and define the deliverables in the contract based on the approved grant application objectives and deliverables.

Submitted By:	Sonja Zupanec, RPP, MCIP, Island Planner	March 31, 2021
Concurrence:	Heather Kauer, RPP, MCIP, Regional Planning Manager	March 31, 2021

ATTACHMENTS

- 1. Active Transportation Planning 2020 Application
- 2. Grant Approval Letter
- 3. Draft Project Charter

Active Transportation Planning

2020 Application Form

Please complete and return the application form by October 30, 2020. All questions are required to be answered by typing directly in this form. If you have any questions, contact lgps@ubcm.ca or (250) 356-5193.

SECTION 1: Applicant Information	AP- (for administrative use only)
Name of Local Government: Gabriola Island Local Trust Committee / Islands Trust	Complete Mailing Address: Islands Trust Northern Office, 700 N Rd, Gabriola, BC V0R 1X3
Contact Person: Mike Richards	Position: Grants Program Manager
Phone: (250) 247-2063	E-mail: mrichards@islandstrust.bc.ca

*Contact person must be an authorized representative of the applicant (i.e. staff or elected official)

SECTION 2: Eligibility Requirements

1. Please review the requirements below and provide the requested information.

A. Have a population of up to 25,000 (based on 2016 Census data). Note: regional districts can apply for one or more electoral areas with a combined population of up to 25,000 in a single application.

2016 population for local government or electoral area(s): 4033

B. Do not have an active transportation plan or a plan over 5 years old.

Date of current plan: No current Active Transportation plan

C. Are currently or will be undertaking a community land use and/or transportation plan to which an active transportation lens will be included.

What plan(s) is being developed: Gabriola Official Community Plan, Cycle Route Plan: BC Ferries Terminal to Gabriola Village Connectors

D. Have not received a network planning grant from the Ministry of Transportation and Infrastructure's Active Transportation Infrastructure Grant program: Yes, no previous grant.

SECTION 3: Project Information

1. Project Information

Project Title: Cycle Route Plan: BC Ferries Terminal to Gabriola Village Connectors

- A. *Proposed start and end dates.* Start: Dec 2020 End: Aug 2021
- B. *Total proposed project budget:* \$17,500.00
- C. *Total proposed grant request (maximum \$10,000):* \$10,000.00
- D. *Have you applied for, or received, funding for this plan/assessment from any other sources?:*
Gabriola Chamber of Commerce: **\$2,500**; Regional District of Nanaimo (pledged Community Works Funds): **\$5,000**

1. Proposed Activities. *Please describe the specific activities you plan to undertake. Refer to Sections 3 and 4 of the Program & Application Guide and specifically describe how the proposed activities will increase options for active transportation and encourage more people to use active transportation.*

This project is to develop a plan that will enable safe active transportation for people of all ages, abilities between two vital convergence sites on Gabriola Island, home and territory to Snuneymuxw First Nation since time immemorial.

The proposed traffic-separated pedestrian and cycling connection will increase safe active transportation options between the BC Ferries Terminal and the island's soon-to-be completed Village Way path, and the commercial centre of Gabriola island, respecting and recognizing these sites' importance for and with Snuneymuxw First Nation.

Now under construction by the Regional District of Nanaimo, on a leased Ministry of Transportation right of way, the Village Way path is a mobility-friendly corridor that extends through the village/commercial core, connecting the elementary school, seniors residences, and nearby neighbourhoods as well as three well-used parks.

The intent of this plan is to identify new connectors to the ferry, thus providing safe options for people walking and using mobility aids and for people riding bikes to move between the ferry terminal, the village core, and to all points beyond. It will also provide the Gabriola Local Trust Committee a plan to incorporate into its Official Community Plan.

Consultant services will be retained by the project lead and will liaise with potential partners and decision makers including Snuneymuxw First Nation, the Regional District of Nanaimo (Electoral Area B), the Ministry of Transportation and Infrastructure Nanaimo Region, and BC Ferries. The RDN and MoTI are critical stakeholders in this planning exercise due to the distribution of authority to plan and implement transportation projects on Gabriola Island, which is an electoral area of the RDN.

The consultant will undertake these activities: (1) conduct an active transportation (pedestrian & cycling) assessment of the connection options between the Gabriola Ferry Terminal, the Village Way path, and existing trail connections; (2) develop a consensus among the key plan partners on the challenges and opportunities; (3) develop consensus on the functional objectives and scope of the active transportation connections; (4) consult with community stakeholders to include input on challenges and opportunities; (5) develop "next steps" that will guide the subsequent design of the pathway connection in a manner that respects and recognizes Snuneymuxw First Nation, and in a manner that meets MOTI construction standards and the

guidelines set forth in the BC Active Transportation Design Guide; and (6) prepare a final report to document all the findings and recommendations.

1. Program Intent & Objectives. *How will the proposed activities meet the intent of the 2020 Active Transportation Planning program? Refer to Section 6: Review of Applications.*

The intent of this planning project is to find safe and common ground between levels of government and communities to address safety issues that are limiting options for people moving between the ferry terminal, the village, and other points on the island.

The planning project seeks to alleviate an unsafe and stressful experience for residents and visitors who walk, use mobility aids, and ride bicycles. Currently there are no marked crosswalks or adequate signage directing pedestrian traffic in the terminal area, nor are there active transportation lanes or buffers along North Road where people walking and people riding bikes travel to the Village with their backs to oncoming vehicles unloading from the ferry. Visibility at these much-travelled convergence points is particularly difficult at night and in the winter season.

In addition, please describe how the proposed activities will support the following:

- A. *Consider connections to community amenities, affordable housing, senior's housing, schools and other key community institutions:* The proposed traffic-separated pathway would connect the Gabriola Ferry Terminal to the commercial core and village centre of Gabriola where there are two seniors residences, the elementary school, the medical clinic, library, the weekly Farmers' Market, People For a Healthy Community, and the Commons. The latter two locations house the Gabriola Food Bank, and programs to reduce social isolation among seniors and vulnerable islanders.
- B. *Reduce greenhouse gas emissions through active transportation options (in alignment with Community Charter (Part 14, Sec 473 sub 3) GHG emission targets):* The Gabriola ferry (Route 19) operates 15 round trips to Nanaimo daily and generates a significant volume of traffic throughout the year. BC Ferries reports an average of 2266 daily passengers, of whom some 24% are walk-ons. Long vehicle lineups along Taylor Bay Road are a daily occurrence, and vehicle overloads are common. As a result, a growing percentage of islanders and visitors choose to bike or walk to the Gabriola ferry terminal to board the ferry. More people would consider walking or cycling to and from the Gabriola ferry if there were facilities and infrastructure that felt safe from vehicle traffic, thereby reducing transportation-related greenhouse gas emissions that account for roughly 80 per cent of the island's total.
- C. *Consider equity, accessibility and people of all ages and abilities in active transportation planning:* The planning work would incorporate the Ministry of Transportation and Infrastructure BC Active Transportation Design Guide, with an emphasis on rural design standards and accessible options for people using mobility aids. Snuneymuxw First Nation has been invited to take part in the project during meetings between representatives of the Nation and elected Trustees. Consultation will include community organizations representing seniors, youth, and adults.

- 1. Community Consultation & Public Engagement.** *List all confirmed partners (e.g. school districts, First Nations or Indigenous organizations, community organizations, and other local governments) that will directly participate in the proposed planning activities and the specific role they will play.*

The Gabriola Local Trust Committee (LTC) will sponsor the work and administer the grant as a contribution in kind. Due to the division of responsibility for land-use planning, transportation planning, and operations, this project could proceed with a project committee comprised of representatives from the various government authorities involved: Gabriola Local Trust Committee, the Snuneymuxw First Nation, the Regional District of Nanaimo, and regional staff with the Ministry of Transportation and Infrastructure. Among the local community organizations and stakeholders that would be consulted in developing this plan are the Gabriola RCMP detachment, the Gabriola Ferry Advisory Committee, Sustainable Gabriola, Island Futures, Gabriola Elementary School Parent Advisory Committee, and People for a Healthy Community. Their role will be to advise the project consultant on ideas pertaining to the proposed safe pathway between the BC Ferries Gabriola Terminal and the intersection of North & South Road (Village Way Path).

- 1. Evaluation.** *How will the project be evaluated (performance measures and/or benchmarks be used to measure outcomes)? How will this information be used?*

This project's success will be measured by the approvals processes necessary to move from the planning stages to infrastructure design and construction. Future benchmarks will be increased use of the safe connectors, thereby reducing the number of vehicle trips on and off the ferry and the system stress caused by vehicle overloads. Combined with safety enhancements taking place in the City of Nanaimo, this could increase regional options for safe and active transportation.

All of these decision-making processes will be enhanced by community consultation about the use, form and character of these safe connectors and sites, and increased understanding of what it means to respect and recognize this unique place with and for Snuneymuxw First Nation. This planning will be used to help this island community and others identify safe, inclusive, climate-friendly solutions by working together to find common ground.

1. Additional Information. Please share any other information you think may help support your submission.

Map / illustration of the proposed scope of this plan attached.

The Islands Trust Policy Statement (Directive Policies 5.3.7 and 5.3.9) and the Gabriola Official Community Plan support this project as described in the excerpt from the Gabriola OCP below:

Gabriola OCP (BylawNo166):

"Section 7.1-The MOTI-Islands Trust agreement includes provision for the designation of scenic/heritage roads and bicycle routes in the Trust Area. A bicycle route plan allows for the adjustment of shoulder width standards when roads are upgraded by MOTI.

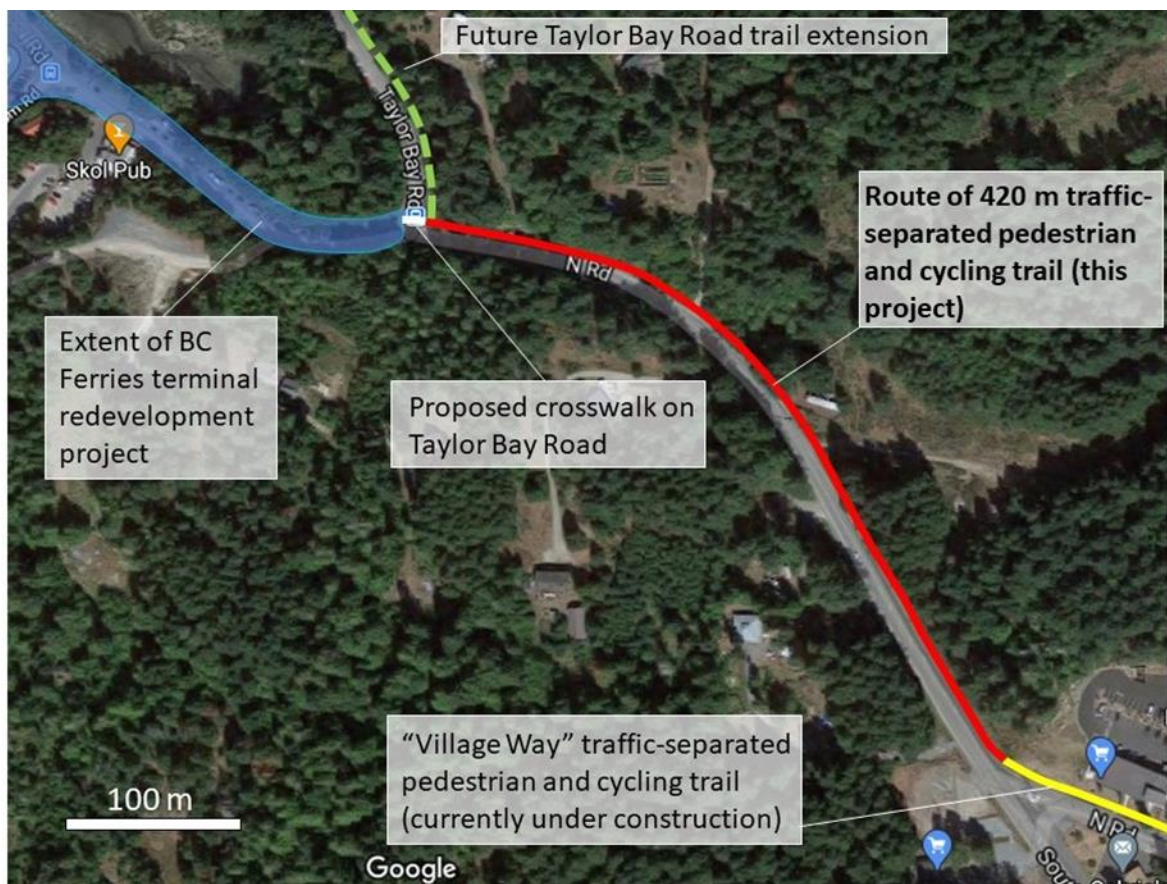
3.To support alternative transportation initiatives that reduce dependency on private automobile use and reduce greenhouse gas emissions, including, but not limited to, public transit, carstops, neighbourhood zero emission vehicles, carshares, bicycle routes, and walking trails that link population to services;

4.To provide a network of bicycle routes and ensure island roads are able to accommodate cycling safely;

5.To encourage the provision of a network of public pathways island-wide and safe pedestrian access along the Island's main roadways."

In addition, Gabriola has an active and involved resident population who have indicated support for this plan and ultimately the infrastructure as demonstrated by discussions by local organizations. Sustainable Gabriola (<http://sustainablegabriola.ca/initiatives/>) has published a presentation of ideas to improve the cycling and pedestrian connection between the Gabriola ferry terminal and the Village Way trail.

There is precedent for developing this proposed pedestrian and cycling plan to connect to the Gabriola Ferry terminal. Working with the Regional District of Nanaimo, the community created a pathway plan known as the Village Way, and received infrastructure funding to construct a one-kilometre path alongside and within the Ministry of Transportation and Infrastructure right of way. The Village Way is being built and maintained by the RDN under licence with the Ministry of Transportation and Infrastructure. This path will run along North Road through the commercial district but does not include the approximately 0.45 km road segment between the ferry terminal and the main intersection of North and South Road, which is the focus of this application.



SECTION 4: Required Attachments

Please submit the following with your application:

Council/Board Council Resolution – Indicating support for the proposed project and a willingness to provide overall grant management:

At its October 22, 2020 meeting, the Gabriola Local Trust Committee unanimously passed this motion: That the Local Trust Committee supports the Ferry to Village Project and UBCM grant for an active transportation plan for all ages and abilities.

At its October 27, 2020 meeting, the Regional District of Nanaimo passed this motion, sponsored by Electoral Area B Director Vanessa Craig: That subject to UBCM approval, \$5,000 in Electoral Area B Community Works Funds be provided to the Gabriola Island Local Trust Committee to initiate planning of an active transportation connector between the Village Way Path and ferry terminal on Gabriola Island if the Gabriola Island Local Trust Committee receives an Active Transportation Planning Grant through the Active Transportation Planning program. (Letter attached.)

A resolution from Trust Council is being requested and is expected to be passed in Early December.

Detailed budget: See Below

Submit the completed application form and all required attachments as an e-mail attachment to lgps@ubcm.ca and note "2020 Active Transportation" in the subject line. Submit your application as either a Word or PDF file(s). If you submit by e-mail, hardcopies and/or additional copies of the application are not required.

SECTION 5: Signature

Applications are required to be signed by an authorized representative of the applicant. Please note all application materials will be shared with the Province of BC.

Name: Mike Richards	Title: Grants Program Manager
Signature: 	Date: November 12, 2020

Project Budget – October 2020

“Gabriola Official Community Plan, Cycle Route Plan: BC Ferries Terminal to Gabriola Village Connectors”

Budgeted Expenditures	UBCM funding request	Regional District of Nanaimo (Community Works Fund) funding (confirmed)	Gabriola Chamber of Commerce funding (confirmed)	Gabriola Island Local Trust Committee (in-kind)	TOTAL
Consultant fees - Active transportation assessment; - Consultation and advising key stakeholders: RDN, MoTI, LTC, ITC. - Designing and coordinating public and First Nations consultation and engagement; - Final Recommendations	\$10,000	\$3,000	\$1,000	-	\$14,000
Administrative costs (printing, advertising, communications, webposting)	-	\$500	\$250	\$1,500 (In-kind)	\$2,250
Gabriola Island consultation and engagement	-	\$500	\$250	\$1,250 (in-kind)	\$2,000
Snuneymuxw First Nation consultation and engagement meetings, events, and Elders honoraria	-	\$500	\$1,000	-	\$1,500
Final Report to UBCM	-	\$500	-	\$1,000 (in-kind)	\$1,500
Total:	\$10,000	\$5,000	\$2,500	\$3,750 (in kind)	= \$21,250

January 4, 2021

Russ Hotsenpiller, CAO
Islands Trust
200 - 1627 Fort Street
Victoria, BC, V8R 1H8

RE: 2020 Active Transportation Planning program – Approval Agreement & Terms of Conditions of Funding – IN CONFIDENCE

Dear Mr. Hotsenpiller,

Thank you for submitting an application under the 2020 Active Transportation Planning program.

I am pleased to inform you that the Evaluation Committee has approved funding for your project, *Ferry to Village Project Scoping: Safe Connectors for People of all Ages & Abilities*, in the amount of \$10,000.00.

As outlined in the Program & Application Guide, grant payments will be issued when the approved project is complete and UBCM has received and approved the required final report and financial summary.

The Ministry of Transportation and Infrastructure has provided funding for this program and the general Terms & Conditions are attached. In addition, in order to satisfy the terms of the contribution agreement, we have the following requirements:

- (1) This approval agreement is required to be signed by the CAO or designate and returned to UBCM;
- (2) To provide the Province of BC with the opportunity to make announcements of funding approvals under this program, please keep information regarding this funding approval in confidence until January 22, 2021.
- (3) The funding is to be used solely for the purpose of the above named project and for the expenses itemized in the budget that was approved as part of your application;
- (4) All expenditures must meet eligibility requirements as defined in the Program & Application Guide;
- (5) All project activities must be completed within 12 months and no later than January 7, 2022;

The Active Transportation Planning program is funded by the Province of BC

- (6) The Final Report Form is required to be submitted to UBCM within 30 days of project end date and no later than February 4, 2022;
- (7) Any unused funds must be returned to UBCM within 30 days following the project end date.

Please note that descriptive information regarding successful applicants will be posted on the UBCM and/or provincial government websites, and all final report materials will be made available to the provincial government.

On behalf of the Evaluation Committee, I would like to congratulate you for responding to this opportunity to advance active transportation in your community.

If you have any questions, please contact Local Government Program Services at 250 356-5193 or lgps@ubcm.ca.

Sincerely,

Danyta Welch

Manager, Local Government Program Services

cc: Mike Richards, Grant Programs Manager, Islands Trust

I, Russ Hotsenpiller, have read and agree to the general Terms & Conditions and the requirements for funding under the 2020 Active Transportation Planning program.

Signature

January 4, 2021

Date

Please return a scanned copy of the signed Approval Agreement to lgps@ubcm.ca.

Cycle Route Plan: Ferry Terminal to Gabriola Village Connectors - Charter v1

Gabriola Island Local Trust Committee

Date: April 15, 2021

Purpose: *Develop a plan to enable a traffic-separated pedestrian and cycling connection between the Descanso Bay ferry terminal and the Village Way path.*

Background: *The LTC prioritized 'Active Transportation Planning' as a top priority project in 2020 and has been approved for grant funding from UBCM, RDN and the Gabriola Chamber of Commerce to manage this planning project.*

Objectives

- Conduct an active transportation assessment of the connection options between ferry and village;
- Consult with community groups;
- Seek consensus among key partners;
- Develop recommendations on next steps to guide design of connection.

In Scope

- Prepare a Request for Proposal for the consultant contract and detail contract deliverables;
- Establish an advisory group of key stakeholders to assist the consultant;
- Provide relevant updates to funding agencies, LTC and community groups through project webpage;
- Administer project funds as per approved grant application;
- Assist consultant in coordinating a community engagement activity;
- Review consultant draft report of recommendations to the LTC;
- Prepare final report to funding agency by December 31, 2021.

Out of Scope

- Technical design or engineering investigation of suitable connection.

Workplan Overview

Deliverable/Milestone	Date
LTC considers resolution to endorse the project charter and allocate staff resources to the top priority project.	April 15, 2021
Staff prepare Request for Proposal (RFP) and terms of contract finalized	May 31, 2021
Consultant designs and coordinates engagement, research and final recommendations	June – Nov 2021
Staff to prepare final report to UBCM	January 2022

Project Team

Sonja Zupanec	Project Manager
Mike Richards	Grants Manager
Consultant	Project Lead
Community Representatives	Advisory Group
RPM Approval: Heather Kauer Date: Mar. 31, 2021	LTC Endorsement: Resolution #: Date:

Budget

Budget Sources:		
Fiscal	Item	Cost
2021	Consultant Fees	\$14,000
	Administration	\$2,250
	Gabriola Island Consultation	\$2,000
	Snuneymuxw Consultation	\$1,500
	Final Report to UBCM	\$1,500
	TOTAL UBCM (\$10,000); RDN (\$5,000); Gabriola Chamber (\$2,500); Islands Trust in-kind (\$3,750)	\$21,250



Applications

Development Permit

File Number	Applicant Name	Date Received	Purpose
GB-DP-2017.2	Fenton, Rob	03-Aug-2017	PID: 009-796-045 To bring property into bylaw compliance Civic: Acorn Island

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

Awaiting LTO registration of HCA notice.

Status Date: 28-Jan-2021

No change in status.

Status Date: 16-Nov-2020

No change in status.

File Number	Applicant Name	Date Received	Purpose
GB-DP-2020.2	Silva Bay Resort & Marina - 1167433 BC Ltd. (Hemmer Envirochem Inc.)	01-Sep-2020	PIDs: 003-081-621 and 030-792-606 Application for proposed works at the marina. Civic address: 3383 South Road, Gabriola Island, BC.

Planner: Ian Cox

Planning Status

Status Date: 26-Mar-2021

Meeting held with applicant's consultant, SFN and staff. Awaiting SFN comments.

Status Date: 12-Mar-2021

SFN, applicant and IT staff in contact and will coordinate meeting.

Status Date: 26-Feb-2021

SFN and Arch Branch referral needed on SIPA recommendation prior to LTC consideration.



Applications

Development Variance Permit

File Number	Applicant Name	Date Received	Purpose
GB-DVP-2016.3	Van Herwaarden, Lynn	24-Aug-2016	PID: 003-422-852 539 Wildwood Crescent, Gabriola Island. DVP to bring property into compliance.

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

No change in status.

Status Date: 28-Jan-2021

No change in status.

Status Date: 16-Nov-2020

Staff awaiting response from FLNRORD/MOE regarding possible need for WSA Section 11. This would affect the DVP process.

File Number	Applicant Name	Date Received	Purpose
GB-DVP-2017.1	Fenton, Rob	03-Aug-2017	PID: 009-796-045 To bring property into bylaw compliance. Civic address: Acorn Island

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

Awaiting LTO registration of HCA notice.

Status Date: 28-Jan-2021

No change in status.

Status Date: 16-Nov-2020

No change in status.



Applications

Development Variance Permit

File Number	Applicant Name	Date Received	Purpose
GB-DVP-2020.4	Hoy, Dennis	17-Nov-2020	PID: 000-937-282 DVP required for studio. Civic address: 3395 South Road, Gabriola Island, BC.

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

Scheduling site visit. Possibly May agenda.

Status Date: 26-Feb-2021

Target April LTC meeting agenda.

Status Date: 08-Feb-2021

Planner IC reviewing information and next steps.

File Number	Applicant Name	Date Received	Purpose
GB-DVP-2021.1	Hale, Michael & Trudy	11-Feb-2021	PID: 004-673-794 Building SFD. Civic address: 1390 South Road, Gabriola Island, BC.

Planner: Jaime Dubyna

Planning Status

Status Date: 02-Mar-2021

Planner reviewing file.

Status Date: 18-Feb-2021

File opened and assigned.

**Applications****Rezoning**

File Number	Applicant Name	Date Received	Purpose
GB-RZ-2019.1	BC Transportation Financing Authority/BC Ferry Services Inc.	05-Apr-2019	PIDs: 025-798-090 and 025-798-103 Rezoning for improved ferry terminal - future marine and upland improvements. Civic address: Descanso Bay, Gabriola

Planner: Sonja Zupanec**Planning Status****Status Date:** 25-Jun-2020

CIM cancelled and further consideration of application on hold. LTC to meet with Snuneymuxw First Nation to discuss concerns.

Status Date: 14-May-2020

Verbal update to LTC. Staff to schedule CIM.

Status Date: 16-Apr-2020

Staff memo to LTC.

File Number	Applicant Name	Date Received	Purpose
GB-RZ-2020.1	Gabriola Housing Society (Nancy Hetherington Peirce)	15-Jan-2020	PIDs: 028-580-095 and 028-580-109 Affordable housing project. Civic address: Lots 1 & 2 Paisley Place, Gabriola Island, BC.

Planner: Jaime Dubyna**Planning Status****Status Date:** 13-Jan-2021

Bylaws 306 (OCP) and 307 (LUB) approved by Executive Committee.

Status Date: 07-Jan-2021

Public Hearing conducted online via Zoom.

Status Date: 07-Jan-2021

Special meeting conducted online via Zoom following Public Hearing. Amendments made to Bylaws 306 (OCP) and 307 (LUB). Given 3rd reading, as amended. Direction from LTC to forward Bylaws 306 and 307 to Executive Committee for approval, and Minister of Municipal Affairs and Housing for approval.



Applications

Rezoning

File Number	Applicant Name	Date Received	Purpose
GB-RZ-2021.1	Pages Resort & Marina Planner: Teresa Mahikwa	19-Feb-2021	PID: 000-462-357 Rezoning property. Civic address: 3350 Coast Road, Gabriola Island, BC.
Planning Status			
Status Date: 24-Feb-2021 File opened & assigned.			

Subdivision

File Number	Applicant Name	Date Received	Purpose
GB-SUB-2017.2	Williamson & Associates Planner: Marnie Eggen	19-Jan-2017	PIDs: 009-739-602 and 000-105-287. Lot line adjustment. Civic 831 Chelwood Road, Gabriola Island, BC
Planning Status			
Status Date: 20-Oct-2020 Applicant signs cost recovery agreement. Legal counsel, planner and applicant reviewing covenant.			
Status Date: 10-Sep-2020 LTC approves cost recovery agreement for legal review of covenant.			
Status Date: 19-Dec-2019 MOTI PLA extension request. No further comments from planning staff.			



Applications

Subdivision

File Number	Applicant Name	Date Received	Purpose
GB-SUB-2020.2	Centre Stage Holdings Ltd. c/o J.E. Anderson Planner: Sonja Zupanec	31-Jul-2020	PID: 027-086-500 3 lot subdivision. Civic address: Lot 20 Section 8
Planning Status			
Status Date: 06-Oct-2020 Referral response completed and sent to MOTI and copied to applicant and LTC			
Status Date: 31-Jul-2020 File opened and assigned			
File Number	Applicant Name	Date Received	Purpose
GB-SUB-2020.3	Centre Stage Holdings Ltd. c/o J.E. Anderson Planner: Sonja Zupanec	31-Jul-2020	PID: 003-134-806 17 lot subdivision Civic address: North East 1/4 of Section 3
Planning Status			
Status Date: 31-Jul-2020 File opened and assigned			
File Number	Applicant Name	Date Received	Purpose
GB-SUB-2021.1	Brian Senini - Heath Law Planner: Jaime Dubyna	04-Feb-2021	PIDS: 009-796-193 and 024-659-568. Creating three lots out of two. Civic addresses: 1400 South Road and 1495 Coats Drive, Gabriola Island, BC.
Planning Status			
Status Date: 04-Mar-2021 Planner reviewing file.			
Status Date: 11-Feb-2021 File opened & assigned.			



Applications

Temporary and Industrial Use Permit

File Number	Applicant Name	Date Received	Purpose
GB-TUP-2020.1	West, Paul & Karen	13-Nov-2020	PID: 003-666-131 STVR Civic address: 2900 Rowan Way, Gabriola Island, BC.

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

No change. Awaiting info.

Status Date: 26-Feb-2021

Awaiting further information from applicant. Target April LTC agenda.

Status Date: 08-Feb-2021

March 4th LTC meeting agenda target.

File Number	Applicant Name	Date Received	Purpose
GB-TUP-2020.2	MacKay, Ike	25-Nov-2020	PID: 000-334-715 TUP for STVR. Civic address: 1016 Berry Point Road, Gabriola Island, BC.

Planner: Ian Cox

Planning Status

Status Date: 30-Mar-2021

No change. Awaiting info.

Status Date: 26-Feb-2021

No change in status.

Status Date: 28-Jan-2021

No change in status.



Applications

Temporary and Industrial Use Permit

File Number	Applicant Name	Date Received	Purpose
GB-TUP-2020.3	Nassichuk & Griesdale, Erika & Robert	22-Dec-2020	PID: 004-320-841 STVR. Civic address: 1510 Barrett Road, Gabriola Island, BC.

Planner: Ian Cox

Planning Status

Status Date: 12-Mar-2021

April LTC agenda item.

Status Date: 09-Mar-2021

Staff to work with applicant to provide more information for next LTC meeting (see March 4th LTC resolution).

Status Date: 26-Feb-2021

March 4th LTC meeting agenda item.

Islands Trust
LTC EXP SUMMARY REPORT F2021
Invoices posted to Month ending February 2021

620 Gabriola	Invoices posted to Month ending February 2021	<u>Budget</u>	<u>Spent</u>	<u>Balance</u>
65000-620	LTC "Trustee Expenses"	1,031.00	0.00	1,031.00
LTC Local				
65200-620	LTC - Local Exp - LTC Meeting Expenses	3,003.00	4,243.50	-1,240.50
65210-620	LTC - Local Exp - APC Meeting Expenses	172.00	108.65	63.35
65220-620	LTC - Local Exp - Communications	1,000.00	684.00	316.00
65230-620	LTC - Local Exp - Special Projects	588.00	0.00	588.00
TOTAL LTC Local Expense		<u>4,763.00</u>	<u>5,036.15</u>	<u>-273.15</u>
Projects				
73001-620-4097	Gabriola Housing Options & Impacts	4,000.00	4,027.44	-27.44
73001-620-4104	Gabriola Cannabis Regulations	1,500.00	318.65	1,181.35
TOTAL Project Expenses		<u>5,500.00</u>	<u>4,346.09</u>	<u>1,153.91</u>

Gabriola Island Local Trust Committee Policies & Standing Resolutions

No	Meeting Date	Resolution No.	Issue	Policy and Description
1.	June 14, 2018	GB-2018-040	Processing non-medical cannabis retail license applications	It was MOVED and SECONDED that the Gabriola Island Local Trust Committee adopt the following standing resolution with respect to the processing of non-medical cannabis retail license applications: - Proposed or amended licenses for non-medical cannabis retail establishments require an application to the Local Trust Committee; - The application process shall comprise a public consultation component, which includes at least one notification to neighbours, one public meeting, posting of public notices and one advertisement in a local periodical; - The public consultation process shall be determined by the Local Trust Committee after initial review of the proposal; and - However, as a minimum, the Local Trust Committee will mail or otherwise deliver a notice to all owners and residents of properties within a 500 metre radius of the subject property where the establishment is proposed at least 10 days before adoption of a resolution providing comment on the application. The required notice shall include the following information: - Name of the applicant and a description of the proposal in general terms; - The location of the proposed establishment and the subject site; - The place where, and date and time when, both a public meeting will be held and a resolution of the local trust committee considered; - The name and contact information of the Islands Trust planning staff member who can provide copies of the proposed or amended license application; and - How public comments may be submitted to the Local Trust Committee.
2.	November 22, 2018	GB-2018-122	Applications for Federal Cannabis License	It was MOVED and SECONDED that the Gabriola Island Local Trust Committee requests that Notices of Intention to Apply for a Federal Cannabis License be forwarded to the Local Trust Committee upon receipt by the Islands Trust.
3.	February 28, 2019	GB-2019-031	First Nations - Community Reconciliation	It was MOVED and SECONDED that the Gabriola Island Local Trust Committee adopt the following standing resolution: Whereas the Local Trust Committee seeks to engage in Reconciliation with local

				First Nations, governments and the island community by honouring the Truth and Reconciliation Commission Calls to Action, United Nations Declaration on the Rights of Indigenous Peoples, Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples, and Islands Trust First Nations Engagement Principles, the Local Trust Committee endeavours to: a) Annually, write a letter to First Nations, (re)introducing Trustees and Staff and provide a schedule of known Local Trust Committee meetings for the upcoming year, as well as provide an update of current projects and advocacy activities; b) For various Local Trust Committee meetings, invite elders from local First Nations to attend and provide a traditional welcome to the territory; c) Work with First Nation governments on cooperative initiatives, including and not limited to, language, place names, territorial acknowledgements, and community education on Coast Salish and local First Nations' cultural heritage and history; d) Work with First Nation governments on engagement principles for inclusive land use, marine use and climate change planning; advocacy, protection and stewardship; and knowledge and information sharing protocols; and e) Establish and maintain government to government dialogue with First Nations, now and into the future, based on respect and recognition of Aboriginal rights and title, treaty rights, and First Nations' traditional territories within the Islands Trust Area.
4.	April 11, 2019	GB-2019-038	Limited Public Markets Enforcement	It was MOVED and SECONDED that the Gabriola Island Local Trust Committee adopt the following standing resolution with respect to limited public markets: a) Islands Trust Bylaw Enforcement Staff are directed to not enforce Section B.6.2 of Gabriola Island Land Use Bylaw No. 177, 1999 when limited public markets are operated indoors, but rather to inform the operators of the applicable land use regulations; b) This enforcement policy does not permit violation of the Land Use Bylaw and the Gabriola Island Local Trust Committee may at any time, by resolution, modify or rescind this policy or give direction to expand enforcement activities.
5.	April 11, 2019	GB-2019-040	S219 Covenant	It was MOVED and SECONDED

			Signatories	that the Gabriola Island Local Trust Committee adopt the following standing resolution: that the Gabriola Island Local Trust Committee is authorized to enter into section 219 covenants, in the form of the 'Model Covenant for Secondary Suites' attached and in satisfaction of subsection B.6.6.8 of the Gabriola Island Land Use Bylaw No. 177, provided that such covenants must be executed on behalf of the Local Trust Committee by two members of the Local Trust Committee.
6.	July 30, 2020	GB-2020-053	Proactive unlawful STVR enforcement	It was MOVED and SECONDED that the Gabriola Island Local Trust Committee adopt as a standing resolution to authorize proactive enforcement of unlawful Short Term Vacation Rentals.

Top Priorities Report

Gabriola Island

1. *Housing Options and Impacts Review Project*

Responsible

Dates

Develop an Engagement and Communication Strategy;
 Strengthen relationships with Snuneymuxw First Nation and incorporate First Nation perspectives into policy/regulatory options;
 Explore opportunities to foster affordable, rental, special needs and seniors housing and associated services;
 Develop a strategy to address all housing continuum gaps;
 Ensure policy/regulatory changes are consistent with the Object of the Islands Trust, the ITPS, with focus on water protection/conservation and ecological footprints.

Sonja Zupanec

Rec'd: 22-Nov-2018

2. *Develop Cannabis Production Regulations*

Responsible

Dates

Rec'd: 21-Jan-2021

3. *UBCM Active Transportation Grant Application*

Responsible

Dates

Grant application completed and submitted (October 29, 2020). Next steps pending confirmation of grant.

Mike Richards
 Sonja Zupanec



Projects Report

Gabriola Island

1. *DeCourcy Island OCP and Bylaw Review*

Responsible

Date Received

Review DeCourcy Island Official Community Plan and Regulatory bylaws; establish an Advisory Planning Commission. Topics include: park areas without park zoning, DAI Bylaw, subdivision polices and regulations (added March 2017).

21-Apr-2011

2. *Hazardous areas/Steep Slopes DPA*

Responsible

Date Received

Consider hazardous areas and steep slopes development permit area designation; consider how to address areas of potentially problematic soils, shoreline erosion, and localized areas of steep terrain

21-Feb-2013

3. *Coastal areas protection*

Responsible

Date Received

Review OCP and LUB to improve protection of coastal areas; development of a comprehensive DPA for shorelines in the Gabriola Island Local Trust Area

19-Jan-2012

4. *First Nations cultural references*

Responsible

Date Received

Consider First Nations cultural references in land use planning; Work with Snuneymuxw First Nation (SFN) to seek funding for archaeological mapping.

Lisa Wilcox

27-Jan-2011

5. *Eelgrass protection*

Responsible

Date Received

Consider implementing Eelgrass protection regulations (see February 19, 2014 memorandum).

14-May-2014



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6. *Snuneymuxw Protocol Agreement*

Responsible

Date Received

Implementation of Snuneymuxw First Nation Protocol Agreement

22-Jan-2015

7. *Gabriola Village Plan*

Responsible

Date Received

Undertake a comprehensive review of policies and regulations with respect to the Gabriola Village Core

02-Apr-2015

8. *Snuneymuxw Relationship Building*

Responsible

Date Received

Strengthen relationship with Snuneymuxw First Nation

02-Apr-2015

9. *Green Energy*

Responsible

Date Received

Consider policy and regulatory mechanisms to encourage green and renewable energy

02-Apr-2015

10. *Commercial Vacation Rental Review*

Responsible

Date Received

Review bylaws with respect to temporary use permits for commercial vacation rentals

07-May-2015

11. *LUB Amendments*

Responsible

Date Received

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- Review of temporary sawmill regulations
- Definition of personal use of animals for SRR zoned lots
- Review of how cisterns, solar panels and parking are regulated as structures subject to lot coverage calculations
- Review of section B.2.1.1 for variances within DP3
- Review minimum average parcel size calculations in LUB and OCP to ensure consistent and supportive of more than 5% dedication of parkland
- IN1 zoning to ensure consistent with existing Arts Council use.
- definition and regulations for limited public market, and INI zone uses pertaining to market sales
- correction to WC3 mapped location to coincide with Green Wharf

08-Sep-2016

12. *Water Resource Planning*

Responsible

Date Received

Review of water requirements at the time of subdivision

14-Jun-2018

13. *Water Taxi Feasibility*

Responsible

Date Received

Follow up items emerging out of water taxi feasibility (completed fall 2018)

22-Nov-2018

14. *Protection of the Coastal Douglas-fir and Associated Ecosystems: An Islands Trust Tool Kit (2018)*

Responsible

Date Received

Implementation of the report recommendations into OCP policy and LUB regulations.

24-Jan-2019

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15. <i>GB LUB Accessory Buildings</i>	Responsible	Date Received
Review of regulations pertaining to the order of construction of accessory buildings on lots.		12-Sep-2019
16. <i>Review of model antenna strategy</i>	Responsible	Date Received
		27-Feb-2020
17. <i>Develop a new Ecological Protection Zone</i>	Responsible	Date Received
Research and develop a new ecological protection zone as part of the Parks (P) OCP designation. Update zoning of Coats Marsh and Burren's Acres Nature Reserve properties.		21-Jan-2021