

Local Planning Committee Agenda

Date: Wednesday, February 6, 2019
 Time: 10:00 am - 2:00 pm
 Location: Oak Bay Recreation Centre, Sports View Lounge
 1975 Bee St, Victoria, BC V8R 5E6

	Pages
1. CALL TO ORDER	10:00 AM - 10:00 AM
2. ELECTION OF CHAIR AND VICE-CHAIR	
3. APPROVAL OF AGENDA	
4. ADOPTION OF MINUTES/COORDINATION	
4.1 Minutes of Meetings	3 - 6
LPC meeting of October 11, 2018	
4.2 Resolutions Without Meeting	7 - 7
RWM-2018.04 Adoption of Minutes of LPC meeting of October 11, 2018	
4.3 Follow-up Action List	8 - 8
5. ORIENTATION	
5.1 Council Committees Policy	9 - 14
5.2 LPC Terms of Reference	15 - 16
5.3 Resources	
verbal update	
5.4 Advice to Incoming LPC	17 - 18
6. NEW BUSINESS	
6.1 Local Trust Committee Fees Review	19 - 27

6.2 2019 Meeting Schedule

Dates to be confirmed; locations to be decided:

1. Thursday, May 23
2. Thursday, August 22
3. Thursday, October 10

7. WORK PROGRAM

7.1 Affordable Housing

7.1.1 Updated Affordable Housing Reports for Trust Council - RFD 28 - 92

7.2 **Top Priority List** 93 - 94

8. NEXT MEETING

Tuesday, May 23, 10:00 - 2:00 pm

Location to be determined.

9. **ADJOURNMENT** 2:00 PM - 2:00 PM



Local Planning Committee

Minutes of Regular Meeting

Date: October 11, 2018
Location: Islands Trust Victoria Boardroom
200-1627 Fort Street, Victoria, BC

Members Present: Melanie Mamoser, Chair
Alex Allen, Vice Chair – by teleconference
Laura Busheikin, Executive Committee Representative – by teleconference
Timothy Peterson, Local Trustee – by teleconference
Sandy Pottle, Local Trustee – by teleconference
Peter Luckham, Ex Officio Member

Members Absent: Paul Brent, Local Trustee
Tony Law, Local Trustee
Lee Middleton, Local Trustee

Staff Present: David Marlor, Director, Local Planning Services
Clare Frater, Director, Trust Area Services
Justine Starke, Island Planner
Kate Emmings, Acting Manager, Islands Trust Conservancy
Robert Barlow, Recorder

1. CALL TO ORDER

The meeting was called to order at 10:02 a.m.

2. APPROVAL OF AGENDA

By general consent the Committee approved the agenda as submitted.

3. ADOPTION OF MINUTES/COORDINATION

3.1 Minutes of Meetings

3.1.1 Minutes of August 23, 2018

By general consent the Local Planning Committee Minutes of August 23, 2018, were adopted.

3.2 Resolutions Without Meeting

None

ADOPTED

3.3 Follow-up Action List

Presented for information.

4. WORK PROGRAM ITEMS

4.1 Protect Coastal Douglas-fir and Associated Ecosystems – Toolkit and RFD

Committee members made a number of suggestions for minor amendments to the Toolkit.

LPC-2018-015

It was MOVED and SECONDED,

that Local Planning Committee accepts the final Coastal Douglas-fir Toolkit and directs staff to bring the report to Trust Council for consideration of implementation by the 2019-2023 Islands Trust Council.

CARRIED

LPC-2018-016

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- a) distribute the Coastal Douglas-fir Toolkit to local trust committees with a recommendation to add it as a top priority long-range planning project;
- b) prioritize protection of the Coastal Douglas-fir and Associated Ecosystems and implementation of the Islands Trust Conservancy Regional Conservation Plan in the Islands Trust Council strategic plan for 2019-2023.

CARRIED

LPC-2018-017

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- c) direct Local Planning Committee to commission mapping of contiguous tracks of the Coastal Douglas-fir zone and associated ecosystems across the Islands Trust Area.

CARRIED

LPC-2018-018

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- d) request staff to create a strong communications program that will support Islands Trust Conservancy conservation initiatives for Coastal Douglas-fir protection as well as support the land use planning process, with a special focus on communicating the role of Development Permit Areas as a tool for Coastal Douglas-fir protection that permits development.

ADOPTED

CARRIED

LPC-2018-019

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- e) request staff to bring recommendations as to how the Natural Areas Property Tax Exemption Program (NAPTEP) can be strengthened to prioritise contiguous tracks of the Coastal Douglas-fir zone and options for increasing communications about NAPTEP.

CARRIED

LPC-2018-020

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- f) request Trust Area Services staff to continue participating in the Coastal Douglas-fir Conservation Partnership.

CARRIED

LPC-2018-021

It was MOVED and SECONDED,

that Local Planning Committee requests the Islands Trust Council elected for the 2019-2023 term implement the Coastal Douglas-fir Toolkit by undertaking the following:

- g) advocate to the Province for additional land use orders protecting Coastal Douglas-fir in the Islands Trust Areas.

CARRIED

LPC-2018-022

It was MOVED and SECONDED,

that Local Planning Committee requests staff undertake mapping of the Coastal Douglas-fir zone and associated ecosystems within the existing budget this term.

CARRIED

5. BUSINESS

5.1 Advice to the new Local Planning Committee – Briefing

LPC-2018-023

It was MOVED and SECONDED,

that Local Planning Committee forward the briefing “Advice to Incoming Local Planning Committee” to the incoming Local Planning Committee.

CARRIED

ADOPTED

6. **NEW BUSINESS**

None

7. **LOCAL PLANNING COMMITTEE - WORK PROGRAM**

Presented for information.

8. **NEXT MEETING**

To be determined.

9. **ADJOURNMENT**

By general consent the meeting was adjourned at 11:25 a.m.

Melanie Mamoser, Chair

Certified Correct:

Robert Barlow, Recorder

LOCAL PLANNING COMMITTEE
RESOLUTION WITHOUT MEETING

RESOLUTION WITHOUT MEETING NO. RWM-2018-04

The following matter is considered urgent and necessary in order to adopt the minutes of the Local Planning Committee meeting of October 11, 2018, prior to the end of the current term of office on November 6, 2018.

It was Moved by Trustee Brent and Seconded by Trustee Peterson:

“That Local Planning Committee adopts the Local Planning Committee Minutes of October 11, 2018 as presented.”

<u>TRUSTEES CONTACTED</u>	<u>DATE VOTE RECEIVED</u>	<u>VOTE</u>
Alex Allen	October 30, 2018	In Favour
Paul Brent	October 30, 2018	In Favour
Melanie Mamoser	October 30, 2018	In Favour
Timothy Peterson	October 30, 2018	In Favour
Sandy Pottle	October 30, 2018	In Favour
Laura Busheikin	October 31, 2018	In Favour

TRUSTEES NOT CONTACTED
Lee Middleton

FINAL VOTE COUNT	6	<u>IN FAVOUR</u>
	0	<u>OPPOSED</u>

THE CHAIR DECLARED THE ABOVE RESOLUTION CARRIED PURSUANT TO SECTION 13 OF THE *ISLANDS TRUST ACT* ON October 31, 2018.

CHAIR'S SIGNATURE

RECORDER'S SIGNATURE

Follow Up Action Report

Local Planning Committee

23-Aug-2018

No	Activity	Responsibility	Target Date	Status
1	Briefing in regards to Advice to New Local Planning Committee	David Marlor	11-Oct-2018	Done

2.3.i. Policy

COUNCIL COMMITTEE SYSTEM

Trust Council: March 6, 1998

Amended: September 11, 2008

A: PURPOSE:

1. A Council Committee System is adopted by Trust Council comprised of three Council Committees and the Executive Committee (see Attachment 1.):
 - 1.1. Local Planning
 - 1.2. Financial Planning
 - 1.3. Trust Programs

B: REFERENCES:

1. Policy Manual:
 - 1.1. Local Planning Committee: Terms of Reference (2.3.ii.)
 - 1.2. Financial Planning Committee: Terms of Reference (2.3.iii.)
 - 1.3. Trust Programs Committee: Terms of Reference (2.3.iv.)
2. Current Council Committee Members List

C: BACKGROUND:

This Policy outlines general Terms of Reference (Section D:1-9.) applicable to all Committees, the general role of all Committees (Section D:10.) and an overview of Committee-Specific functions which are detailed further in each Council Committee's specific terms of reference.

D: POLICY:

1. Membership

- 1.1. **Committee membership** includes trustees (including members of a local trust committee who are not members of Trust Council) who have been appointed by the Council Chair. One Executive Committee member will be assigned by the Council Chair to each committee. The Financial Planning Committee is comprised of all members of the Executive Committee, the Chair (or designate) of other Council Committees, a member

chosen by the **Trust Fund Board** and three (3) other locally-elected or municipal trustees.

- 1.2. By the second Trust Council meeting following the triennial trustee elections or as required, the Chair of Trust Council will recommend Council Committee member appointments for ratification by Trust Council, based on an indication of interest by trustees and on Trust Area wide considerations.

- 1.3. The Trust Council Chair is an ex-officio member of the TPC and LPC.

2. Committee Chair

- 2.1. Committee members shall elect the Committee Chair and Vice-Chair as required.
- 2.2. The Council Chair may appoint an interim Council Committee Chair when required.
- 2.3. The Committee Chair will normally chair the Committee meeting. However, the Chair may designate the Vice-Chair to act as Chair. In the absence of the Chair and Vice-Chair the Committee shall choose a Committee member to act as Chair of the meeting.

3. Available Resources

- 3.1. Each Committee, with the assistance of its management support, is responsible to conduct its activities within its assigned budget accounts.
- 3.2. A Committee resolution is required to expend monies from the Committee's assigned Committee projects account.

4. Staff Support

- 4.1. Staff's primary function to a Committee is to act as in a support/advisory role and as such a Committee may make requests of staff.
- 4.2. It is the Chief Administrative Officer's role to manage and direct staff support to the Committees and concerns in this regard should be communicated by the Committee Chair to the Chief Administrative Officer. Unresolved matters by the aforementioned means shall be dealt with by the Executive Committee.

5. Meetings

- 5.1. The number of Committee meetings per year is four and any further meetings must be planned within the approved Committee's meeting expense account.
- 5.2. Changes to Master Meeting Schedule of regularly scheduled Committee meetings must be requested through the Executive Coordinator.
- 5.3. Committee meetings during the Trust Council quarterly meetings are to be avoided.

6. Agenda/Minutes Preparation

- 6.1. Committee meetings agendas will be prepared by the designated staff in consultation with the Chair.
- 6.2. The agenda will be distributed to Committee members, the Trust Council Chair and the Chief Administrative Officer at least 10 days before the meeting.
- 6.3. The **agenda** shall be determined as follows:
 - i. Additional items may be placed on the agenda by agreement of a majority of the Committee members present at the meeting.
 - ii. The agenda shall be approved as the first item of business.
 - iii. The agenda should include:
 - 1) Approval of previous meeting minutes.
 - 2) Follow Up Action List.
 - 3) Council referral items.
- 6.4. **Minutes** should be kept on a standard format and include: those present and absent, numerically sequenced resolutions, status of resolution, disposition of agenda items and specific matters requested by a member attending. It is not intended that minutes are to be a recording of everything that is said at a meeting but rather a listing of key points relative to agenda items and resolutions.
- 6.5. Each Committee is required to maintain a **Follow Up Action List** using the Trust's standardized format.
- 6.6. The Follow Up Action List is to be distributed to all Committee members, the designated staff member, the Council Chair and the Chief Administrative Officer within 7 days of the Committee meeting.
- 6.7. Minutes are approved at the next meeting and approved minutes signed by the Recorder shall be distributed to all Committee members, Chief Administrative Officer and Executive Committee within 3 days of the Committee's approval of the minutes.

7. Council/Committee Relationship

- 7.1. Each Committee shall maintain a **work program** - which must include:
- i. items referred to the Committee from Council (dated).
 - ii. new initiatives, ideas and issues identified by the Committee.
 - iii. the top three (3) Priorities/Strategies that it is working on, as approved by Trust Council, which must include any of Trust Council's priorities that it has been assigned.
- 7.2. Each Committee shall review and prioritize items within its work program, each Trust Council item referred to it, and shall report to Trust Council at the next quarterly Trust Council meeting on such items.
- 7.3. Committees are required to submit a **Highlights Report** to the Executive Secretary, to be presented by the Committee Chair (or designated Committee member), in time for the Trust Council agenda package preparation deadline.
- 7.4. All Committee proposals and/or recommendations shall be referred to the Executive Committee to be placed on the Trust Council agenda. These must be submitted for the Executive Committee's last meeting prior to when the Trust Council agenda package is distributed to Trustees.
- 7.5. The Chair (or designate) may request an opportunity to directly present Committee matters to the Executive Committee.
- 7.6. It is the role of the Executive Committee member to ensure inter-committee liaison on relevant information, referrals, status on Council priorities/strategies and to keep the Executive Committee apprised of the Council Committee directions and activities and vice-versa.

8. Rules of Conduct/Voting

- 8.1. Unless otherwise provided or agreed to by members, the Trust issued edition of *Robert's Rules of Order* shall apply.
- 8.2. Unless otherwise provided or agreed to by members, voting shall be by a show of hands.
- 8.3. A quorum of any Committee shall be comprised of 50% of the current membership appointments. Meetings may be conducted without a quorum, however, resolutions must be ratified at the Committee's next meeting.
- 8.4. The Executive Committee member designate (excluding the Council Chair) shall have the full voting privileges of a Committee member.

9. Liaison

- 9.1. Liaison with provincial, federal and local government politicians shall be requested by the Committee Chair to the Trust Council Chair (or Chief Administrative Officer) so that the Trust's political liaison can be coordinated. The Committee is expected to provide an outline regarding the purpose of the meeting, a proposed discussion strategy and recommended Trust representation.
- 9.2. Liaison with provincial, federal and local government staff shall be requested by the staff liaison member (in consultation with the Chief Administrative Officer when liaison is required with a senior staff). It is expected that Trustees, for the purpose of Committee business, would meet other government staff with an Islands Trust staff member.
- 9.3. Liaison with the media shall be coordinated through the Chief Administrative Officer and the Trust Council Chair who in turn may refer specific inquiries to the Committee Chair.

10. General Role

- 10.1. To provide policy advice to Council in response to Council's referrals, Committee initiatives and external requests of the Trust.
- 10.2. To provide feedback to staff on matters going to Trust Council.
- 10.3. To implement and maintain a Committee - specific work program.
- 10.4. To make recommendations to Trust Council on interagency liaison or protocol initiatives.
- 10.5. To create subcommittees (or task forces) which may be comprised of trustees, staff or external persons as required for a specific duration to examine a particular Committee matter upon approval by Trust Council.
- 10.6. To provide input and feedback to the annual budget process.
- 10.7. To provide input to Trust Council's organizational strategic planning process.

E: ATTACHMENTS:

- 1. Attachment 1.: **COMMITTEE-SPECIFIC FUNCTIONS**

Attachment 1.: **COMMITTEE-SPECIFIC FUNCTIONS**

LOCAL PLANNING COMMITTEE (LPC) 1. Growth Management Tools 2. Community Planning Tools 3. Development Management Tools 4. Local Planning Service Delivery	TRUST PROGRAMS COMMITTEE (TPC) 1. Environmental Policy 2. Research and Information Systems Program 3. Sustainable Communities Policy 4. Trust Area Program Initiatives
FINANCIAL PLANNING COMMITTEE (FPC) 1. Annual Budget 2. Long Term Financial Planning 3. Fiscal Controls 4. Annual Audit	EXECUTIVE COMMITTEE (EC) 1. Bylaw Approval 2. Policy Agenda Coordination 3. Legislation Agenda 4. Communications Agency Liaison 5. Chief Administrative Officer Liaison 6. Trust Council Business 7. Strategic Direction

2.3.ii. Policy**LOCAL PLANNING COMMITTEE
TERMS OF REFERENCE**

Trust Council: June 11, 1994

Amended: March 6, 1998; June 16, 2000; June 13, 2003

A: PURPOSE:

1. To outline the Local Planning Committees' specific areas of focus in providing policy and planning advice to Trust Council as one of Council's *three (3)* standing committees (See 2.3.i. Attachment 1).

B: REFERENCES:

1. Policy Manual: Council Committee System (2.3.i.)

C: POLICY:**1. The responsibilities stated apply to the following area:**

- i) **Development Management** processing of land use bylaws, permits etc. in an efficient and effective manner.
- ii) **Community Planning** promoting meaningful public processes to establish long term community planning perspectives.
- iii) **Sustainable Community** promoting liveable communities with viable local economies, diversity of housing types, and sensitivity to the carrying capacity of the island environment.
- iv) **Local Trust Committee Functions** responding to local trust committee planning needs applicable throughout the Trust Area.
- v) **Local Planning Services** advising on the provision and allocation of resources to deliver local planning services to island communities.
- vi) **Public Awareness/Education** promoting opportunities for the enhanced public awareness of land use planning and the Islands Trust's local planning services.
- vii) **Tracking** the functions described in i) through v) above to ensure efficient and effective implementation.

2. The Local Planning Committee provides advice to the Islands Trust Council and management by:

- i) Identifying and reporting to Council on emerging issues related to the Committee's areas of responsibility for Trust Council direction.
- ii) Maintaining a committee work program to manage committee initiatives and Council referrals for quarterly review by Trust Council.
- iii) Developing guidelines, policies and models for use by staff and local trust committees and/or Trust Council as requested by Trust Council.
- iv) Providing recommendations for legislation reform initiatives and feedback on proposed legislative amendments and legislation.
- v) Maintaining a liaison with the Trust Fund Board.

BRIEFING

To:	Local Planning Committee	For the Meeting of:	October 11, 2018
From:	David Marlor, DLPS	Date Prepared:	October 3, 2018
SUBJECT:	Advice to Incoming Local Planning Committee		

PURPOSE:

To provide advice from the outgoing Local Planning Committee to the incoming Local Planning Committee

BACKGROUND:

The 2014-2018 Local Planning Committee offer the following advice to the incoming 2018-2022 Local Planning Committee.

1. A mix of meetings in Victoria, in the North, and electronic virtual meetings is good to accommodate trustees from the different geographic locations.
2. Staff time to support the Local Planning Committee was limited in the 2014-18 term. This limited the Local Planning Committee's ability to meet the objectives of the Trust Council strategic plan. Care should be taken to consider staff time available to the Local Planning Committee when undertaking project work.
3. Engaging with the communities is important. A good example of an effective way to do this is the Housing Forum we undertook in the 2014-18 term.
4. Local Planning Committee reports and products are often implemented by local trust committee. To ensure the best take up of the work undertaken by the Local Planning Committee, reports and products need to be widely circulated and made easily available to the public on the Islands Trust website. The current approach on the Islands Trust website is not ideal and the Local Planning Committee should look at better ways to present the information.
5. It would be helpful to the Local Planning Committee to know what items local trust committees are working on. This would help the Local Planning Committee in determining priorities that support the work of local trust committees.

ATTACHMENT(S):

1. None

FOLLOW-UP:

For information.

Prepared By: David Marlor, Director of Local Planning Services/October 4, 2018

Reviewed By/Date: Local Planning Committee/October 11, 2018

BRIEFING

To: Local Planning Committee **For the Meeting of:** February 6, 2019
From: David Marlor, DLPS **Date Prepared:** January 28, 2019
SUBJECT: Local Trust Committee Fees Review

PURPOSE:

To provide the Local Planning Committee with the request of Trust Council regarding local trust committees' fees.

"That Trust Council request the Local Planning Committee to report back on a Local Trust Committee applications fee strategy"

BACKGROUND:

Further background on this requested is contained in the Request for Decision that went to Trust Council in January 2019 (attached).

ATTACHMENT(S):

1. Local Trust Committee Fees Review Request for Decision.

FOLLOW-UP:

As directed by the Local Planning Committee.

Prepared By: David Marlor, Director of Local Planning Services

REQUEST FOR DECISION

To: Trust Council **For the Meeting of:** January 15, 2019

From: David Marlor, Director, Local Planning Services **Date Prepared:** December 6, 2018

SUBJECT: 2019 Local Trust Committee Application Fees Review

RECOMMENDATION: That Trust Council request the Local Planning Committee to report back on a Local Trust Committee applications fee strategy.

CHIEF ADMINISTRATIVE OFFICER COMMENTS: While local trust committees fees were reviewed in 2011, no changes were made to the fees at that time; therefore, fees have not been changed for the most part since 2004. Since then the processing of applications has become more complex and cost associated with them have increased substantially. The terms of reference for the Local Planning Committee include overseeing procedures for processing applications and providing policy guidance, including model policies and bylaws that apply to local trust committees.

1 PURPOSE:

To advance a request by Trust Council to report back on incorporating First Nations site visits, to address new fees for Cannabis and to address overall application fees generally.

2 BACKGROUND:

Under the Islands Trust Act, Local Trust Committee set their own fees for development application. Trust Council has in the past made recommendations on appropriate fee levels that local trust committee should consider. While a model fee bylaw was considered by Trust Council previously, that model fee bylaw was never formally adopted.

A review of local trust committee applications fees was undertaken in 2011 by a joint task force of the Local Planning Committee and Financial Planning Committee. At that time staff reported that the fee covered between 50% for of the average cost for a rezoning application to 26% for a Temporary Use Permit. Other applications fall within this range, depending on the local fee charged. Siting and Use permits had the highest recovery at 80%.

Recently the Gabriola Island Local Trust Committee raised its fees to cover for inflation since the original fee bylaw was adopted.

During 2016 and 2017, Local Planning Services piloted compensation to First Nations to undertake site visits with planning staff as part of the engagement on development applications. This engagement is in support of Trust Council "First Nations Engagement Principles (Policy 6.1.1).

In March 2018, Trust Council passed the following resolution:

THAT the Executive Committee provide recommendations to Trust Council on means to address compensation for First Nations site visits to the June Trust Council meeting.

In October 2017, The Canadian government de-criminalised possession of Cannabis, and the Provincial government enacted legislation regulating the distribution and use of Cannabis. As part of this legislation, local governments are permitted to charge a fee to cover costs of processing Cannabis retail referrals and undertake required public consultation.

Given the above, Staff recommend that Trust Council ask the Local Planning Committee to recommend a fee strategy to Trust Council to address cost recovery through fees generally, fees to cover First Nations site visits and engagement during application processing and fees to recommended fees to cover cost of Cannabis retail referrals.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

Local Planning Committee would and this as a work priority, and staff resources allocated to the Local Planning Committee would be used to undertake work on this.

FINANCIAL:

There would be no immediate financial implication. Long term could result in better cost recovery from application fees.

POLICY:

No implications on policy.

IMPLEMENTATION/COMMUNICATIONS:

Implementation and communication would be through the Local Planning Committee.

FIRST NATIONS:

No immediate implications on First Nations. Having a fee strategy for First Nations site visits would likely improve relations with First Nations.

OTHER:

No other implications.

4 RELEVANT POLICY(S):

5.6.1 Application Processing Services

5 ATTACHMENT(S):

None

RESPONSE OPTIONS

Recommendation: That Trust Council request the Local Planning Committee to report back on a Local Trust Committee applications fee strategy.

Alternative: That Trust Council not request the Local Planning Committee to report back on a Local Trust Committees application fee strategy, This would result in application fees remaining the same, subject to individual local trust committee decisions on fees, and no clear strategy to fund First Nation engagement on application processing.

Prepared By: David Marlor, Director, Local Planning Services

Reviewed By/Date: Russ Hotsenpiller, CAO/December 6, 2018
Executive Committee/December 12, 2018

REQUEST FOR DECISION

To: Local Planning Committee **For the Meeting of:** February 6, 2019

From: Ann Kjerulf
Regional Planning Manager
(Northern Team) **Date Prepared:** January 25, 2019

SUBJECT: Application Processing Policy and Model Fees Schedule

RECOMMENDATION:

That the Local Planning Committee adds “Review and update of Trust Council Policy 5.6.i and Model Fees Schedule” to its Top Priorities List.

DIRECTOR COMMENTS:

In the past, Trust Council had provided a recommended fee structure; the last one to be adopted was in 2007. Since then, local trust committees have made fee adjustments. This request is consistent with a request from Trust Council for Local Planning Committee to consider a model fee strategy.

1 PURPOSE: Local Planning Committee is asked to consider initiating a project to update the Islands Trust Council Application Processing Policy 5.6.i and Model Fees Bylaw and Schedule.

2 BACKGROUND:

The Islands Trust Council endorsed a Model Application Fees Bylaw and Schedule in 2004. In 2007, Trust Council requested that Local Trust Committees amend their fee bylaws “by a minimum of 10%....to recognize inflationary costs over the last 5 years.” After 2007, the issue of fees was discussed at Trust Council and by various Trust Council Committees on numerous occasions. However, there have been no further changes to the Trust Council Model Fees Bylaw or Schedule since that time.

Correspondingly, since 2007, most LTC Fees Bylaws have not been adjusted for inflation. The exception is the Gabriola Fees Bylaw adopted in 2018. For reference, inflation was **27.12%** from 2004 to 2018 and **19.39%** from 2007 to 2018 (Bank of Canada).

Many LTC fees bylaws have been amended recently to incorporate fees for the processing of Liquor and Cannabis Regulation Branch (LCRB) Non-medical Cannabis Retail License applications. During this process, LTCs were advised of the challenges of having outdated fees bylaws and increasing subsidization of applicants by other taxpayers. Three LTCs passed resolutions that requested the Islands Trust Council Application Processing Policy 5.6.i and Model Fees Schedule be reviewed and updated by Trust Council.

September 24, 2018

It was MOVED and SECONDED

that the Lasqueti Island Local Trust Committee request that the Executive Committee review the Trust Council Model Fees Schedule in relation to Islands Trust Council Policy 5.6.i and current

average application processing costs, and make recommendations to the Islands Trust Council to update Policy 5.6.i and the Model Fees Schedule.

CARRIED

September 28, 2018

It was MOVED and SECONDED

that the Hornby Island Local Trust Committee request that the Executive Committee review the Trust Council Model Fees Schedule in relation to Islands Trust Council Policy 5.6.i and current average application processing costs, and make recommendations to the Islands Trust Council to update Policy 5.6.i and the Model Fees Schedule, and consider as part of that review the impact of fee levels on Bylaw compliance.

CARRIED

December 11, 2018

It was MOVED and SECONDED

That the Thetis Island Local Trust Committee request that the Local Planning Committee review the Trust Council Model Fees Schedule in relation to Islands Trust Council Policy 5.6.i and current average application processing costs, and make recommendations to the Islands Trust Council to update Policy 5.6.i and the Model Fees Schedule.

CARRIED

These requests have been presented to the Local Planning Committee for consideration of a potential project to review and update Islands Trust Council Policy 5.6.i and the Model Fees Schedule.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

The Islands Trust Council establishes policies and models to promote service quality and consistency across the organization. Local Trust Committees are asked to follow these policies and models. In the case of bylaws, Local Trust Committees have the latitude to make adjustments in order to suit their community's particular needs. However, as the Executive Committee is responsible for authorizing bylaws on behalf of Trust Council, any variances to policies must be justified and reasonable so as to uphold the overall integrity of Trust Council policy.

FINANCIAL:

Fee Suppression/Cost Shift from Applicant to Taxpayer

While fees have remained suppressed, application processing costs (i.e. staff, facilities, materials) have increased. Furthermore, regulatory requirements and processes have become more complex thereby increasing the time spent to process individual applications. Continued suppression of fees will inevitably result in a continued shift of application processing costs from applicants to taxpayers.

Actual Application Processing Costs

In 2011, Trust Council passed a resolution to establish a joint task force of the Financial Planning Committee and Local Planning Committee to conduct a review of development application fees and report to Trust Council about an appropriate rate of fees. To assist the Applications Fees Task Force, Staff undertook a review of the estimated average actual costs of processing applications over three years (January 1, 2009 to June 30, 2011) to determine the extent to which fees charged by LTCs cover these costs. The review involved a high-level review of time

tracking data over a three-year period and the number of applications received during that time period.

The analysis developed the estimated average time per file from receipt of the application to final decision and follow-up. An average cost of \$50 per hour for planners, and \$36 per hour for support staff was calculated based on average salary and benefits, plus \$6 per hour for overhead costs for office space (i.e. rent, phones, utilities, etc.). These rates were used to convert the hours recorded into dollar values, based on an estimate that 80% of hours went to planners and 20% went to support staff. Other external “hard costs” such as meeting room rental, minute taking, advertising, legal review, mailing expenses and other such costs were estimated. In Table 1 below, “staff” costs and “hard costs” are listed for each application type.

Table 1: Actual Application Processing Costs (2011)

Application Type	Staff Costs	Hard Costs	Total Costs (2011)
Rezoning	\$5,792	\$5,530	\$11,122
Development Permit	\$1,682	\$330	\$2,012
Development Variance Permit	\$1,004	\$830	\$1,834
Temporary Use Permit	\$1,395	\$2,830	\$4,225
Subdivision Referral	\$1,428	\$130	\$1,558
Board of Variance	\$1,888	\$800	\$2,688

Further analysis would need to occur in order to adjust these figures to 2019 values. Alternatively, Trust Council could consider an adjustment to the model fees schedule according to the increase in inflation since 2007. The latter approach was taken by the Gabriola Island LTC in 2018.

The 2007 Trust Council Model Fees and 2018 Gabriola LTC Fees are provided for reference in Attachment 1.

POLICY:

Islands Trust Council Policy 5.6.i (Application Processing Services)

Policy 5.6.i is intended to distinguish services along a continuum from property tax subsidy to applicant cost responsibility. It provides the parameters for application processing services by which service levels can be distinguished as a basis for preparing the Fees Bylaw and Schedule. The policy directs staff to provide a processing service to applicants in response to applications primarily funded by fees paid by applicants. While the actual costs of processing an application may be less than or greater than the established fee for that application, the policy directs that application fees be based on the average processing costs for various application types. These costs are calculated as the product of staff labour costs multiplied by processing time, adding to this other direct costs such as mapping expenses, advertising costs, meeting and minute taker costs, and travel costs, and indirect costs such as general administration and overhead. The policy also specifies that fee adjustments should generally not exceed 20% although the Executive Committee, when considering fee bylaws, may consider variances to this rule.

Notably, the policy is silent on whether or not variances can be greater or less than the model fees schedule. Many LTCs have adopted fees schedules with significantly lower fees than suggested by the model fees schedule, particularly for development permit applications. This has likely occurred with the assumption that lower fees should encourage bylaw compliance. Policy 5.6.i and the model fees schedule could also be updated to better address potential applications for affordable housing or applications that might otherwise be beneficial to communities (offering community amenities or services, etc.). Policy 5.6.i and the model fees

bylaw and schedule could also be amended to include consideration for First Nations site visits and referrals, in support of reconciliation and meaningful engagement with First Nations. Furthermore, the model fees schedule could be updated to recognize other fees charged by LTCs (e.g. Riparian Areas Regulations (RAR) Development Permit Applications, LCRB Applications, and Siting and Use Permit (SUP) Amendment Applications).

IMPLEMENTATION:

In order to proceed with this project, staff resources would be required to prepare an updated policy 5.6.i and model fees bylaw and schedule for LPC consideration.

COMMUNICATION:

Staff will communicate the response option to the Lasqueti, Hornby and Thetis LTCs.

FIRST NATIONS:

Policy 5.6.i and the Trust Council Model Fees Schedule could incorporate consideration of fees related to First Nations referrals and site visits.

OTHER:

Local Government Act

Section 462 of the *Local Government Act* authorizes the LTC to impose application fees provided each fee “*must not exceed the estimated average costs of processing, inspection, advertising and administration that are usually related to the type of application or other matter to which the fee relates.*”

4 RELEVANT POLICY(S):

Policy 5.6.i

5 ATTACHMENT(S):

Comparison of Trust Council Model Fees (2007) and Gabriola LTC Fees (2018)

RESPONSE OPTIONS

Recommendation:

That the Local Planning Committee adds “Review and update of Trust Council Policy 5.6.i and Model Fees Schedule” to its Top Priorities List.

Alternative:

That the Local Planning Committee requests staff to inform the Hornby, Lasqueti and Thetis Local Trust Committees that it does not intend to review Islands Trust Council Policy 5.6.i and the Model Fees Bylaw and Schedule at this time, and that Local Trust Committees may consider amendments to their fees bylaws if deemed appropriate by the Local Trust Committee.

Prepared By: Ann Kjerulf, MCIP, RPP
Regional Planning Manager (Northern Team)

Reviewed By/Date: David Marlor,
Director Local Planning Services
January 24, 2019

ATTACHMENT 1

Comparison of Trust Council Model Fees (2007) and Gabriola Island Local Trust Committee Fees (2018)

Application Type	Trust Council Model Fees (\$) (2007)	Gabriola LTC (Bylaw 300) Fees (\$) (2018)
OCP Amendment	4400	5250
Land Use Bylaw (LUB) Amendment	4400	5250
Land Use Contract Amendment	4400	5250
OCP/LUB Amendment	4950	5900
OCP/LUB Amendment – Affordable Housing	-	1000
Development Permit (DP) Form & Character	660	800
DP – Commercial Revitalization	660	N/A
DP – Protection Area	440	525
DP – RAR	-	240
DP Amendment	165	200
Development Variance Permit (DVP) - Residential	715	850
DVP - Industrial/Commercial	935	1125
DP/DVP - Residential	770	925
DP/DVP - Industrial/Commercial	935	1125
Siting & Use Permit (SUP)	220	N/A
SUP Amendment	-	N/A
DP Form & Character/SUP	660	N/A
DP Commercial Revitalization/SUP	660	N/A
DVP/SUP - Residential	715	N/A
DVP/SUP - Industrial/Commercial	935	N/A
Temporary Use Permit (TUP)	1100	1300
TUP Renewal	165	200
Subdivision Lot Line Change	330	400
Strata Conversion	1100	1300
Board of Variance	990	1200
Liquor License	825	1000
Liquor License - Cannabis Retail	-	2000
Liquor License - Temporary Change	-	100
Zoning Confirmation Letter	-	100

REQUEST FOR DECISION

To: Local Planning Committee **For the Meeting of:** February 6, 2019

From: Justine Starke
Island Planner **Date Prepared:** January 8, 2019

SUBJECT: UPDATED AFFORDABLE HOUSING REPORTS FOR TRUST COUNCIL

RECOMMENDATION:

That Local Planning Committee endorses the Request for Decision dated January 7, 2019 and forwards to Trust Council for consideration.

DIRECTOR COMMENTS:

Forwarding the attached RFD to Trust Council completes the work of Trust Council from the 2014-18 term on Affordable Housing, and establishes a baseline for further work by Local Planning Committee and local trust committees.

1 PURPOSE:

To further the work on housing in the Islands Trust Area.

2 BACKGROUND:

In June 2018, Islands Trust Council passed the following resolution:

that Islands Trust Council request staff to return with a review and update of the recommendations in the report, "Community Housing in the Islands Trust Area (2016)", and make recommendations for how Islands Trust can help address the needs identified by the 2018 Housing Needs Assessments.

During the previous term, Islands Trust Council achieved a number of key deliverables that support affordable housing in the Islands Trust area:

1. June 2016, Local Planning Committee hosted a community housing forum with over 70 participants from across the region. The forum showcased examples of affordable/community housing throughout the Trust Area.
2. Completed a [Baseline Report: Affordable Housing in the Islands Trust Area \(2016\)](#) which inventoried housing policies and regulations for each LTA across the Trust Area.
3. Completed the final report: [Community Housing in the Trust Area](#) (2016) and advanced 15 recommendations for action.
4. Completed Housing Needs Assessment for the Northern and Southern regions. Islands Trust now has a complete data set identifying housing needs in each region.
5. Established the administrative capacity for the in-house administration of housing agreements by Islands Trust:
 - A housing agreement guide for planners

- A housing agreement reference list
- An application guide for affordable housing proponents
- A roles and responsibilities checklist
- Housing Agreement Templates
- Information Brochure (on-going)
- Monitoring Procedure (Project Coordinator)
- Annual Monitoring Letter Template
- Monitoring and Enforcing Guide

The attached RFD to Trust Council contains further background information and details.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

No organizational implications.

FINANCIAL:

No financial implications.

POLICY:

No policy implications.

IMPLEMENTATION/COMMUNICATIONS:

Attached RFD will be attached to the March Trust Council agenda for Trust Council consideration.

FIRST NATIONS:

No First Nations Implications.

OTHER:

No other implications.

4 RELEVANT POLICY(S):

Trust Council Policy 2.3.ii – Local Planning Committee Terms of Reference

5 ATTACHMENT(S):

1. Request for Decision to Trust Council

RESPONSE OPTIONS

Recommendation:

That Local Planning Committee endorses the Request for Decision dated January 7, 2019, and forwards to Trust Council for consideration.

Alternative:

That Local Planning Committee does not accept the attached reports nor forwards them to Trust Council and requests staff to make changes for further consideration.

Prepared By: Justine Starke, Island Planner

Reviewed By/Date: David Marlor, Director, Local Planning Services/January 28, 2019



REQUEST FOR DECISION

To: Trust Council **For the Meeting of:** March 12, 2019
From: Local Planning Committee **Date Prepared:** January 28, 2019
SUBJECT: LOCAL PLANNING COMMITTEE TOP PRIORITY: COMMUNITY HOUSING NEEDS

RECOMMENDATION:

1. That Islands Trust Council receives the “Baseline Report: Affordable Housing in the Islands Trust Area (Updated January, 2019)”.
2. That Islands Trust Council receives the document “Affordable Housing in the Trust Area: Strategic Actions for Islands Trust,” and considers adding the high priority actions within it in the Trust Council Strategic Plan for the current term.
3. That Islands Trust Council requests Staff to post the updated “Baseline Report: Affordable Housing in the Islands Trust Area,” and the “Affordable Housing in the Trust Area: Strategic Actions for Islands Trust,” on the website.

CHIEF ADMINISTRATIVE OFFICER COMMENTS:

To be provided.

1 PURPOSE:

The report presents an update to the *Baseline Report – Affordable Housing in the Islands Trust Area* (2016) and updates the recommendations of the report, *Community Housing in the Islands Trust Area (2016)*, as a stand-alone chart: “*Affordable Housing in the Trust Area: Strategic Actions for Islands Trust* (2019).”

2 BACKGROUND:

In June 2018, Islands Trust Council passed the following resolution:

that Islands Trust Council request staff to return with a review and update of the recommendations in the report, “Community Housing in the Islands Trust Area (2016)”, and make recommendations for how Islands Trust can help address the needs identified by the 2018 Housing Needs Assessments.

During the previous term, Islands Trust Council achieved a number of key deliverables that support affordable housing in the Islands Trust area:

1. June 2016, Local Planning Committee hosted a community housing forum with over 70 participants from across the region. The forum showcased examples of affordable/community housing throughout the Trust Area.
2. Completed a [Baseline Report: Affordable Housing in the Islands Trust Area \(2016\)](#) which inventoried housing policies and regulations for each LTA across the Trust Area.

3. Completed the final report: [Community Housing in the Trust Area](#) (2016) and advanced 15 recommendations for action.
4. Completed Housing Needs Assessment for the Northern and Southern regions. Islands Trust now has a complete data set identifying housing needs in each region.
5. Established the administrative capacity for the in-house administration of housing agreements by Islands Trust:
 - A housing agreement guide for planners
 - A housing agreement reference list
 - An application guide for affordable housing proponents
 - A roles and responsibilities checklist
 - Housing Agreement Templates
 - Information Brochure (on-going)
 - Monitoring Procedure (for Leg. Clerks or potential new Project Coordinator job)
 - Annual Monitoring Letter Template
 - Monitoring and Enforcing Guide

Previous Reports on Affordable Housing in the Islands Trust Area

The recommendations and conclusions in the current Request For Decision draw on a number of seminal reports that were produced for Islands Trust Council in the last decade (and longer). These include:

- [Community Housing in the Islands Trust Area](#)
 - Developed to present the results of the Islands Trust Community Housing Forum held on June 13, 2016, in Cowichan Bay; made recommendations for improving Islands Trust's ability to meet community housing needs.
- [Baseline Report: Affordable Housing in the Islands Trust Area \(2016\)](#), 2019 update attached to this report).
- [Seniors Housing Strategy](#).
 - Commissioned by the Housing Task Force, a subcommittee of Islands Trust Council.
- [Islands Trust Community Housing "Tool Kit": A Guide to Tools Available to Support the Development of Affordable Housing in the Trust Area](#).
 - Commissioned by Islands Trust Council. Appendix A -Tool Kit Summary of Studies includes a comprehensive literature review of affordable housing reports done throughout the Islands Trust Area.
- [Options for Affordable Housing: New Solutions to the Housing Crisis in the Islands Trust Area](#).
 - Continues to be significant today. The recommendations in this report were considered and carried forward in subsequent staff reports for local trust committees and in the 2010 *Housing Tool Kit*, but are worthy of mention again. The report is an excellent summary of the housing challenges of the Islands Trust Area and has a number of important insights and recommendations still relevant today, especially the focus on density bonus and cluster/cottage housing.
- There are other relevant studies that have been undertaken by individual local trust committees, most notably the [Salt Spring Island Community Affordable Housing Strategy – Action Plan](#) (2011), the [Bowen Island Affordable Housing Strategy \(2011\)](#), and the [North Pender Island Affordable Housing Task Force Report \(2008\)](#).

Housing Needs in the Islands Trust Area

During the previous term, Housing Needs Assessments were commissioned for the Northern and Southern regions of the Islands Trust Area. Now a legislative requirement, Housing Needs Assessments are the first step a community can take to understand the gaps between the

community's housing needs and the availability of suitable housing to meet that need. A major deliverable of both the Northern and Southern Housing Needs Assessments was to follow the methodology of the Salt Spring Island Housing Needs Assessment as closely as possible. This enables comparable analysis between the regions, and will facilitate regular updates to the baseline information provided by these reports.

Note that Bowen Island Municipality also has a housing needs assessment, the [Bowen Island Affordable Housing Needs Assessment](#) (2007) ([Updated in 2008](#)). These reports were not addressed in the recent assessments.

Below is a list of the most recent housing needs assessments completed for the Trust Area:

- ✓ [Housing Needs Assessment, Northern Region of Islands Trust, \(Dillon Consulting, 2018\)](#)
- ✓ [Southern Gulf Islands Housing Needs Assessment, \(JG Consulting Services, 2018\)](#)
- ✓ [Salt Spring Island Affordable Housing Needs Assessment, \(JG Consulting, Services 2015\)](#)
- ✓ [Bowen Island Affordable Housing Needs Assessment \(Eberle Planning and Research, 2008\)](#)

Review of the housing needs assessments reveals a number of common challenges that are faced throughout the Islands Trust Area:

- Rental supply is low and unit numbers are decreasing; a high proportion of renters pay more than 30% of their income on shelter costs; home ownership is increasingly out of reach for many households.
- Islands are characterized by an older demographic; there is a higher percentage of seniors living on the islands than regional and provincial averages.
- Islanders are lower income than their regional counterparts; the median incomes are much lower than those of BC and adjacent communities in the region.
- There is disparity between the cost of housing and people's income levels. Median housing costs are much greater than the median incomes overall.
- Households with children and seniors show particular vulnerability to housing stress.
- Vacation homes – the islands have a high percentage of non-resident property owners; much of the housing is not occupied by “usual residents.”
- Unhealthy conditions – a proportion of the housing stock, especially rental units, are subject to mould, inadequate heat, and lack potable water and adequate septic services.
- Insecure tenure – many renters are subject to seasonal evictions as non-resident property owners may rent their homes out, but for vacation uses and only to residents for part of the year.
- Lack of housing options – the islands are characterized by low density, rural settlement patterns. The dominant housing form is the single family dwelling. Most rental units on the islands are found in full houses, portions of houses, suites, and cottages. Many people also live in mobile home, travel trailers, and accessory buildings.

Affordable Housing in the Trust Area: Strategic Actions for Islands Trust

The previous term of Islands Trust Council received the final report, [Community Housing in the Trust Area](#), which followed from the 2016 Housing Forum. The report contains a “Table of Recommendations,” as Appendix 1. Many high priority recommendations from this table were implemented during the last term, as detailed in the background section above. As Trust Council embarks on a new term of office, it is timely to review and update the recommendations to set a course for the term's work programs and address the needs identified in the Housing Needs Assessments.

The “Table of Recommendations,” has been updated and renamed, “Affordable Housing in the Trust Area: Strategic Actions for Islands Trust.” It is presented for consideration as a stand-alone document to guide the Local Planning Committee's potential work program but can also be used in local trust

committee land use planning processes, Trust Council advocacy, and Islands Trust coordination functions.

Updates to the table reflect work that has been completed and also include some new priority actions for consideration of further study and implementation.

These include:

- **Number 5: *Develop model bylaws that use floor area ratio as a density metric for consideration of implementation in local trust area land use bylaws.***

Staff Comment:

This follows through on the proposal to redefine how density is measured. Most of the land use bylaws in the Islands Trust Area define density by number of dwelling units and define a dwelling unit as only having one kitchen. While the number of dwelling units is limited, the size of homes is not (with the exception of South Pender) and lot coverage limits are often very high (25% of total lot area). Unrestricted dwelling footprints has resulted in many very large and sprawling homes throughout the Islands Trust Area, while tiny homes - with less impacts - may be prohibited if the number of dwelling units exceeds the zoning requirement.

Floor Area Ratio is an alternative way to measure density often used in high density urban areas, but it may also be an appropriate density tool for the Islands Trust Area. "Floor area ratio" can be defined as, "the figure obtained by dividing the total floor area of all buildings and structures on a lot by the total lot area."¹ If land use bylaws limited lot coverage and used floor area ratios to define density, they might better protect natural values while giving people more flexibility to provide different forms of housing on residential properties.

- **Number 6: *Develop model density bonus bylaws for consideration of implementation in local trust area land use bylaws.***

Staff Comment:

Density bonus bylaws have long been recommended as an ideal tool for the Islands Trust Area. Density bonus zones allow extra density in exchange for eligible community amenities such as affordable housing, ensured with a housing agreement, or protection of ecosystems by way of a conservation covenant. To illustrate the tool, in a density bonus zone, the base density of X is required unless the eligible amenity is secured, at which time the bonus density provision is applied. A rezoning application is not required, so the property owner has the certainty needed for capital investment and will be more willing to incur expenses (for example by providing legal documents such as housing agreements or covenants). Rainwater catchment systems should always be required for any additional density.

- **Number 7: *Develop model bylaws to address the use of building stratas as a tool for affordable housing.***

Staff Comment:

The *Strata Property Act* authorizes building stratas to be established without the requirement for review by a subdivision approving officer and without subdividing the land. The process to do this is either through a "strata conversion" application or, if it is new development, by way of registration of the strata units at the Land Title Office. Conventionally used for condominiums, this tool can be innovated for use in the low density, rural context of the Islands Trust Area. The titles of two units on one property can each be individually bought, owned, and sold. The land surrounding the units is considered "limited common property," and the value of it can be

¹ North Pender Island Land Use Bylaw 103

separated from the value of the dwelling units as it is not owned by an individual, but by the Strata Corporation. Building stratas could become a key strategy if land values continue to escalate; they enable co-ownership of land separate from ownership of individual dwelling units and offer affordable ownership scenarios through land sharing. Each co-owner would have title to the dwelling unit and could be eligible for a mortgage by a conventional lender.

Policies to enable building stratas should be carefully considered and managed to avoid the risk of further fee simple subdivision or of possible abuse of density requirements. Such pitfalls could be avoided if the policy framework is developed to allow building stratas while also including provisions to ensure the density and subdivision limits within the zone are upheld.

- **Number 8: *Develop model bylaws for secondary suites and cottages to be standardized across the Islands Trust Area according to best practices.***

Staff Comment:

Secondary suites and cottages are the most effective and easiest way to support affordable housing and a diversified housing stock within the existing settlement pattern and limited servicing of the Islands Trust Area. However, as the Baseline Report shows, each LTA has a different approach to secondary suites and especially to cottages, where regulations were developed many years ago. Model bylaws could offer local trust committees a standardized approach to ensuring the suites and cottage regulations in their land use bylaws are geared towards housing islanders and are targeting the demographic needs identified in the housing needs assessments. For example, secondary suites should be considered as an island's primary rental stock. Cottages should be considered as rental family housing and could offer opportunities for affordable ownership housing (using tools such as building stratas – see above).

In many land use bylaws, the floor area limits of suites is greater than that for cottages. Floor area limits of cottages should be reconsidered to accommodate the need for affordable family housing.

Some important best practices include ensuring floor area limits are not included in the definitions, but are located in land use bylaw regulations. When a floor area restriction is included in the definitions section of a Land Use Bylaw, it makes the size of the cottage inherent to the use. Development variance permits cannot be used to change use or density (a rezoning application would be required). If an LTC wants to enable flexibility it should ensure floor area maximums can be varied by locating them in the regulations of a land use bylaw. This will enable LTC consideration of Development Variance Permits to increase floor area under appropriate circumstances. For example, stock model, pre-fabricated cottages are available on the market and are often the most affordable construction option. However, these stock models may not be the exact size to comply with cottage floor area restrictions in land use bylaws. Enabling a variance allows flexibility, which is key to supporting affordability. The LTC would still have the discretion whether to grant the variance.

- **Number 9: *Develop model rental housing zoning bylaw.***

Staff Comment:

This is a new recommendation stemming from recent legislative amendments which allow local governments to zone for tenure and require rental units in multi-family zones. It is considered low priority because the legislation only allows the zoning authority to be used where multi-family residential is a permitted use. Purpose-built, multi-family rental housing is not always viable in Trust Area communities. It may be more efficient to pilot the rental zoning powers through a development application for multi-family rental housing in an appropriate location.

- **Number 10: Continue development of a program for Islands Trust to hold and administer housing agreements on behalf of local trust committees.**

Staff Comment:

As detailed above, during the previous term Islands Trust developed resources and capacity to administer housing agreements. This function should continue to be supported and developed in order to support local trust committees in accepting affordable housing agreements and ensuring the long term affordability of housing developments.

- **Number 11: Trust Council to use coordination authority of Islands Trust Act to strike a multi-stakeholder and inter-jurisdictional affordability committee by region. Make sure to include regional districts and the health authorities. Create terms of references based on mutual cooperation and a commitment to considering affordability in application processes and regulatory requirements.**

Staff Comment:

A long standing community recommendation has been for Islands Trust to coordinate with partner government agencies to ensure the various housing requirements and regulations are not in conflict with one another. This is about facilitating and supporting the viability of housing projects. There is a need to better understand the sequencing requirements of the various agencies in order to best support applicants for affordable housing. Also, there may be opportunity to align policies around principles of affordability and seek agreement on ensuring affordability is considered and enabled wherever possible. Mortgage experts and representatives from the building industry should be consulted to bring understanding of current economic realities in the financing of development and construction of affordable housing. While inter-agency policy coordination is essential to support purpose built, multi-family affordable housing, it is just as important for the individual property owner who may want to build a housing unit to rent, but faces a mountain of obstacles.

- **Number 19: Support Bowen Island Municipality in updating its Housing Needs Assessment using a consistent methodological approach as done for the other regions of the Islands Trust Area.**

Staff Comment:

The housing needs assessments conducted in 2018 excluded the Bowen Island Municipality. There may be opportunities for cost sharing or other coordinated supports that would assist the BIM in updating its 2008 Housing Needs Assessment.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

Strategic leadership by Islands Trust Council will assist local trust committees with addressing housing issues through land use planning.

FINANCIAL:

None

POLICY:

Trust Council Policy 2.3.ii – Local Planning Committee Terms of Reference

IMPLEMENTATION/COMMUNICATIONS:

Islands Trust Communications Specialist to assist with webposting and communications for the reports.

FIRST NATIONS:

No First Nations implications.

OTHER:

No other implications.

4 RELEVANT POLICY(S):

Trust Council Policy 2.3.ii – Local Planning Committee Terms of Reference

Recommendations to make fundamental policy changes such as redefining how density is measured are not suggested in isolation of recommendations to also use all available tools for environmental protection. As impacts to the environment are controlled using land use planning and conservation tools, more flexibility can be given to addressing housing needs. It is not effective to try to protect the environment through restrictive housing policies.

5 ATTACHMENT(S):

1. *Affordable Housing in the Trust Area: Strategic Actions for Islands Trust*
2. *Baseline Report: Affordable Housing in the Islands Trust Area (updated January 2019)*

RESPONSE OPTIONS**Recommendation:**

1. That Islands Trust Council receives the “Baseline Report: Affordable Housing in the Islands Trust Area (Updated January, 2019)”.
2. That Islands Trust Council receives the document “Affordable Housing in the Trust Area: Strategic Actions for Islands Trust,” and considers adding the high priority actions within it in the Trust Council Strategic Plan for the current term.
3. That Islands Trust Council requests Staff to post the updated “Baseline Report: Affordable Housing in the Islands Trust Area,” and the “Affordable Housing in the Trust Area: Strategic Actions for Islands Trust,” on the website.

Alternative:

1. That Islands Trust Council does not accept the attached reports and requests staff to make changes for further consideration.
2. That Islands Trust Council directs staff to take another course of action.

Prepared By: Justine Starke
Island Planner, Local Planning Services

Reviewed By/Date: David Marlor
Director, Local Planning Services
January 28, 2019

Affordable Housing in the Trust Area: Strategic Actions for Islands Trust

	Recommendation	Source	Priority	Timing	Staff Comment
ISLANDS TRUST POLICY STATEMENT					
1.	Review the Islands Trust Policy statement and give consideration to: a) giving affordable housing a greater profile for its role in sustainable communities b) including a reference to affordable housing in its policy direction to LTCs and municipalities	Housing Tool Kit	High	Medium – align with policy statement review	Islands Trust Council is intending to update the Islands Trust Policy Statement. Strong direction from Trust Council to LTCs assist in interpreting the Islands Trust mandate and in defining how affordable housing fits into Trust Council's vision for the future. Policy Statement directives shape the OCP policies and LUB regulations within local trust areas.
2.	Review the Islands Trust Policy statement to ensure that it: a) includes clear and well-thought out definition of 'affordability' b) includes clearly articulated vision, goal and objectives for affordable housing c) gives affordable housing a greater profile for its role in sustainable communities d) includes a reference to affordable housing in its policy direction to LTCs and municipalities	Housing Tool Kit	High	Medium – align with policy statement review	As above.
3.	Consider initiating a Trust-wide Affordable Housing Strategy, with direction to LTCs to develop Local Trust Area-specific components.	Housing Tool Kit	low	Medium – align with policy statement review.	The Islands Trust Policy Statement could give LTCs such direction. Trust Council should follow the recommendations and include affordable housing in its Policy Statement review. The Policy Statement is a legislative tool and has more teeth than an Affordable Housing Strategy would.
MODEL BYLAWS					
4.	Bring forward a thorough analysis of alternative ways of measuring density and how to manage any corresponding impacts.	Housing Forum Final Report; Daniels, 2003.	Medium	Long Term	Such an analysis would support understanding and consideration of model bylaws suggested below. Should include concepts such as floor area ratio, home plate proposals (Agricultural Land Commission), and cottage housing (Daniels, 2003).

5.	Develop model bylaws that use floor area ratio as a density metric for consideration of implementation in local trust area land use bylaws.	Daniels, 2003, Tool Kit, 2010.	High	Short Term	Redefine how density is measured. Explore alternative metrics that measure building footprints and land impacts instead of dwelling units. Floor area ratio as a density metric will protect natural values while giving people more flexibility to provide different forms of housing on residential properties.
6.	Develop model density bonus bylaws for consideration of implementation in local trust area land use bylaws.	Daniels, 2003, Tool Kit, 2010.	High	Short Term	Imbed extra density allowances in land use bylaw residential zones. Extra density can only be realized in exchange for an eligible community amenity such as affordable housing, ensured with a housing agreement, or protection of ecosystems by way of a conservation covenant. Ensure rainwater catchment systems are required for any additional density.
7.	Develop model bylaws to address the use of building stratas as a tool for affordable housing.	New	High	Short Term	The Strata Property Act enables property titles to be subdivided without subdividing the land (and causing the associated impacts). This tool should be carefully considered and managed as a way to enable co-ownership of land with multiple property tiles that can each be financed separately by a conventional lender. This option could become a key strategy if land values continue to escalate.
8.	Develop model bylaws for secondary suites and cottages to be standardized across the Islands Trust Area according to best practices.	New	Medium	Short Term	Suites and cottages should be used to intentionally target needs identified in housing needs assessments. Secondary suites should be considered as an island's primary rental stock for singles, while cottages should be considered as rental or ownership family housing. Floor area limits should be able to be varied where appropriate (locate the size limits in the regulations, not the definitions, of a land use bylaw).
9.	Develop model rental housing zoning bylaw.	New	Low	Long Term	This is a new recommendation stemming from recent legislative amendments. It is considered low priority because purpose built, multi-family rental housing is not always viable in Trust Area communities. It may be more efficient to

					the rental zoning powers through a development application for multi-family rental housing.
HOUSING AGREEMENTS					
10.	Continue development of a program for Islands Trust to hold and administer housing agreements on behalf of local trust committees.	Housing Tool Kit	High	Short term	Islands Trust has developed resources and capacity to administer housing agreements. This function should continue to be supported and developed.
COORDINATION					
11.	Trust Council to use coordination authority of Islands Trust Act to strike a multi-stakeholder and inter-jurisdictional affordability committee by region. Make sure to include regional districts and the health authorities. Create terms of references based on mutual cooperation and a commitment to considering affordability in application processes and regulatory requirements.	New	High	Short term	Coordinate policy across different jurisdictions to ensure different regulations are not in conflict and to ensure affordability is considered and enabled wherever possible. This committee should consult mortgage experts and representatives from the building industry to inform policy coordination with current economic realities.
ADVOCACY					
12.	Advocate other regulatory agencies find a way to permit alternative solutions for affordable housing pilot projects.	Housing Tool Kit	Medium	Long Term	This is an advocacy item that requires discussion by Trust Council. Trust Council could advocate the BC Building Code include minimum standard exemptions that ensured environmental standards are met, as are health and safety standards of buildings. It could be addressed through coordination, as noted above.
13.	Initiate an ongoing Housing Council consisting of membership from a broad range of stakeholders.	Housing Tool Kit	Low	Long Term	The Islands Trust governance structure is prescribed by the Islands Trust Act. This recommendation is best directed at community groups. A community based Housing Council could be initiated by community groups to coordinate affordable housing initiatives and speak with one voice to government agencies such as Trust Council.
14.	Advocate senior levels of government increase funding for affordable housing specifically targeting low density, rural communities.	Housing Tool Kit	High	Long Term	Affordable housing proponents need funding support which is a Provincial and Federal role.
15.	Advocate senior levels of government provide additional funding for seniors housing, support	Housing Forum Final	Medium	Long Term	Land owners and developers may need funding support to add community value to

	services, public transportation options, medical services, and for commercial establishments to upgrade with universal design standards.	Report			developments. Land use and transportation are inter-dependent and related.
TRUST FUND BOARD					
16.	Explore the potential for the creation of an affordable housing Land Trust.	Housing Tool Kit	Medium	Long Term	Trust Council could consider expanding the role of the Trust Fund Board to create an affordable housing land trust. This would be a fundamental change to the Islands Trust and should be explored in the context of the Trust Fund Board role, mandate, and legislative authority.
17.	Explore the potential for and required changes to the Trust Fund Board to allow it to hold land on an interim basis for affordable housing.	Housing Tool Kit	Low	Long Term	Trust Fund Board can own land and currently has a property acquisition role, however it may only hold land in support of furthering the mandate of Islands Trust. This is a key discussion for Trust Council in interpreting the Islands Trust mandate and the definition of unique amenities.
HOUSING NEEDS ASSESSMENTS					
18.	Continue on-going coordination and funding for Housing Needs Assessments across the Islands trust Area.	Housing Tool Kit	Medium	Long Term	Housing Needs Assessments have been completed for the Islands Trust Area. Legislation requires they be updated every five years.
19.	Support Bowen Island Municipality in updating its Housing Needs Assessment using a consistent methodological approach as done for the other regions of the Islands Trust Area.	New	High	Short term	The housing needs assessments conducted in 2018 excluded the Bowen Island Municipality. There may be opportunities for cost sharing or other coordinated supports that would assist the BIM in updating its 2008 HNA.

BASELINE report

affordable housing in the Islands Trust Area



Islands Trust



Updated January 2019

Table of Contents:

Purpose of this Report	3
Trust Area Overview	4
What is Affordable Housing	5
Islands Trust Definitions.....	6
Regulatory Approaches to Housing in the Trust Area.....	10
Conclusion.....	14
Appendix 1:	15
Baseline Snapshot of Housing Policy in the Trust Area	15
Appendix 2: Regulatory and Policy Excerpts.....	16
Hornby Island Local Trust Area.....	16
Denman Island Local Trust Area:.....	21
Lasqueti Island Local Trust Area:	23
Gambier Island Local Trust Area:	24
Gabriola Island Local Trust Area:.....	24
Thetis Island Local Trust Area:.....	27
Salt Spring Island Local Trust Area	28
North Pender Island Local Trust Area:	35
South Pender Island Local Trust Area:	37
Saturna Island Local Trust Area:.....	37
Mayne Island Local Trust Area:	38
Galiano Island Local Trust Area:	40
Bowen Island Municipality	42
Appendix 3:	45
Trust Area Community Housing Inventory	45

Purpose of this Report

This report has been prepared for the Islands Trust Local Planning Committee as a reference document for the local trust committees of the Islands Trust and its planning staff, for Bowen Island Municipality, and for community groups working to address housing needs of residents on islands within the Trust Area.

The report combines in one document the planning context of each Local Trust Area (LTA, including Bowen Island Municipality) and includes the Official Community Plan (OCP) policies, Land Use Bylaw (LUB) regulations and definitions used to address affordable housing on islands within the Trust Area. Appendix 1 summarizes this information with a “snapshot” of Trust Area policy approaches.

In addition, an inventory of all known community housing projects throughout the Trust Area has been included in Appendix 3 to give an overview of the types and extent of affordable housing available on the islands. Many of these projects have been created with much perseverance and hard work by islanders, and are testimony to a great deal of community effort that has been put towards addressing affordable housing challenges. The inventory is a working document, and as such is likely incomplete - there may be examples of affordable housing projects on the islands not yet documented in this report.

Context

A key recommendation made to Islands Trust Council over the years has been to create a compendium and summarize the various approaches to affordable housing throughout the Islands Trust Area so local trust committees can benefit from efforts and successes achieved in neighbouring communities. This baseline report fulfills that

recommendation; it provides a detailed review and inventory of housing policies from throughout the Trust Area.

Observations

As the report illustrates, the islands each have different approaches to land use planning for affordable housing – from the definitions and terms used for affordable housing in the individual OCPs and Land Use Bylaws, to policy approaches. Some islands have specific zones for affordable, seniors, community or special needs housing developments in their LUBs. Some OCPs have very detailed and carefully crafted policies that give specific direction to LTCs, while other OCPs have few and limited references to affordable housing.

Having an adequate supply of rental housing is important to accommodating a range of income levels and a diversity of age groups in a community. Secondary suites and cottages represent rental housing opportunities that can exist within the rural settlement pattern of our island communities. Density provisions are important to enable or restrict the development of affordable housing. Policies on secondary suites, cottages and density allowances have therefore been included in the review.

Trust Area Overview

The [Islands Trust Area](#) includes 13 large and more than 450 small islands in the Strait of Georgia and Howe Sound, known for having unique community culture and natural beauty. About 25,000 people live on the islands, and another 10,000 people are non-resident property-owners.

The Province of B.C. established the Islands Trust in 1974 to protect island communities, culture and environment for the benefit of island residents and the province. The [Islands Trust Act](#) also established the [Trust Fund Board](#) to manage the [Islands Trust Fund](#), a land conservancy called the Islands with its own board and staff who work with private landowners and conservancy partners to protect ecosystems in the Salish Sea.

Each of the 13 major islands in the Trust Area has an elected local trust committee or an island municipal council that makes land use decisions under the Islands Trust Act and the BC Local Government Act, and work directly with residents and other agencies to define and uphold a community vision. Twenty-six locally elected trustees

(including 2 municipal councillors) also belong to the Islands Trust Council, where they represent the interests of the entire Trust Area at quarterly meetings.

At the regional level, the Islands Trust Council sets priorities and policies, manages finances, and provides oversight. Trust Council also provides a unified voice to advocate for the interests of islanders and island ecosystems to other levels of government and industry.

This report has been prepared for the [Local Planning Committee](#), a subcommittee of Trust Council, whose responsibilities include identifying and reporting to Council on emerging issues related to the Committee's areas of responsibility for Trust Council direction, as well as responding to local trust committee planning needs applicable throughout the Trust Area.

The illustration below shows the governance structure for local and regional decision-making in the Islands Trust.



What is Affordable Housing

Measuring affordability usually requires comparing household income to total shelter costs. Provincially, affordable housing is often defined as housing that can be attained with no more than 30 per cent of a household's annual income.

Some local trust committees, including the Bowen Island Municipality, have defined affordable housing in their official community plans and land use bylaws. Where it exists, it is often defined as a deed-restricted or rent-controlled dwelling unit that can be attained with 30 per cent of the median income and is secured by a housing agreement registered on title.

While “affordable housing” has come to have a quite specific definition, some trustees and community members have been using the term “community housing” or “attainable housing” to address the range of housing in the low end of the market spectrum.

BC Housing also uses “core housing need,” as a measure for “acceptable housing:”

[Core Housing Need](#) – A household is said to be in core housing need if the unit is not adequate, affordable, or suitable and the household would

have to spend 30 per cent or more of its income to pay for alternative local housing that is acceptable (meets all three housing standards).

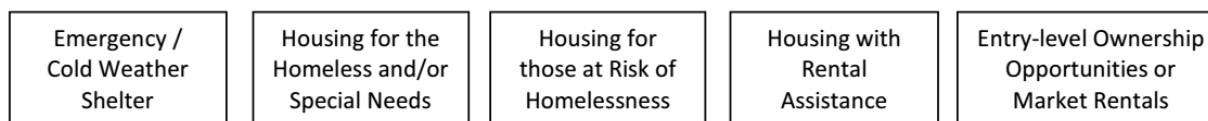
Those paying more than 50 per cent of their income on shelter costs are considered at “risk of homelessness.” The term “homeless” ranges from ‘relative’ (insecure, unsafe or inadequate) to ‘absolute’ homelessness (also known as ‘living rough.’)

Sometimes referred to as the “Affordable Housing Continuum,” the following spectrum provides a framework to consider how different types of housing attend to the respective needs of populations that cannot access conventional home ownership.

Taking a Closer Look:

Using Housing Agreements to Control Affordability The Local Government Act gives authority for local governments to enter into housing agreements to control the amount of rent charged for a housing unit, to deed restrict the resale price of a housing unit, and/or to establish eligibility criteria for residents of the unit based on income or age criteria. Housing agreements ensure housing units remain affordable as promised through a rezoning process and will be occupied by people within the targeted income range or age class (for example, affordable senior's housing). An [application guide](#) has been created to provide more information about the process of establishing a Housing Agreement within the Islands Trust Area.

The Islands Trust Area Affordable Housing Continuum



(Source: Community Housing Tool Kit, 2010, JG Consulting)

Islands Trust Definitions

Across Islands Trust, each Local Trust Area has adopted individual official community plans and land use bylaws. Affordable housing and other terms related to housing are defined by some island communities through these regulatory documents.

Bowen Island Municipality

"Dwelling or dwelling unit" means a *building* containing sleeping, *living area* and *kitchen* designed, used or intended for use as one (1) residence.

"Affordable Housing" means non-market residential dwelling units that may only be owned or rented under the terms of housing covenants registered on title in favour of the Bowen Island Municipality (Official Community Plan).

"Affordable Housing" – Non-market residential dwelling units that may only be owned or rented under the terms of housing covenants registered on title in favour of the Bowen Island Municipality (Affordable Housing Policy Definition).

"Cohousing" means a housing model that fosters an inclusive, mutually supportive, yet independent living environment, consisting of clustered, attached, and/ or detached dwellings that are individually owned and completely self contained yet incorporate commonly owned land, buildings, or structures, with the purpose of reducing the footprint of the private dwellings and support community connection.

Denman Island Local Trust Area

"Dwelling unit" means one or more rooms in a building, containing a single set of cooking facilities, and used or intended to be used, as a

residence by an individual or a group of individuals living together in common occupancy;

"Dwelling Unit, Affordable Housing" means a deed restricted and/or rent controlled dwelling unit that is secured by a housing agreement, and is available to persons with a low income as defined by housing agreement for the dwelling unit (Land Use Bylaw).

"Secondary Dwelling Unit" means a dwelling unit, which may be a moveable housing unit, that is accessory to a permitted principal dwelling unit and which is limited in floor area (Land Use Bylaw).

"Secondary Suite" means an accessory, self-contained dwelling unit, located within a building that is a single real estate entity which otherwise contains a single family dwelling, and having a lesser floor area than the principal dwelling unit (Land Use Bylaw).

Gabriola Island Local Trust Area

"Dwelling unit" means one or more rooms in a *building*, designed, occupied or intended for human habitation containing one set of cooking facilities and/or the infrastructure designed, used or intended to be used for the preparation and cooking food, and used as a *residence* by a *single family*.

"Affordable Housing" means 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). (Official Community Plan).

"Accessory cottage" means a single residential dwelling unit not exceeding 65 sq. metres (700 sq. ft.) accessory to the principal residential dwelling unit (Land Use Bylaw).

Galiano Island Local Trust Area

"Cottage" means a building that is accessory to a dwelling and is used for human habitation by guests, household members or tenants, and having a limited floor area (Land Use Bylaw).

"Dwelling" means a building used as a residence for a single household and containing eating, sleeping and living facilities and a single set of facilities for food preparation (Land Use Bylaw).

"Secondary suite" means an accessory, self-contained dwelling unit, located within the principal dwelling on a lot (Land Use Bylaw).

"Floor space ratio" means the ratio of the floor area of a building to the area of the lot on which it is located (Land Use Bylaw).

"Affordable housing" describes rental or owned housing that can be acquired without exceeding 30 per cent of the median gross income of low to moderate income families on Galiano" (Official Community Plan).

Gambier Island Local Trust Area

"Dwelling or dwelling unit" means one or more habitable rooms in a building that are used, or constructed so as to be capable of being used, as a residence by a single household and containing a common access, one kitchen and eating, sleeping, sanitary and living areas (Land Use Bylaw).

"Affordable Housing" means housing provided for residential use at a rent under a tenancy agreement that is less than the rent for similar types of housing within a geographic area defined by a housing or similar agreement; such rents to be determined through a housing or similar agreement; or alternatively housing, that by design, location or other factors can be purchased at a price that is typically lower than other housing in the immediate area or lower than the average house price in the Gambier Island Planning Area (Official Community Plan).

"Associated secondary dwelling" means a single family residential dwelling regulated by floor area and lot area and that is secondary in use and smaller in area than the principal dwelling on the lot.

Hornby Island Local Trust Area

"Affordable Housing" – housing that is by intent and policy more affordable than identical housing that is or could be provided elsewhere in the community and is housing that by design and size provides for residential accommodation that can be acquired with 30 per cent of the median gross income of families or individuals on Hornby Island (Land Use Bylaw).

"Dwelling unit" means a room or set of rooms
(a) used or capable of being used for human habitation by one or more individuals living in common occupancy as a single domestic unit and sharing facilities contained in that unit;
(b) contained in a single building or manufactured home;
(c) containing only one kitchen; and
(d) under one roof with any covered walkway, covered patio or hall connecting two building portions being no longer than 4.0 m. (Land Use Bylaw).

"Community Housing" is housing that is provided specifically by bylaw to address affordable or special needs housing requirements, including housing that is provided on land designated for community services use, but community housing does not include housing that may be provided as part of a land co-operative; as a secondary suite; as part of a mixed use development such as in association with a commercial land use or as a secondary dwelling on a property; even though such housing may contribute to the provision of housing that is affordable, available for rent or that accommodates the needs or persons with special needs. The Community Housing designation is intended to designate areas that are considered suitable for such housing (Land Use Bylaw).

“Rental Housing” is housing that is available by payment of rent for occupancy for a minimum of one month and can include any form of housing that is available for rent (Land Use Bylaw).

“Secondary Suite” means a separate dwelling unit located wholly within a building, which is a single real estate entity used for residential use and which contains only one other dwelling unit (Land Use Bylaw).

“Special Needs Housing” is housing to accommodate persons who may have special needs due to age, health, disability or other factors that may require special housing characteristics (Land Use Bylaw).

Lasqueti Island Local Trust Area

“Dwelling” means a building containing one kitchen, sleeping and living areas, in either a self-contained room or set of habitable rooms, used or intended for use as one (1) residence; for clarity a travel trailer, mobile home, bus, vessel or other recreational vehicle actively used for long term habitation is considered a dwelling (Land Use Bylaw).

Mayne Island Local Trust Area

“Dwelling unit” means a detached building, or a portion of a building in the case of a secondary suite, apartment residential use or employee housing, used as a residence for a single household and containing eating, sleeping and living facilities and a single set of facilities for food preparation (Land Use Bylaw).

“Cottage” means an accessory building with a limited floor area that is used as a dwelling unit (Land Use Bylaw).

“Secondary suite” means an accessory self-contained dwelling unit, located within a building that otherwise contains a dwelling unit, and having a lesser floor area than the principal dwelling unit (Land Use Bylaw).

“Senior citizen residential use” means a residential use in which at least one person aged 55 years or older occupies each dwelling unit (Land Use Bylaw).

North Pender Island Local Trust Area

“Cottage” means a dwelling with a floor area of 56 m² or less (Land Use Bylaw).

“Dwelling” means a building used as a residence for a single household and containing a single set of facilities for food preparation and eating, sleeping and living areas (Land Use Bylaw).

“Floor area ratio” means the figure obtained by dividing the total floor area of all buildings and structures on a lot by the total lot area (Land Use Bylaw).

“Secondary suite” means an accessory, self-contained dwelling unit, located within the principal dwelling on a lot and having a lesser floor area than the principal dwelling unit (Land Use Bylaw).

Salt Spring Island Local Trust Area

“Dwelling unit” means one or more rooms in a *building* that are used, or constructed so as to be capable of being used for the *residential use* of a single household; and containing a common access, one *kitchen*, and eating, sleeping and living areas (Land Use Bylaw).

“Dwelling unit, affordable housing” is a deed restricted and/or a rent controlled *dwelling unit* that is secured by a housing agreement registered on title, and may include *special needs housing* and *seniors dwelling units* (Land Use Bylaw).

“Special needs housing” is housing that provides for the *residential* accommodation of an individual or individuals who require specific

housing designs or *services* to enable them to live relatively independently or in a supportive environment (Land Use Bylaw).

“Seniors’ dwelling unit” means a *dwelling unit* restricted to *residential* occupancy by a *senior* and one other person who may be under the age of 65 and who is a spouse, partner or unpaid caregiver who resides in the same *dwelling unit* (Land Use Bylaw).

“Affordable housing” – describes rental or owned housing that can be acquired with 30 per cent of the median gross income of families or individuals on Salt Spring Island (Official Community Plan).

“Secondary suite” means an *accessory*, self-contained *dwelling unit*, located within a *building* that otherwise contains a *single-family dwelling*, and having a lesser *floor area* than the *principal dwelling unit* (Land Use Bylaw).

“Seasonal cottage” means an *accessory dwelling unit* not exceeding 56 square metres in *floor area* which, despite the definitions of “*dwelling unit*” and “*residential*” in this Bylaw, is occupied or intended to be occupied on a *temporary* basis by a person or persons having a permanent domicile elsewhere and using the cottage primarily in conjunction with recreation (Land Use Bylaw).

Saturna Island Local Trust Area

“Residence” means a building used by an individual, or group of individuals living together in common occupancy, as a single household and containing only one kitchen.

South Pender Island Local Trust Area

“Dwelling, single family” means a building used as a residence for a single household and containing sleeping and living areas plus a single set of facilities for food preparation and eating; for this purpose it also includes a mobile home.

“Cottage” means an accessory single family dwelling with a floor area of 56 m² (603 ft²) or less (Land Use Bylaw).

Thetis Island Local Trust Area

“Dwelling unit” means a building containing a single set of cooking facilities, and used or intended to be used, as a residence by an individual or group of individuals living together in common occupancy.

“Guest cottage” means a *dwelling unit* with a *floor area* of 65 square metres or less excluding sleeping lofts which are open to the floor below, do not contain any enclosed rooms, and do not cover more than 50% of the *floor area* below.

Regulatory Approaches to Housing in the Trust Area

Policy direction to support affordable housing is essential to effectively encouraging solutions. Throughout the Trust Area, there is a wide range of general official community plan (OCP) policy on affordable housing, including everything from broad objectives to specific land use criteria, and also including special needs, social and seniors' housing objectives and policies. Some OCPs have quite limited references to affordable housing, while others have well thought-out and detailed policies. The density provisions of some islands have also been included in the policy review.

Appendix 2 provides excerpts from each Local Trust Area and Bowen Island Municipality of policies that address affordable housing, seniors housing and approach to residential density in general, including where cottages or secondary suites are permitted. Because the policies have been imported directly from each land use bylaw and official community plan the formatting and language is not always consistent. The following provides key findings from this policy review.

NORTHERN REGION

Hornby Island Local Trust Area

Key Findings:

The [Hornby Island Local Trust Area](#) is located 31 km southeast of Courtenay, BC, and has a population of 958 (Census 2011). Hornby Island has two properties that are designated in the OCP and zoned by the Land

Use Bylaw for “community” or “co-operative housing.” This accommodates two housing projects, Beulah Creek Housing Project (operated by Island Secure Land Association – “ISLA”), and the Hornby Island Elder Housing, which provides 11 units of non-profit seniors housing.

The OCP is also very thorough, with objectives and policies to guide the creation of affordable, special needs, and seniors housing, including recognition of shared ownership as one way to make land more affordable. The OCP defines affordable housing as that which “can be acquired with 30 per cent of the median gross income of families or individuals on Hornby Island.” Hornby also has an advocacy policy that encourages land owners with second dwellings or cottages to provide rental housing. The Hornby Island Land Use Bylaw permits secondary suites, but requires a Temporary Use Permit for cottages.

Denman Island Local Trust Area:

Key Findings:

Denman Island Local Trust Area is located 22km southeast of Courtenay, B.C. and has a population of 1,022 (Census 2011). The Denman Island OCP restricts increases in density except for affordable and special needs housing. The Land Use Bylaw defines affordable housing as “a deed restricted and/or rent controlled dwelling unit that is secured by a housing agreement, and is available to persons with a low income as defined by housing agreement for the dwelling unit.” The OCP has a specific policy to guide rezoning applications for affordable housing and policies to guide the LTC's consideration of more opportunities for affordable housing. Cottages, or secondary dwelling units, are permitted with a Temporary Use Permit that controls their use for affordable housing. Secondary suites are permitted by the Land Use Bylaw and do not contribute to the overall density calculations for Denman Island.

Lasqueti Island Local Trust Area:

Key Findings:

Lasqueti Island Local Trust Area is located 20km north of French Creek, B.C., and has a population of 426 (Census 2011). Lasqueti is not serviced by a vehicle-carrying ferry and is one of the more remote communities within the Islands Trust Area. The Lasqueti Island OCP only has one policy to encourage affordable housing. The Lasqueti zoning bylaw does not contain specific zones for affordable housing, but it does have provisions to allow additional dwellings on larger lots.

Gambier Island Local Trust Area:

Key Findings:

Gambier Island is a small island near the Sunshine Coast with a population of just over 200 people. The Gambier OCP addresses affordable housing and defines it. The OCP states that because of the small population and limited services, affordable housing is “best addressed on an individual basis within single family or associated secondary dwellings rather than through formalized housing programs.” The Gambier Island Land Use Bylaw does not have a specific zone for affordable housing, but has a “Community Facility Zone” that permits affordable and special needs housing, among other uses. The Gambier Land Use Bylaw uses a different approach in addressing cottages than other islands do, with the permitted size of the cottage increasing in increments depending on the size of the property. Cottages on Gambier can therefore range in size from 60 m² (645 ft²) on one acre lots, to 200 m² (2,152 ft²) on properties greater than five acres in area.

Gabriola Island Local Trust Area:

Key Findings:

Gabriola Island is on the Strait of Georgia, located 6 km east of Nanaimo, B.C. and has a population of 4,045 (Census 2011). The Gabriola Island OCP restricts increases in density except for affordable and special needs housing. The OCP defines affordable housing as, “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 has a specific policy to guide rezoning applications for affordable housing and policies to guide the LTC’s consideration of more opportunities for affordable housing. The Gabriola Land Use Bylaw does not define affordable housing and does not have specific zoning for affordable housing (however, as mentioned, the term is defined in the OCP where there are specific policies in place). The LUB does have a “seniors and special needs” zone.

Thetis Island Local Trust Area:

Key Findings:

Thetis Island is located 7km east of Chemainus, B.C. and has a population of 340 (Census 2011). The 2,896 hectare area includes over 20 other “associated” islands, including Valdes, Ruxton, Reid and Pylades. Thetis Island’s Official Community Plan also restricts new density except for zoning amendments that would result in affordable housing, special needs housing, or conservation of lands with conservation value. The OCP does not define affordable housing. The Land Use Bylaw does not contain specific zones for affordable housing. The LUB allows accessory cottages in some zones (on lots 0.8 ha or more (1.9 acres)), but only for seasonal use and not as a residence. On lots 8 ha (20 acres) or larger, the LUB has provisions to allow one dwelling and one cottage for every 4.0 ha (9.8 acres), if a covenant preventing subdivision is registered against the property title.

SALT SPRING REGION

Salt Spring Island Local Trust Area

Key Findings:

The largest of the southern Gulf Islands, Salt Spring Island, is located 11 kilometres north of the Swartz Bay ferry terminal on Vancouver Island. The Salt Spring Island OCP restricts new density except for affordable housing, and there is a detailed set of policies to guide the creation of affordable housing. The OCP defines affordable housing as “rental or owned housing that can be acquired with 30 per cent of the median gross income of families or individuals on Salt Spring Island.” The Salt Spring Island LUB defines affordable housing as “a deed restricted and/or a rent controlled dwelling unit that is secured by a housing agreement registered on title, and may include special needs housing and seniors dwelling units.” The Land Use Bylaw permits secondary suites in some parts of the island and permits cottages on lots 1.2 ha (3 acres) or larger, but the cottages may only be occupied seasonally so they cannot be used as affordable housing without a rezoning application. With an average year-round population of 10, 000, Salt Spring Island is the Trust Area’s most populated island. Likewise, it has the most affordable housing developments in the Trust Area. Please refer to the Community Housing Inventory in the Appendix for more detail.

SOUTHERN REGION

North Pender Island Local Trust Area:

Key Findings:

North Pender Island in the Southern Gulf Islands is located 15 km northeast of the Swartz Bay ferry terminal with a population of 2,035 (Census 2011). The North Pender Island Official Community Plan restricts new density to affordable and special needs housing. North Pender

Island does not define affordable housing in its Land Use Bylaw or its Official Community Plan. The Land Use Bylaw permits cottages in residential zones on lots that are 1.2 ha (3 acres) or larger and does not restrict occupancy of those cottages. Secondary suites are now permitted by the Land Use Bylaw. The LUB does not contain any zones specifically for affordable housing, but does have a zone that accommodates Plum Tree Court, an affordable seniors housing complex with six units.

South Pender Island Local Trust Area:

Key Findings:

South Pender Island is connected to North Pender by a bridge. It has a population of 201 (Census 2011), and covers an area of 913 hectares. South Pender has only one policy on affordable housing and special needs housing. Neither the OCP nor the LUB define affordable housing. The South Pender Island Land Use Bylaw does not contain any zones or provisions specifically for affordable housing.

Saturna Island Local Trust Area:

Key Findings:

Saturna Island borders the Strait of Georgia in the Southern Gulf Islands. It has a population of 335 (Census 2011) people and covers an area of 3,570 ha. Saturna Island’s OCP has one policy related to affordable housing, requesting the LTC to consider social and economic diversity when considering matters of development, affordability, special needs or rental opportunities. The Saturna Island Land Use Bylaw does not have a specific zone for affordable housing, but has one zone for seniors housing and assigns density according to parcel size.

Mayne Island Local Trust Area:

Key Findings:

Mayne Island is located 20 km northeast of the Swartz Bay ferry terminal and covers an area of 2,320 ha. Census data for 2011 reported a population of 1,071 people in the local trust area. The Mayne Island Official Community Plan has policies for secondary suites and cottages that have been implemented in the Land Use Bylaw. It also addresses affordable housing, and has some affordable housing policies included in an amenity zoning policy. The Mayne Island Land Use Bylaw does not have a specific zone for affordable housing, but it has one zone for seniors housing.

Galiano Island Local Trust Area:

Key Findings:

Galiano Island also borders the Strait of Georgia in the Southern Gulf Islands. This Local Trust Area, with a population of 1,138 people, covers 6035 ha and includes several smaller, associated islands. The Galiano OCP restricts increases in density except for affordable and special needs housing. The OCP defines affordable housing as “rental or owned housing that can be acquired without exceeding 30 per cent of the median gross income of low to moderate income families on Galiano.” The OCP has specific policies to guide rezoning applications for affordable housing and policies to guide the LTC’s consideration of more opportunities for affordable housing. The Galiano Island Land Use Bylaw has a specific zone for affordable housing, the Community Housing 1 Zone (Galiano Green) and has a “Community Facility Zone” that permits

affordable and special needs housing, among other uses. The Galiano Island Land Use Bylaw allows cottages in some zones. The Galiano LUB permits cottages with up to 80m² (861 ft²) in floor area and with a 9 m (29 feet) height limit (no greater than two-storeys). The Galiano Island Land Use Bylaw also permits secondary suites.

ISLAND MUNICIPALITIES

Bowen Island Municipality

Key Findings:

The Municipality of Bowen Island is a few kilometres from downtown Vancouver, with a population of about 3,500 permanent residents. Bowen incorporated in 1999, and as an island municipality has more tools available to require and provide affordable housing than its Local Trust Committee counterparts. For example, the municipality can own land and administer a housing reserve fund. The municipality also has control over the issuing of occupancy permits under the BC Building Code.

The Bowen Island Affordable Housing Policy requires developers planning more than three units of housing to contribute either affordable housing units (15% of gross floor area of development), or an equivalent financial contribution, to a housing reserve fund. The Bowen Island OCP mirrors the housing policy and requires land or cash contributions. Secondary Suites are permitted on Bowen Island in most residential zones. Secondary Suites do not count towards total number of units capped by Bowen’s OCP.

Conclusion

The challenge of creating affordable housing becomes easier when the policy framework is in place to support it. Islands that have policy guidance for LTCs to consider when deciding on rezoning applications offer certainty to affordable housing proponents and the community, in knowing what to expect from the process.

Within the context of the Islands Trust Area, policy decisions are guided by the “preserve and protect” mandate, new development is bounded by observable limits to growth and resources, and a rural community character defines a collective sense of place. There are policy trade-offs required to retain socio-economic diversity, without putting too much pressure on the water, land, and infrastructure. Some islands have met this challenge with policies that restrict any increase in density, except for the development of affordable housing. Such constraints put definitions of affordable housing at centre stage and the terms of ensuring affordability, often through deed-restrictive housing agreements, central to local trust committee deliberations.

This report has been provided as an inventory of the regulatory and policy frameworks for affordable housing throughout the Trust Area. The report provides a “snapshot” of indicators for how each LTA (including the Bowen Island Municipality) addresses affordable housing in its policy framework, and introduces the “Trust Area Community Planning Inventory,” a working document that lists all the known affordable or community housing projects in the Trust Area.

Appendix 1:

Baseline Snapshot of Housing Policy in the Trust Area

Island	Affordable Housing Zones	Definition of affordability in LUB/OCF	Cottages Permitted in LUB	Secondary Suites Permitted in LUB	OCF Vision, Goals, Objectives addressing affordable Housing	OCF policy guidance for affordable housing rezoning applications	OCF direction for LTC/Council to amend LUB for Affordable Housing	Housing Needs Assessment	Affordable Housing Strategy
Hornby	Yes	Yes	With TUP	Yes	Yes	Yes	Yes	2018	No
Denman	Yes	Yes	No	Yes	Yes	Yes	Yes	2018	No
Lasqueti	No	No	No	No	Yes	No	No	2018	No
Gabriola	No	Yes	Yes	Only in ALR	Yes	Yes	Yes	2018	No
Thetis	No	No	Seasonal occupancy	No	No	Yes	No	2018	No
Salt Spring	Yes	Yes	Seasonal occupancy	Yes	Yes	Yes	Yes	2015	Yes
N. Pender	No	No	Yes	Yes	Yes	Yes	No	2018	Yes
S. Pender	No	No	Yes	No	Yes	No	No	2018	No
Saturna	No	No	Yes	No	Yes	No	No	2018	No
Mayne	No	No	Yes	Yes	No	No	No	2018	No
Galiano	Yes	Yes	Yes	Yes	Yes	Yes	Yes	2018	No
Gambier	No	Yes	Yes	No	No	Yes	No	2018	No
Bowen	No	Yes	No	Yes	Yes	Yes	Yes	2008	Yes

Appendix 2: Regulatory and Policy Excerpts

Official community plans are legal policy documents intended to manage growth and guide future development. The OCPs guide each community's vision for how the island should change; it is defined in law as "a statement of objectives and policies to guide decisions on planning and land use management."

An OCP typically contains broad goals, objectives for particular land uses, specific policies for each land use, general advocacy policies, maps and development permit areas. The OCP policies guide local trust committee decision-making and are implemented by other tools, principally land use bylaws that prescribe zoning.

Land Use Bylaws are regulatory bylaws that divide land into different zones and specify the types of uses and density (i.e. the number of dwellings) permitted in each zone; LUBs may also include both zone-specific and general requirements for measures such as building floor area, height, site coverage, siting and setbacks, parking, landscaping and screening, run-off control, signage, subdivision and servicing. The LUB is the main tool for implementing OCP policies through land use regulations, particularly zoning. Some islands have specific zones for affordable, seniors, community or special needs housing developments.

The following provides excerpts from each Local Trust Area and Bowen Island Municipality of policies that address affordable housing, seniors housing and approach to residential density in general, including where cottages or secondary suites are permitted. Because the policies have been imported directly from each land use bylaw and official community plan the formatting and language is not always consistent.

NORTHERN REGION

Hornby Island Local Trust Area

Excerpts from Hornby Island's OCP:

Official Community Plan # 149:

"All areas with the CH (Community Housing) and LC (Land Co-operative) designations are subject to the following objectives and policies.

Objectives:

The objectives of this subsection are:

- (1) to provide for a range of housing opportunities including the creation of affordable, rental and special needs housing;
- (2) to enable affordable, rental and special needs housing options that are compatible with the Island's environment and character;
- (3) to provide for community initiatives to address the housing needs associated with age, disability, and/or moderate and low income through the provision of community housing;
- (4) to provide opportunity for non-profit housing situations to meet the needs associated with age, disability, and/or moderate and low income; and
- (5) to support land co-operatives with the intention of providing opportunity for common ownership through co-operative land tenure."

Community Housing Policies

Policies in Section 6.1 and section 6.3.1 apply to this subsection.

- 6.3.5.1 The principal use of lands designated for Community Housing (CH) should be affordable or special needs residential.
- 6.3.5.2 Parcels designated Rural Residential (RR) that have demonstrated ability to meet Provincial Ministry standards of water, grey water (sewage and waste water) treatment and other health and environmental requirements, may be considered upon application for a site specific rezoning (See Section 7.3). A development plan is required upon application rezoning that includes information regarding future development phases, projected densities, impacts on the land and neighbourhood including the provision of waste supply, waste disposal and retention of natural vegetation.
- 6.3.5.3 A housing agreement may be required upon application for rezoning to Community Housing.
- 6.3.5.4 Criteria that should be addressed in the provision of community housing includes:
 - (a) the form of tenure of the housing units;
 - (b) the availability of the housing units to persons whose special needs are to be accommodated;
 - (c) the administration and management of the housing units, including the manner in which the housing units may be made available to persons with special needs referred to in paragraph (b); and
 - (d) rents and lease, sale or share prices that may be charged, and the rates at which these may be increased over time, as specified in an agreement or as determined in accordance with a formula specified in an agreement.
- 6.3.5.5 Community housing developments should be encouraged to be located where there is compatibility with existing and potential land use on neighbouring parcels.
- 6.3.5.6 Community housing developments should be of a scale and character that is compatible with the neighbourhood ambience and the natural environment.

- 6.3.5.7 Lot A, Section 11, Hornby Island, Nanaimo District, Plan VIP87054, designated (AG), may be used to provide affordable or special needs housing.
- 6.3.5.8 Universal access design principles should be incorporated into the built environment to support the provision of equitable access for all abilities.

Affordable Housing Policies

- 6.3.5.9 Shared land ownership is recognized as one means of providing a more affordable ownership of land and may be supported in land use regulation in lieu of subdivision of land where supported by policy in section 6.3.3 and section 6.3.6 of this Plan.
- 6.3.5.10 A non-commercial campsite may be considered within areas designated to permit Community Service Use as a means to provide temporary summer accommodation for summer workers, summer visitors and displaced residents who cannot otherwise find accommodation.
- 6.3.5.11 Housing should be permitted on land designated for community service use provided it is affordable housing or provides for persons with special needs.

Rental Housing Policies

- 6.3.5.12 Residential use should be an accessory use on land zoned commercial use and may be a means to provide rental housing opportunities.
- 6.3.5.13 A secondary suite, limited in size and contained within a permitted dwelling, may be permitted on larger rural lots (in accordance with policies in section 6.3.3 (Rural Residential) of this Plan), and despite section 6.3.3, on lots 2.0 hectares or larger in order to provide rental opportunities provided the owner or residential tenant occupies the principle residence.
- 6.3.5.14 A detached unit used to provide temporary accommodation for a relative or a care-giver or to provide temporary affordable rental accommodation under the *Residential Tenancy Act* may be permitted through a Temporary Use Permit (in accordance with guidelines specified in Section 6.10 (Temporary Use Permits)),

NOTE: The use of such a permit will only define the permitted use and the temporary nature of such use and cannot manage who may occupy the temporary accommodation.

Advocacy Policies for Rental Housing

- 6.3.5.15 Owners of land where a second dwelling is permitted are encouraged to provide the second dwelling as ongoing rental accommodation to increase the available rental housing supply unless the second dwelling is otherwise used or needed for use by the owner.
- 6.3.5.16 Written agreements under the *Residential Tenancy Act* are strongly encouraged for the rental of dwelling units.

Special Needs Housing (including housing for seniors) Policies

- 6.3.5.17 Lot B, Section 10, Nanaimo District, Plan 18085, which is zoned for elder housing, may be considered for zoning amendments to increase the number of units and may be expanded through the acquisition of adjoining land.
- 6.3.5.18 A supported living facility, a hostel and other facility for providing emergency and/or temporary accommodation should be permitted on land zoned for community service use (in accordance with policies in section 6.2 (Community Service Use) of this Plan).
- 6.3.5.19 The Local Trust Committee may explore opportunities for temporary accommodation for summer workers and/or displaced residents.
- 6.3.5.20 Parcels designated residential that have demonstrated ability to meet Provincial Ministry standards of water, grey water (sewage and waste water) treatment and other health and environmental requirements, may be considered upon application for a special needs housing site specific rezoning. A development plan should be provided with any application for rezoning and shall include information regarding future development phases including projected densities, impacts on the land and neighbourhood including the provision of waste supply, waste disposal and retention of natural vegetation (See Section 7.3).

Advocacy Policies for Special Needs Housing

- 6.3.5.21 Hornby Island residents are encouraged to provide and support home care and home repair assistance initiatives for seniors as a means of extending the opportunities for independent living.
- 6.3.5.22 Where appropriate to personal needs and preferences, Hornby Island residents are encouraged to make available in their homes opportunities for boarding and other joint living arrangements to expand the range of living opportunities for persons with special needs or who seek affordable housing.

Land Co-operative Policies

- 6.3.5.23 Upon application, properties 4 hectares or greater may be considered for “land co-operative” rezoning supported by submission of an impact assessment plan. (See Section 7.3)
- 6.3.5.24 Two properties have been designated as Land Co-operatives in this Plan. Subsequent land use bylaw regulations may be created to address historical situations where parcels are in common ownership with each member owning a share believing the share granted him/her the right to build a house.
- 6.3.5.25 The principal permitted uses in this designation should be residential and agricultural.
- 6.3.5.26 Home occupations subject to land use bylaw regulations may be permitted but should be limited to those having little impact on the area's character and environment.”

Excerpts from Hornby Island's Land Use Bylaw:

Hornby Island's [Land Use Bylaw #150](#) zones two properties for *community housing* (see section 8.3).

Residential 3 – Community Housing (R3) Zone (Elder Housing):

- Refers to one 2 hectare (5 acre) property.
- In addition to allowing one (regular) dwelling unit, the zone permits a maximum of six *community housing dwelling units* for every 1.0 hectare (0.4 acre) of lot area, to a maximum of 20 community housing dwelling units per lot;
- Also one community facility as well as accessory buildings and structures with limited floor areas.
- The floor area of the dwellings is regulated as follows:
 - The floor area of a residential dwelling unit must not exceed 150 m² (1615 ft²).
 - The floor area of a dwelling unit in a community housing development must not exceed 150 m² (1615 ft²).
 - The floor area of an accessory community facility must not exceed 200 m² (2153 ft²).
- The overall footprint is managed through a maximum 10% lot coverage for any lot having an area of 1.0 hectare (0.4 acres) or more, and a maximum lot coverage, and 15% maximum lot coverage for lots that are less than 1.0 hectare in area.
- For more information on the Elder Housing Project, see Section 9 [of the Hornby Island OCP].

Residential 3A – Community Housing (R3A) Zone (ISLA)

- Refers to one 7.4 ha (18.3 acres) property.
- Permits a maximum of five community housing dwelling units per 1.0 hectare (0.4 acre), with a maximum of 30 *community housing dwelling units* per lot;
- Dwellings must be used for residential uses;
- Attached housing is permitted;
- a maximum of four live/work studios per lot;
- accessory buildings and structures;
- One accessory community facility; and
- The overall footprint is managed through a maximum 10% lot coverage for any lot having an area of 1.0 hectare (0.4 acres) or more, and 15% maximum lot coverage for lots that are less than 1.0 hectare (0.4 acres) in area.

Hornby Island's Land Use Bylaw also permits *secondary suites* (see section 3.8). Some main regulatory features are:

- Must be wholly within the principal residential dwelling;
- Must contain at least one bedroom and bathroom, a separate kitchen and living area
- Must be occupied by the owner or residential tenant
- Must be limited in size to 40% of the floor area of the principal dwelling unit to a maximum floor area of 90 m².
- Is not permitted in areas of the island designated as having high aquifer vulnerability.

Hornby Island's Land Use Bylaw does not permit secondary dwellings or cottages, however there is provision in the OCP to permit a detached dwelling unit for a relative or caregiver of the occupant under a Temporary Use Permit.

Denman Island Local Trust Area:

Excerpts from Denman Island's Official Community Plan:

[The Denman Island Official Community Plan](#) #185 Housing Policies:

"Policy 10 - In the Rural designation zoning regulations should generally permit one dwelling unit per lot, including a secondary suite, provided that the land owner provides the Local Trust Committee with proof of adequate water supply for each dwelling unit without endangering the water supply of adjacent land owners. A secondary dwelling unit may be permitted on a lot if approved by a Temporary Use Permit.

Policy 11 - The overall residential density on Denman Island should generally not increase beyond that permitted by existing zoning on the date this Plan was adopted except that an increase of approximately 5 per cent may be permitted to accommodate zoning amendments for special needs and affordable housing, secondary dwelling units approved by the Denman Island Local Trust Committee under a Temporary Use Permit and site-specific zoning amendment applications under Policy 29 of this Section. Notwithstanding the foregoing, secondary suites contained within the footprint of conforming dwelling units are not deemed to contribute to density calculations for the purposes of this policy.

Policy 13 - In the Sustainable Resource designation, zoning regulations should permit one dwelling including a secondary suite per parcel.

Policy 15 - The Local Trust Committee may approve secondary dwelling units on lands within the "Rural" and "Sustainable Resources" designations through a Temporary Use Permit in order to address housing objectives as defined in the Official Community Plan.

Policy 17 - The Local Trust Committee should encourage the establishment and work of non-profit land trusts for affordable housing.

Policy 18 -The Local Trust Committee should consider amendments to this Plan allowing the Committee to accept and hold for affordable housing purposes, in accordance with the guidelines in Appendix D, any unused residential densities that are relinquished by owners of lots with subdivision potential or available through land sold or given for conservation or park.

Policy 19 -The Local Trust Committee should review the policies in this section once the final report is available for the Hornby and Denman Island Housing Needs Assessment, with a view to determining whether further opportunities for affordable housing are needed and what form any such opportunities should take.

Policy 29 - The Local Trust Committee should consider zoning amendment applications for affordable housing projects provided:

- that the proposal is not located in a connectivity area identified on Schedule D;
- that the proposal does not impact negatively on adjacent properties;

- that the proposal is small-scale;
- that the proposal is clustered and the siting and height are sensitive to surrounding land uses;
- that the proposal proves an adequate supply of potable water and an adequate sewage disposal system;
- that any environmentally sensitive areas on the lot are identified and the applicant undertakes a conservation covenant to protect such areas;
- that the proposed development will not place a strain on existing public services and infrastructure.

Excerpts from Denman Island's Land Use Bylaw:

Denman Island's [Land Use Bylaw #186](#) allows one affordable housing unit on a three acre property with site specific zoning:

"R1(4) 1 Despite Tables 2 and 3 of this section, single family dwelling units and buildings and structures accessory to single family dwelling units are not permitted and instead, one *affordable housing dwelling unit* is permitted, and buildings and structures accessory to the *affordable housing dwelling unit* are permitted."

Denman Island's Land Use Bylaw permits secondary suites in some zones, and requires Temporary Use Permits for cottages (secondary dwelling units):

Secondary Suites and Dwelling Units

4 Secondary dwelling units may be permitted, subject to conditions, by Temporary Use Permit on lands zoned as "R2" (Rural Residential), "A" (Agriculture), "F" (Forestry) and "RE" (Resource). Secondary suites are generally permitted within these zoning designations without the need for a Temporary Use Permit.

- 5 A secondary suite is permitted within a dwelling unit provided that:
- a) Either the dwelling unit or secondary suite is occupied by the owner of the dwelling unit; or the dwelling unit or the secondary suite is occupied by a person other than the owner who has responsibility for managing the property, including dealing with complaints of neighbours arising from the occupancy of the property;
 - b) There is a maximum of one secondary suite permitted per lot;
 - c) The secondary suite is contained within the walls of a permitted dwelling unit;
 - d) The secondary suite shall have an external access only which is separate from that of the principal dwelling;
 - e) The floor area permitted for a secondary suite is no more than 40% of the floor area of the dwelling unit to a maximum of 90 square metres;
 - f) One off-street parking space is provided for the exclusive use of the secondary suite; and
 - g) The secondary suite is not subdivided from the principal dwelling unit under the *Land Title Act* or the *Strata Property Act*.
- 6 Where permitted by a Temporary Use Permit a secondary dwelling unit shall:

- a) Not have a floor area in excess of 140 square metres;
 - b) Shall not be located more than 60 metres from the principal residence unless otherwise approved by the Local Trust Committee as a condition of the permit; and
 - c) Be connected to an approved sewerage system.
 - d) Include a rainwater catchment and storage system for a capacity of at least 1,000 gallons unless otherwise approved by the Local Trust Committee as a condition of the permit.
- 7 A written plan for the supply of water is to be provided that demonstrates an adequate supply of potable water prior to the issuance of any permits to allow the use.
 - 8 Where water is supplied to a secondary suite or a secondary dwelling unit by a community water system, the operator of the community water system must provide written confirmation that it has sufficient capacity prior to the issuance of any permits to allow the use.
 - 9 Where water is to be supplied from a surface water body, a water license, issued by the Province, must permit the withdrawal of the required amount of water prior to the issuance of any permits to allow a secondary suite or secondary dwelling unit.

Lasqueti Island Local Trust Area:

Excerpts from Lasqueti Island's OCP:

The Lasqueti [Official Community Plan Bylaw #77](#) has the following objective for affordable housing:

Objective 4 - To support the establishment of affordable housing, special needs housing and provide the opportunity for Island seniors to remain in the community.”

Excerpts from Lasqueti Island's Land Use Bylaw:

The Lasqueti Island [Land Use Bylaw #78](#):

3.9. Dwellings and Guest Cabins Per Lot

- (1) Unless otherwise regulated in this Bylaw, any upland lot is permitted to have one dwelling.
- (2) Unless otherwise regulated in this Bylaw, the following number of dwellings are permitted per lot:
 - (a) Subdivision District A: one (1) dwelling per four (4) hectares (9.88 acres) of lot area.
 - (b) Subdivision District B: one (1) dwelling per eight (8) hectares (19.76 acres) of lot area.
 - (c) Subdivision District C: one (1) dwelling per 65 hectares (160.61 acres) of lot area.
- (3) For each permitted dwelling, a guest cabin not exceeding 56 square metres (602.7 square feet) in floor area is permitted.
- (4) For the purpose of calculating density, six (6) tenting sites are considered equivalent to one dwelling density.

Gambier Island Local Trust Area:

The Gambier OCP addresses affordable housing and defines it. The OCP states that because of the small population and limited services, affordable housing is “best addressed on an individual basis within single family or associated secondary dwellings rather than through formalized housing programs.” The Gambier Island Land Use Bylaw does not have a specific zone for affordable housing, but has a “Community Facility Zone” that permits affordable and special needs housing, among other uses. The Gambier Land Use Bylaw uses a different approach in addressing cottages than other islands do, with the permitted size of the cottage increasing in increments depending on the size of the property. Cottages on Gambier can therefore range in size from 60 m² (645 ft²) on one acre lots, to 200 m² (2,152 ft²) on properties greater than five acres in area.

Gabriola Island Local Trust Area:

Excerpts from Gabriola Island’s OCP:

The Gabriola Island [Official Community Plan #166](#) states:

“This Plan only supports the realization of additional residential density without subdivision when used for Affordable Housing for Special Needs residents and Seniors.

- Increasing residential density through redesignation/rezoning shall not be permitted with the exception of Special Needs and Seniors’ affordable housing.
- With the exception of affordable housing, no provision shall be made for multi-dwelling residential use in the Planning Area.

Multi-dwelling Affordable Housing Policies

- a) Any lands designated for Multi-dwelling Affordable Housing in this Plan shall also be designated as part of DP-8 on Schedule C and the permit guidelines as outlined in Section 9.3 shall apply.
- b) Any land currently designated Seniors development and Special Needs (SSN) in Schedule B of this Plan shall remain under this designation until future application to designate a site for multi-dwelling affordable housing amends this Plan.
- c) The amenity zoning provisions of Section 904 of the *Local Government Act* shall only be permitted to be used on Gabriola to facilitate the provision of Multi-dwelling affordable housing for seniors and Special Needs residents.
- d) Densities for the creation of Multi-dwelling Affordable Housing for low-income families shall come only from banked densities as noted in Appendix 2 (Density Bank) of this Plan.
- e) Multi-dwelling Affordable Housing developments with mixes of Special Needs residents, seniors and low-income families are encouraged.

- f) An application to re-zone a parcel for Multi-dwelling Affordable Housing shall be permitted only if the application complies with the following:
 - i. the maximum density shall not exceed 12 units per hectare;
 - ii. the maximum number of dwelling units per development shall not exceed 24;
- g) the average size of a dwelling unit shall be not greater than 83 square metres (900 sq.ft);
- h) 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;
- i) 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;
- j) common area amenities, such as kitchen and recreation facilities, shall be provided for prior to occupancy;
- k) where practical, in the opinion of the Gabriola Island Local Trust Committee, no parcel redesignated for Multi-dwelling Affordable Housing shall be contiguous to another parcel so designated;
- l) the provisions of the Gabriola Island zoning bylaw may contain other general regulations pertaining to siting, height, lot coverage, servicing and other requirements which would also be applicable to a parcel in this land use designation;
- m) the proposal shall include an adequate fire suppression water supply which shall be maintained and be available for use on site; and
- n) the minimum lot size shall be 1 ha (2.4 acres).
- o) In considering applications for the rezoning of lands to permit Multi-dwelling Affordable Housing, the applicant shall be required to:
 - i. identify the anticipated costs of the proposed land and housing to purchasers or occupants which are not meant to be marketed off-island;
 - ii. establish the basis of the housing need of existing residents;
 - iii. specify affordability in keeping with the provisions of this Plan; and
 - iv. specify Special Needs housing requirements.
- p) As a condition of rezoning for Multi-dwelling Affordable Housing, a housing agreement pursuant to s. 905 of the *Local Government Act* shall be required and shall include provisions that:
 - i. ensure the maintenance and stability of affordability in perpetuity;
 - ii. specify how the housing project will be managed and administered including, if deemed applicable, that it be operated on a not-for-profit basis;
 - iii. specify 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
 - iv. specify the mix of rental and ownership housing units permitted.
- q) In addition to 2.4 g), a housing agreement for Multi-dwelling Affordable Housing for seniors only shall also:

- i. specify that at least one individual who has attained 60 years of age shall reside in each dwelling unit; and
 - ii. specify that not more than three individuals may reside in each dwelling unit.
- r) Multi-dwelling Affordable Housing applications must demonstrate the lowest possible net water, waste, green house gas emissions and energy use.
- s) The Density Bank 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.
- t) The Local Trust Committee encourages other level of government and non-profit groups to work towards the establishment of a Housing Agency on Gabriola Island; support collaborative community efforts to develop an Affordable Housing Strategy; and support the inclusion of Gabriola in Regional Housing Trust Funds.
- u) Local service clubs, non-profit organizations and others that may provide affordable housing are encouraged to develop projects in keeping with the policies of this Plan.
- v) The Local Trust Committee encourages the establishment and work of non-profit community land trusts for the acquisition of land for, and construction and management of, Multi-dwelling Affordable Housing units.

2.6 Single-family Affordable Housing

Background: A community plan is intended to contain a statement concerning the provision of affordable housing in the community. On Gabriola, where there is no provision for multi-family housing, allowance for an accessory cottage, on parcels 2.0 hectares or larger, is looked upon as an appropriate means of addressing the island's need for single-dwelling affordable housing. Single-dwelling affordable housing means accessory cottage housing that does not exceed 65 square metres (700 square feet) in area and which 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 Census Canada information).

Single-dwelling Affordable Housing Objectives:

1. To ensure a supply of affordable housing is provided for on Gabriola in a manner which does not detract from Gabriola's rural island character.

Single-dwelling Affordable Housing Policies:

a) Provision for an accessory cottage on a parcel of 2.0 hectares or larger (as per policy 2.1g), shall be recognized as the Gabriola means of providing for single-dwelling affordable housing in a rural low density context."

Excerpts from Gabriola Island's Land Use Bylaw:

The Gabriola Island [Land Use Bylaw #177](#):

The Gabriola LUB permits secondary suites in the Agricultural Land Reserve:

“on lots 2.0 hectares (4.94 acres) or larger in the Agriculture Land Reserve, one secondary suite per lot, not exceeding 90 square metres (968.7 square feet), or 40% of the habitable floor space of the dwelling, whichever is less and with the approval of the local Health Authority with respect to the provision of sewage disposal”

The LUB permits accessory cottages:

B.6.3.1 *Cottages* are for residential use and any use for overnight accommodation on less than a monthly basis for monetary gain is prohibited.

B.6.3.2 The maximum permitted *floor area* for a *cottage* is 65.0 square metres (699.7 square feet).

Thetis Island Local Trust Area:

Excerpts from Thetis Island's OCP:

The [Thetis Island Official Community Plan #88](#) has the following policies:

Residential Policies

6. The overall residential density on Thetis Island should not increase beyond that permitted by existing zoning except that a small increase may be considered to accommodate zoning amendments that would result in affordable housing, special needs housing, or conservation of lands with conservation value.

15. The zoning for the provision of housing for affordable, rental and special needs should be considered if a community need can be demonstrated.

18. The Cowichan Valley Regional District is encouraged to establish a housing authority to hold housing agreements for affordable housing on Thetis Island.

Excerpts from Thetis Island's Land Use Bylaw:

[Thetis Island Land Use Bylaw 89](#):

1.3. Density of Uses, Buildings and Structures (R-1)

a) Maximum number of single family *dwelling units* per *lot* 1

b) Maximum number of *guest cottages* per *lot* 1

c) In the R-2 zone, only one *dwelling unit* is permitted on *lots* having an area of less than 8.0 hectares.

d) In the R-2 zone on *lots* having an area of 8.0 hectares or more, one *dwelling unit* other than a *guest cottage* is permitted in respect to each full 4.0 hectares of *lot* area if the owner grants a covenant prohibiting subdivision of the *lot*. If the owner does not provide a covenant prohibiting subdivision of the *lot*, the maximum number of *dwelling units* is one.

e) In the R-2 zone one *guest cottage* is permitted on *lots* having an area of between 0.8 and 8.0 hectares.

f) In the R-2 zone on *lots* having an area of 8.0 hectares or more one *guest*

cottage is permitted in respect of every *dwelling unit* permitted under article 5.1.3 (d).
g) Maximum combined *lot coverage* of *buildings* and *structure* 35% 10%

SALT SPRING REGION

Salt Spring Island Local Trust Area

Excerpts from Salt Spring Island's OCP:

Salt Spring Island [Official Community Plan Bylaw 434](#):

RESIDENTIAL LAND USE OBJECTIVES AND POLICIES

Policy: B.2.1.2.1 Zoning changes should be avoided if they would likely result in a larger island population than is expected under the development potential zoned in 2008. Exceptions to this policy are to be few and minor and only to achieve affordable housing and other objectives of this Plan.

B.2.4 Residential Neighbourhoods Designation

Policy B.2.4.2.2 Zones within the Residential Neighbourhoods Designation will continue to accommodate the medium density residential uses and the other compatible land uses allowed in the existing bylaw. Existing commercial, industrial and multi-family zones will also remain, but zoning changes should not be made to locate more of these zones on additional lands in this Designation, with the exception of multiple-family affordable housing projects.

B.2.5 Rural Neighbourhoods Designation

Policy B.2.5.2.5 Despite the minimum lot sizes indicated in Policy B.2.5.2.3, the Local Trust Committee could consider a rezoning application from a property owner to develop a new hamlet or village site in this Designation, as outlined in Policy B.2.3.2.2 or to allow an affordable family-oriented housing development as outlined in Policy B.2.2.2.18.

B.3.3 Industrial and Commercial Services

Objective B.3.3.1.5 To allow for the development of affordable homes in combination with industrial land uses.

B.5.1 General Village Land Use Objectives and Policies

Policy B.5.1.2.2 Zoning in Village Designations will continue to allow the mix of commercial, institutional, cultural, and multi-family land uses that are currently allowed. Commercial zoning should be simplified with fewer zones and a broader range of uses allowed in each. The maximum residential density allowed on any single property will remain at 37 units per ha. However, where a multifamily development is comprised of special needs housing or affordable seniors' supportive housing, the density of development may exceed 37 units per ha, provided it does not exceed a floor space ratio of 0.6, a site coverage of 33 percent, a maximum of two storeys and a maximum of 50 units in any one development.

B.5.2 Ganges Village Designation

Policy B.5.2.2.3 The Local Trust Committee should consider rezoning applications that would allow the addition of some affordable and special needs housing in the Ganges Village Designation, as outlined in Section B.2.2.2.

B.5.3 Fulford Village Designation

Policy B.5.3.2.5 Pending the completion of a comprehensive local area plan for Fulford Village, the Local Trust Committee should only consider rezoning applications that would allow the addition of some affordable and special needs housing in the Fulford Village Designation, as outlined in Policy B.2.2.2.18.

B.5.4 Channel Ridge Village Designation

Policy B.5.4.2.3 The Local Trust Committee should consider rezoning applications that would allow the addition of some affordable and special needs housing in the Channel Ridge Village Designation, as outlined in Policy B.2.2.2.17.

Seasonal Cottages

B.2.2.2.16 Seasonal cottages should continue to be allowed wherever they are allowed by current zoning. The Local Trust Committee may also consider amending the Land Use Bylaw to allow the use of seasonal cottages as full time affordable rental housing units in certain areas. In order to encourage housing for families, the Land Use Bylaw may be amended to permit cottages with a maximum floor area of 90 m² on lots 2 hectares or larger in area, while retaining the existing floor area limits on cottages on lots between 1.2 hectares and 2 hectares in area. Any amendment to zoning to allow cottages to be used as full time residences should address the following criteria:

- a) Full time residence of cottages should only be allowed in areas with an adequate supply of potable water.
- b) Full time residence of cottages should not be allowed in areas that are community water system supply watersheds or in community well capture zones.
- c) New construction of cottages for full time residence should be not allowed in areas containing sensitive ecosystems or areas that are hazardous for development.
- d) The use of cottages will not be for short-term rental in accordance with the Land Use Bylaw.
- e) Building safety and waste disposal issues are addressed through compliance with the B.C. Building Code and applicable health standards.
- f) The Local Trust Committee will consider the use of housing agreements and other measures to ensure that cottages are affordable and to address occupancy.
- g) The Local Trust Committee will work with the Capital Regional Housing Corporation on the administration of housing agreements in order to implement this policy.
- h) The Local Trust Committee should co-ordinate implementation of zoning changes with Capital Regional District Building Inspection and the Vancouver Island Health Authority.
- i) The Local Trust Committee may also consider limits on the location of cottages to minimize dependency on private automobiles.
- j) The Local Trust Committee will make zoning changes incrementally and monitor changes in order to have the effect of limiting the overall number of full-time units on the island.

- k) The Local Trust Committee will consider an annual registration system in order to remain informed about the number and location of occupied cottages.

Other OCP Policies and Objectives related to affordable housing:

Affordable, rental and special needs housing

OBJECTIVES

B.2.2.1.1 To provide opportunities for the creation of affordable, rental and special needs housing.

B.2.2.1.2 To integrate affordable, rental and special needs housing into appropriate residential areas where community services are most accessible.

B.2.2.1.3 To provide, through zoning, the opportunity for island seniors to remain in the community, especially in their own or their families' homes.

B.2.2.1.4 To recognize the value of maintaining existing manufactured home parks as an important source of housing within the community.

B.2.2.1.5 To co-operate with senior governments, the Capital Regional District, housing industry, funding sources and community organisations to provide affordable, rental and special needs housing on Salt Spring Island.

B.2.2.2 POLICIES

B.2.2.2.1 The Local Trust Committee will initiate a Housing Needs Assessment, to be updated regularly and on the basis of which the Local Trust Committee may establish priorities for consideration of affordable housing applications.

B.2.2.2.2 The Local Trust Committee, in co-operation with the Capital Regional District and the community, should work to establish a target level for the percentage of rented and owned affordable housing units in the total housing stock, based on projected community housing needs.

B.2.2.2.3 All rezoning applications for affordable housing projects should include evidence of:

- a) need for the housing.
- b) an adequate water supply for potability and for fire protection.
- c) means of sewage disposal.
- d) energy and water efficient building design.
- e) not degrading a sensitive ecosystem.
- f) not being sited in an area subject to hazardous conditions.

Amenity Zoning

B.2.2.2.5 Land for affordable housing is an eligible community amenity, which could be exchanged for a higher density of development as outlined in Appendix 3.

Inclusionary Zoning

B.2.2.2.6 When the Local Trust Committee is considering a rezoning application involving a significant increase in residential density the Local Trust Committee should require that the application include provision of affordable housing.

B.2.2.2.7 The Local Trust Committee may consider amending zoning to require that on-site staff accommodation be provided for larger new commercial developments.

B.2.2.2.8 Zoning could be changed to allow small, affordable homes to be located above commercial buildings in villages. Existing zoning (that only allows two storeys) could be relaxed to allow such homes to occupy a third storey, provided that impacts on view corridors are taken into account.

B.2.2.2.9 Where a lot has subdivision potential, the Local Trust Committee should consider rezoning applications that would allow the property owner to build (without subdividing) the same number of single family dwellings on the lot as could be built after subdivision. Such shared residential rezoning applications should be consistent with the guidelines in H.2.1 of Appendix 2.

Flexible Housing Units

B.2.2.2.10 In zones where single family dwellings are presently allowed, the Local Trust Committee should consider changing local zoning to also allow (as an alternative to a single family dwelling), a flexible unit dwelling that:

- a) has a maximum of two storeys, and
- b) has a maximum floor area, and
- c) could contain between one and three dwelling units, depending on the needs and wishes of the property owner.

Flexible unit dwellings should only be allowed on lots larger than 1.2 ha or on smaller lots in village areas. If zoning is changed to allow flexible unit dwellings, design guidelines and zoning regulations should be developed to ensure the dwellings fit into single-family neighbourhoods

B.2.2.2.11 If flexible unit dwellings are allowed, they should be allowed in only a few zones on a trial basis to find out if they do supply needed housing without having a negative effect on neighbouring properties. Flexible unit dwellings should not be allowed in zones within the Watershed-Islet Residential Designation unless they are shown not to increase population or sewage generation over that expected in single family dwellings.

B.2.2.2.12 Flexible unit dwellings could also be allowed in zones in the Industrial and Commercial Services Land Use Designation, where a property is primarily used for industrial and commercial services purposes.

B.2.2.2.13 If flexible unit dwellings are allowed, they should not be converted into separate strata-titled dwelling units.

Boarding Houses

B.2.2.2.14 Boarding houses, single family dwellings where rooms are available for on-going residential occupancy, should be allowed to operate as home based businesses in all zones where single family dwellings are allowed.

Multi-Family Dwellings

B.2.2.2.17 Applications for strata conversion (strata titling) of existing multi-family dwellings that contain more than three units should be considered by the Local Trust Committee, especially if such a conversion is expected to increase the community's supply of affordable owned housing. The Local Trust Committee should not approve strata conversions that would replace affordable rental housing with non-affordable owned housing.

B.2.2.2.18 Preference should be given to rezoning applications for multiple-unit affordable housing projects that:

- a) are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents.
- b) would provide owned or rental housing, possibly through non-traditional means such as cohousing, co-operative ownership, sweat equity projects or land trusts.
- c) would create durable, and water and energy efficient housing.
- d) provide walking, transit or cycling links to village services.
- e) provide safe walking, transit, or cycling links to a school, if the project is designed for families.
- f) include appropriate site and building designs, such as those outlined in Development Permit Area 1.
- g) that are in or near island villages, except where the affordable housing would be linked to and support farming.

B.2.2.2.19 The Local Trust Committee should consider changing the local zoning that applies to multi-family zones so that density is guided by floor space ratios as well as units per hectare. Such changes should be considered to provide more flexibility in the type of dwelling units that can be built.

Care Facilities

B.2.2.2.20 Community care facilities will be allowed in zones that permit residential use, as outlined in the *Community Care and Assisted Living Act*.

B.2.2.2.21 The Local Trust Committee should consider changing local zoning to allow small care cottages to be temporarily placed alongside single family dwellings to accommodate those who are disabled or require family care. Temporary suites could also be allowed to serve the same purpose. Should the Committee amend zoning in this way, it should first have a system in place that will ensure the suites or cottages will be used as intended. Care cottages should not be permitted on properties where seasonal cottages or flexible unit dwellings are permitted.

B.2.2.2.22 The Local Trust Committee could consider other innovative strategies that would increase the community's supply of affordable housing, including, but not limited to, consideration of rezoning applications that would permit additional dwellings where the floor area of the dwellings is limited, energy and water efficient design is implemented, and sensitive ecosystems are protected.

Others are encouraged to support the objectives of this Section in the following ways:

B.2.2.2.23 The Local Trust Committee encourages and supports other levels of government and non-profit groups to work towards the establishment of a Housing Agency on Salt Spring Island.

B.2.2.2.24 Local service clubs, non-profit organizations and others that provide affordable, rental and special needs housing are encouraged to

develop projects in keeping with the policies in this Section. Such groups are particularly encouraged to explore the potential for supplying a community pool of care cottages.

B.2.2.2.25 The Local Trust Committee will support the establishment and work of non-profit community land trusts and other organisations for the acquisition of land for, and construction and management of, affordable housing units.

H.3.2 Eligible Community Amenities

H.3.2.1 The Local Trust Committee could consider Amenity Zoning applications that would provide the following eligible community amenities: ...b. land for, or construction of, affordable or special needs housing.

The [Salt Spring Island Land Use Bylaw 355](#) has a number of zones to accommodate specific affordable housing developments (note only an excerpt of the regulations are provided. Please refer to the LUB).

Zone Variation – R1 (a) [Murakami Gardens – .57 acre property]

(2) Despite all other regulations of this bylaw, the only *principal use* permitted within lands zoned R1(a) is not more than 27 *multi-family, affordable housing dwelling units*;

Zone Variation – R6(c) [Norton Road – 11 acre property]

(19) Despite Section 9.9.1 – Permitted Uses of Land, *Buildings* and Structures - of this bylaw, the only principal uses permitted within lands zoned R6(c) are:

(a) not more than 26 *affordable housing dwelling units* which may be *single* or *two-family dwellings*;

Zone Variation – R(m) – [Land Bank Society – 7.77 acre property]

(15) Despite Section 9.10.1 of this bylaw, the only *principal uses* permitted within lands zoned R(m) are:

(a) *Affordable housing dwelling units*.

(16) In addition to the regulations of Section 9.10.2, on lands zoned R(m) the following regulations apply:

(a) The maximum number of *affordable dwelling units* is 10.

(b) *Multifamily buildings* shall not contain more than six (6) *affordable housing dwelling units*.

(c) The maximum number of *dwelling units per lot*, including *single-family dwelling, affordable housing dwelling units* and *seasonal cottages* is 10.

SECONDARY SUITES

The Salt Spring Island LUB permits secondary suites in some areas of the island along the public transit routes, and avoids water sensitive areas and lands services by small scale water districts:

3.15.2 A *dwelling unit* is permitted to contain a *secondary suite* provided that:

- 1) the *dwelling unit* or the *secondary suite* is occupied by the owner of the *dwelling*; or
- 2) the *dwelling unit* or the *secondary suite* is occupied by a person other than the owner who has responsibility for managing the property, including dealing with complaints of neighbours arising from the occupancy of the property.

3.15.3 - There is a maximum of one *secondary suite* permitted per *lot*.

3.15.4 - A *secondary suite* must be contained within the walls of the *building* that contains the *principal dwelling unit*.

3.15.5 - The entrance to a *secondary suite* from the exterior of the *building* must be separate from the entrance to the *principal dwelling unit*.

3.15.6 - The maximum *floor area* for a *secondary suite* is 90m² (968 ft²).

3.15.7 - A *secondary suite* must not be subdivided from the *principal dwelling unit* under the Land Title Act or the Strata Property Act.

3.15.8 - Where a *lot* is supplied by groundwater, a *building* containing a *secondary suite* must have sufficient available groundwater.

3.15.9 - Where a *secondary suite* is supplied by rainwater collection, the rainwater system must be capable of supplying the suite with a sufficient quantity of *potable water*.

3.15.10 - Where water is to be supplied to a *secondary suite* by a combination of sources, a written plan for the supply of water is to be provided that demonstrates an adequate supply of *potable water*.

3.15.11 - Where water is supplied to a *secondary suite* by a *community water system*, the operator of the *community water system* must provide written confirmation that it has sufficient capacity to supply the *secondary suite*.

3.15.12 - Where water is to be supplied from a surface *water body*, a water license, issued or amended after November 30, 1994, must permit the withdrawal of the required amount of water.

SEASONAL COTTAGES

The Salt Spring Island LUB permits seasonal cottages in some zones, on lots 1.2 ha (3 acres) or larger. Under the bylaw, the cottages cannot be used for residential housing:

3.14.1 - Unless otherwise specified, no *seasonal cottage* may be constructed or occupied on a *lot* less than 1.2 ha in *area*.

3.14.2 - The maximum *floor area* of a *seasonal cottage* is 56 square metres.

3.14.3 - A *seasonal cottage* is to be physically detached from any other *building* or *structure*, and may not be constructed or occupied on any *lot* occupied by two or more other *dwelling units*.

3.14.4 - A *seasonal cottage*, including any stairs, decks or porches or other *structures* that are attached to the cottage or that function as part of the

cottage, is not to be located within 6 m of any other *building* on a *lot*.

3.14.5 - A *seasonal cottage* may not have a *basement*, or a garage or *carport* that is physically attached or functions as part of the *seasonal cottage*.

3.14.6 - A *seasonal cottage* may only be used for *temporary* occupation by a person or persons having a permanent residence elsewhere and using the cottage for recreational or vacation purposes. A *seasonal cottage* may be used as part of a *bed and breakfast home-based business* as set out in Subsection 3.13.8, but is not to be used as a separate *commercial guest accommodation unit* that is not operated as a *home-based business*.

3.14.9 - A *seasonal cottage* may be a *mobile home* or a *manufactured home*.

SOUTHERN REGION

North Pender Island Local Trust Area:

Excerpts from North Pender Island's OCP:

The North Pender Island [Official Community Plan Bylaw 171](#) contains the following policies to address affordable housing:

2.1H Accessory housing options such as secondary suites may be permitted as a way to increase the stock of rental housing without negatively impacting the rural sense of place or the carrying capacity of the island.

Affordable Housing Policies

2.1.F Subject to policies in Subsection 2.3 of this plan (Seniors and Affordable Housing policies) consideration may be given to applications to rezone land within the Rural Residential and Rural designations to a higher density where the additional density takes the form of seniors and affordable housing.

2.3.20 Applications for rezoning to a higher density than permitted by current zoning may be considered within the Rural Residential or Rural land use designations, subject to the other policies in this plan, if the application would result in the provision of affordable housing and a housing agreement.

2.3.21 Any additional density greater than that permitted by current zoning shall be in the form of units reserved exclusively for occupancy as affordable housing.

2.3.22 Applications for rezoning to a higher density to permit affordable housing may involve units in the form of clustered detached dwellings, duplexes or attached ground-oriented housing.

2.3.23 Zoning should regulate the density, size and siting of units in order to maintain rural residential character.

2.3.24 The form and character of any development may be controlled through designation as a development permit area or through the granting of a covenant.

2.3.25 Developments shall be encouraged to incorporate water conservation measures and energy efficient building design elements.

2.3.26 Applications for affordable housing shall include provision of a housing agreement ensuring that rental, lease, sale or share prices are fixed below average rates within the region.

2.3.27 Applications for affordable housing may also include provisions in the housing agreement limiting occupancy of the dwellings to rental, lease, co-housing or co-operative tenure.

2.3.28 Rezoning applications may be considered that would permit the creation an additional fee simple lot where one affordable dwelling is to be constructed by a non-profit organization on that lot.

2.3.29 All applications for affordable housing shall site development on land with modified ecosystems and the development shall be in proximity and accessible to existing roads and services.

Excerpts from North Pender Island's LUB:

The North Pender Island [Land Use Bylaw 103](#):

Secondary Suites

3.18.1 There is a maximum of one secondary suite permitted per lot.

3.18.2 A secondary suite shall be entirely located within the building that contains the principal dwelling.

3.18.3 The maximum floor area for a secondary suite is 90m² (968 ft²) and it must not exceed 40 per cent of the floor area of the principal dwelling.

3.18.4 The entrance to a secondary suite from the exterior of the building must be separate from the entrance to the principal dwelling unit.

3.18.5 A secondary suite must not be subdivided from the principal dwelling unit under the Land Title Act or the Strata Property Act.

3.18.6 A secondary suite may not be used as a short term vacation rental or a bed and breakfast home business.

8.11 Special Needs Housing (SNH) Zone

8.11.2 Permitted Uses in the Special Needs Housing (SNH) Zone:

(a) two-family dwellings managed by a non-profit society.

8.11.3 Residential Density

(1) There may not be more than one dwelling unit per 0.1 hectares of lot area, to a maximum of 20 dwelling units per lot.

8.11.4 Lot Coverage

(1) Lot coverage may not exceed 25 percent.

South Pender Island Local Trust Area:

Excerpts from South Pender Island's OCP:

The South Pender Island [Official Community Plan Bylaw 107](#) has the following policy on affordable housing:

Residential Policies:

3.1.2 (d) Housing Policies for Affordable Housing, Rental Housing, and Special Needs Housing:

Provision is to be made for affordable housing, rental housing, and special needs housing land uses and developments when justified by demand from the community.

The South Pender Island [Land Use Bylaw 92](#) does not contain any zones or provisions specifically for affordable housing.

Saturna Island Local Trust Area:

Excerpts from Saturna Island's OCP:

The Saturna Island [Official Community Plan Bylaw 70](#) has the following policies to address affordable housing:

OCP Policies and Objectives related to affordable housing:

C.3.5 When relating to matters of development, affordability, special needs, or rental opportunity, the Saturna Island Local Trust Committee is to consider the community's desire to maintain social and economic diversity.

D.1.M.2 Multiple Family use may be permitted to a density not exceeding:

b) four units per acre for affordable and special needs housing owned and operated by a registered (non-profit) society."

Excerpts from Saturna Island's LUB:

The Saturna Island [Land Use Bylaw 78](#):

4.5.1 In the **Multiple Family Residential (MFR) Zone** the following uses are permitted, subject to the regulations set out in this section and the general regulations set out in Part 2, and all other uses are prohibited.

4.5.1(1) *residential* for the purpose of providing Senior Citizen Housing sponsored by a Public or Quasi Public Society Incorporated under the *Society Act*.

4.5.5 There shall not be more than four (4) *residential units* per 0.4 hectares (one acre) in the Multiple Family Residential Zone.

Rural Residential General Zone: Density

4.1.3 On a *parcel* 1.21 hectares (3 acres) or less the maximum density is one (1) *residence*.

4.1.4 On a *parcel* greater than 1.21 hectares (3 acres) the maximum density is one (1) *residence* and one (1) *cottage*.

Rural General Zone: Density

4.2.4 On a *parcel* 1.21 hectares (3 acres) or less the maximum density is one (1) *residence*.

4.2.5 On a *parcel* greater than 1.21 hectares (3 acres) and less than 4.05 hectares (10 acres) the maximum density is one (1) *residence* and one (1) *cottage*.

4.2.6 On *parcels* 4.05 hectares (10 acres) or greater one (1) *residence* and one (1) *cottage* per 2.02 hectares (5 acres) are permitted up to a maximum density of five (5) *units* and five (5) *cottages* per *parcel*.

Mayne Island Local Trust Area:

Excerpts from Mayne Island's OCP:

Mayne Island [Official Community Plan Bylaw 144](#):

“One secondary suite, limited in size, contained wholly within a dwelling unit may be permitted per parcel. On parcels less than 4 hectares: a secondary suite shall not be permitted on the parcel if a cottage has been constructed; and a cottage shall not be permitted on the parcel if a secondary suite has been constructed. A rainwater catchment and storage system shall be required prior to the construction of a secondary suite.

2.1.4. Affordable housing is encouraged through joined or multiple housing units which may be considered by site specific rezoning of a parcel subject to compliance with Section 2.10 (Amenity Zoning Guidelines) of this Plan.

2.1.1.6 Affordable housing is encouraged through joined or multiple housing units which may be considered by site specific rezoning of a parcel subject to compliance with Section 2.10 (Amenity Zoning Guidelines) of this Plan.

AMENITY ZONING GUIDELINES

2.10.1 In the case where a property owner offers to provide a voluntary community amenity as a condition of subdivision or rezoning, consideration may be given to increasing the permitted density on a parcel in any designation other than Public Service, Park or Resource Conservation.

2.10.2 The following community amenities represent a list of potential community amenities which may be acceptable for consideration under this section:

- i) the provision of land for preservation of unique natural environments and sensitive areas,
- ii) the provision of land to preserve forests, watersheds and wetlands,
- iii) the provision of land for community park or public open space,
- iv) the provision of land for sewage treatment facilities or community water systems,
- v) the provision of community wells for domestic water supply,
- vi) the provision of fire fighting storage reservoirs,
- vii) the provision of easements or rights of way for utilities or trails,
- viii) the provision of community buildings,
- ix) the provision of land for community buildings or structures,
- x) the provision of community space in a commercial building,
- xi) the provision of affordable and special needs housing, and
- xii) the provision of any other amenity which is similar in nature to the foregoing and/or is consistent with the objectives and policies of the OCP.

Excerpts from Mayne Island's LUB:

Mayne Island [Land Use Bylaw 146](#):

5.25 The purpose of the Senior Citizens Housing Comprehensive Development One Zone is to provide for and regulate the development of housing for senior citizens in one location in a comprehensive manner.

"Senior citizen residential use" means a residential use in which at least one person aged 55 years or older occupies each dwelling unit.

1. The following uses are permitted, subject to the regulations set out in this Section and the general regulations, and all other uses are prohibited:
 - (a) Senior citizen residential use;
 - (b) Accessory office for the management of the senior citizens housing, accessory workshop, accessory library, accessory meeting area;
 - (c) Utility shed.
2. A maximum of eight duplexes, containing two dwelling units each.
 - a. The maximum floor area of each dwelling unit is 90m² (969 ft²).

3.13 Secondary Suites

- (1) Secondary suites are permitted on lots that are within the shaded area on Schedule “D” to this bylaw.
- (2) There is a maximum of one secondary suite per lot.
- (3) On parcels less than 4 hectares; a secondary suite shall not be permitted on the parcel if a cottage has been constructed; and a cottage shall not be permitted on the parcel if a secondary suite has been constructed.
- (4) The secondary suite must be contained within the walls of the building that contains the principal dwelling unit.
- (5) Home occupations cannot be carried out in a secondary suite.
- (6) The entrance to the secondary suite from the exterior of the building must be separate from the entrance to the principal dwelling unit.
- (7) A building permit shall not be issued for a secondary suite until the building that is to contain the secondary suite is equipped with a water catchment and storage system for the storage of rainwater. Minimum cistern capacity required for a building containing a secondary suite is 13640 litres (3000 gallons).
- (8) The floor area of the secondary suite shall not exceed 60m² (646 ft²) nor shall it exceed 40 percent of the floor area of the principal dwelling unit.
- (9) A secondary suite must not be subdivided from the principal dwelling unit under the *Land Title Act* or the *Strata Property Act*.

Galiano Island Local Trust Area:

Excerpts from Galiano Island’s OCP:

The Galiano Island [Official Community Plan Bylaw 108](#) has the following policies to address affordable housing:

Residential Objectives

The objectives of this subsection are:

- 2) to encourage affordable, rental and special needs housing.

Residential Advocacy Policies “o” - The Ministry of Community, Sport and Cultural Development, the Capital Regional District and other appropriate government agencies shall be requested to assist in determining rural and geographically suitable building standards and processes that enable the construction of affordable housing.

1.6 Community Housing

This designation is intended for affordable, rental and special needs housing, allowing for a range of community housing types to enable seniors, persons with special needs, and residents of low to middle incomes to secure safe, accessible and permanent housing.

Community Housing Policies

- a) The LTC should support efforts by organizations or agencies to conduct a housing needs assessment in order to identify housing priorities and to guide affordable, seniors and special needs housing policies and land use decisions.

- b) Applications for rezoning to a higher density than permitted by current zoning shall be considered where the application would result in the provision of seniors, affordable or special needs housing, subject to the following:
 - i) All additional density greater than that permitted by current zoning shall be in the form of units reserved exclusively for occupancy as affordable, seniors or special needs housing.
 - ii) Applications shall include provision of a housing agreement ensuring that for affordable housing the rental, lease, sale or share prices are fixed below average rates within the region, and the agreement may limit occupancy of the dwellings to rental, lease, co-housing or co-operative tenure, and may limit occupancy.
 - iii) Applications may be for units in the form of clustered detached dwellings, duplexes or attached ground-oriented housing, and are encouraged to incorporate water conservation and energy efficient building design elements, including rainwater catchment.
 - iv) All applications shall site development on land with modified ecosystems, avoid potentially hazardous lands, demonstrate an adequate supply of potable water, and be in proximity and accessible to existing roads, services and other amenities.
 - v) Consideration of applications for affordable or seniors or other special needs housing shall include the following where appropriate: amendment of the OCP to designate the land as Community Housing, designation as a development permit area, amendment of the zoning to designate the area for affordable or special needs housing, site-specific zoning regulation of density, siting and size, and registration of a housing agreement and a section 219 covenant.
- c) A portion of lands rezoned to permit a density increase under another policy in this plan, may, if the area is deemed suitable for the purpose by the Local Trust Committee, be rezoned to CH (Community Housing) to permit affordable housing, including housing for senior citizens or persons with special needs, and the land required to be simultaneously transferred to an incorporated non-profit society having as one of its objects the development and operation of affordable, seniors' or special needs housing, or alternatively an option to purchase the land for nominal consideration may be granted to such a society. As an alternative to permitting the community housing on the parcel being rezoned, the local trust committee may consider amending zoning on other lands to permit the affordable, seniors or special needs housing to be developed in a more appropriate location and the land being transferred to the incorporated non-profit society may be zoned to permit residential uses. Any proposed location for the affordable, seniors or special needs housing should be located within modified ecosystems, avoid potentially hazardous lands, demonstrate an adequate supply of potable water, and be in proximity and accessible to existing roads, services and other amenities.
- d) The Local Trust Committee may consider amending zoning to allow for secondary dwellings for affordable housing in residential zones in areas close to existing roads, services and amenities and where there is an adequate supply of potable water.

Excerpts from Galiano Island's LUB:

[Galiano Island Land Use Bylaw 127](#)

- 8.2.3 The density of affordable and special needs housing must not exceed 2 dwellings per hectare.
- There are seven properties with this zoning on Galiano. There have not been any affordable housing units built within this zone.

ISLAND MUNICIPALITIES

Bowen Island Municipality

Excerpts from Bowen Island's OCP:

[Bowen Island Official Community Plan](#)

Objective 150 To generate affordable housing, implement Bowen Island Municipality Housing Policy #08-03.

Policy 359 In the interest of creating a diverse inventory of affordable housing, and in accordance with Policy #08-03, Bowen Island Municipality Affordable Housing Policy, all new development of three or more units requiring a rezoning will:

- provide 15% of the gross floor space as non-market “affordable housing”, integrated on-site with market housing; or
- make an equivalent financial contribution to the Municipality to be directed to a Housing Reserve Fund or Housing Trust Fund; and
- not be issued an occupancy permit for any phase of market housing in a development of three or more units until the corresponding affordable housing has been granted occupancy.

Policy 360 The provision of non-market rental or home ownership housing may be considered by the Municipality as an amenity at the time of rezoning (cross-reference: Section 7).

Policy 361 To ensure that affordable rental or home ownership housing is “perpetually affordable”, the Municipality will require a Housing Agreement and a Right of First refusal Option to Purchase; both to be registered as a covenant through the *Land Title Act*.

Policy 364 Other than secondary suites, the majority of affordable and special needs housing should be located within Snug Cove Village. If any other location is proposed, it will be easily accessible to public transit.

Policy 365 The Municipality encourages proposals for housing in Snug Cove Village that are suitable for affordable rental or home ownership, supportive and assisted-living housing for aging residents, and supportive housing for residents with special needs.

Policy 366 The Municipality encourages proponents of affordable and special needs housing to provide a mix of unit sizes in each development.

Policy 368 The Municipality supports providing serviced land owned by the Municipality at no cost to the Bowen Island Housing Corporation or an affordable housing provider that is a member of the BC Non Profit Housing Association, subject to a public expression of interest. An initial amount

of land for this purpose would be 0.5 hectare (1.25 acres). If a sewer connection is not immediately available, other forms of sewage treatment would be considered, so as not to delay the construction of this form of housing.

Bowen Island Municipality Affordable Housing Policy:

Bowen Island also has adopted a [housing policy](#) to guide the Municipality's goals for affordable housing. The following is an excerpt from the policy:

AFFORDABLE HOUSING CONTRIBUTION

In the interest of creating a diverse inventory of affordable housing, including social housing, on Bowen Island to meet the needs of long term residents, young families, seniors, those with special needs and those employed on the Island, all new development will be encouraged to create:

- a) A mix of housing types and sizes in each new development*
- b) Housing that is within walking distance of amenities, transit and services*
- c) Housing that is compact, accessible and meets the Green Building Standards set out by the Bowen Island Municipality*
- d) Fifteen percent (15%) of the Gross Floor Area (GFA) as Affordable Housing (as defined by the Affordable Housing Working Group, or the Bowen Island Housing Corporation). For example, a project with a GFA of 500 sq.m. will include 75 sq.m of affordable housing units. These units are intended to be cost neutral to the developer.*

An occupancy permit for any phase of market housing in a development will not be issued until the corresponding affordable housing has been granted occupancy. Affordable housing units should be integrated, wherever possible, with market residential units. The majority of affordable housing units should be located within walking distance to Snug Cove. Other locations should be close to transit. Consideration should be given to relaxing parking requirements and encouraging a car co-op arrangement in all affordable housing projects. Rental units and ownership units are needed in a variety of sizes from Studio to Three Bedroom. Apartment and Townhouse units are needed most, but there should be some semi-detached and single detached units. Proponents should be encouraged to provide a mix of these units in each development.

Excerpts from Bowen Island's LUB:

[Bowen Island Municipality's Land Use Bylaw 52](#)

3.54 Where permitted in a zone, Secondary Suite shall comply with the following regulations:

1. not more than one (1) secondary suite shall be permitted in a dwelling;
2. a secondary suite shall not be permitted on the same lot where there is an accessory residential use;
3. single-family residential building containing a secondary suite shall not be permitted to operate a bed and breakfast as a home occupation or provide commercial guest accommodation;
4. one off-street parking space shall be provided for use by the tenant(s) in addition to the requirements of Part 5 of this Bylaw;

5. Secondary Suite shall not exceed a total floor space of 90 m²;
6. the secondary suite shall not occupy more than 40% of the habitable floor space of the building;
7. That the creation of a strata lot pursuant to the Strata Property Act for a secondary suite shall not be permitted; and the secondary suite shall satisfy the requirements of the BC building code.

Appendix 3:

Trust Area Community Housing Inventory

Appendix 3:

Trust Area Community Housing Inventory

Islands Trust Housing Projects

Working Document

PROJECT NAME	LOCATION	TYPE	# OF UNITS	OPERATOR	BACKGROUND	HOUSING AGREEMENT
Beulah Creek Housing Project	Hornby Is.	2/3 or more ownership units; up to 1/3 may be rental	15 – 30 tbd	Islanders' Secure Land Association (ISLA)	ISLA formed as non-profit in 2005. The Beulah Creek project was enabled through an amenity zoning provision in 2009; the actual zoning regulations for the ISLA land were incorporated into the new Hornby Island Land Use Bylaw adopted in February 2016.	Required
Hornby Island Elder Housing	Hornby Is.	Non-profit senior's rental	11	The Hornby Island Elder Housing Society	The zoning for Hornby Island Elder Housing was established by Bylaw 70 adopted in 1992. The zoning requires seniors housing and allows five units per hectare and a maximum of 20 units per parcel.	No
Triple Rock	Denman Is.			Triple Rock Land Cooperative	The Triple Rock Land Cooperative is on a large lot (approx 90 acres). There is a covenant and a housing agreement registered on the land.	Yes
Gabriola Garden Homes	Gabriola (500 Argyle Lane)	Strata, seniors market housing	24	Gabriola Garden Homes Strata Council	This development was initiated by the non-profit Gabriola Garden Homes Society but was subsequently strata-titled with all units sold to individual purchasers. The units are geared to seniors, age 60 and above.	No

Gabriola Retirement Village	Gabriola (745 Church St)	Market housing (ownership and rental units)	16	Meadow Wood Village Developments	This development consisting of small, single detached homes was constructed in 1989 and later strata-titled. While some units were sold to individual purchasers, the developer retained ownership of some units, which continue to be occupied as rental housing.	No
Murakami Gardens	Salt Spring Island (Rainbow Rd)	Non-profit self-contained units	27	Salt Spring and Southern Gulf Islands Community Services Society (SSSGICSS)	Rezoned in 2006. Zoning proposal was consistent with OCP policies that supported affordable housing within walking distance of village services, schools and transit route. Site-specific multi-family affordable housing zone created, permitting 27 units. SSILTC relaxed off-road parking requirements. Housing agreement ensures “eligible persons” occupy units and rent remains “affordable.” Self-administered by owner, Salt Spring and Southern Gulf Islands Community Services Society (SSSGICSS). The Housing Agreement also requires an annual statutory declaration from the owner(s) to the LTC swearing that the housing agreement is being followed.	Yes
Meadowbrook	Salt Spring Island (Atkins Rd)	Non-profit seniors’ rental with assistance	38	VIHA	Seniors’ society originally proposed this project for land outside the Village Containment Boundary (VCB) and in the ALR. SSILTC turned down that application, leading to a new application within VCB and consistent with OCP. OCP policies for no net increase in water demand led to water saving design aspects. The housing agreement is self-administered by the owner. Owners must provide LTC with a record of rental charges for each month of occupancy of a Dwelling Unit, as well as sufficient additional information to demonstrate compliance, provided that the Trust Committee must not make such a request more frequently than once in any year.	Yes
Brinkworthy Place	Salt Spring Island (Brinkworthy Rd)	Market housing. Seniors-oriented manufactu	138	5 Star Communities Ltd.	Market affordable housing project that has been in place for several decades, providing an affordable housing alternative for seniors. A specific provision in the <i>Local Government Act</i> permits local governments to regulate the construction and layout of manufactured home parks and to require facilities.	No

		red home park			The <i>Islands Trust Act</i> – s. 29(1)(a) - gives LTCs this authority.	
Ganges Lake Properties	Salt Spring Island (104 Horel Road)	Market housing: manufactured home park	25	Ganges Lake Properties Ltd.	Market affordable housing project that has been in place for several decades. As above.	No
Greenwoods	Salt Spring Island (Blain Rd)	Non-profit seniors rental with long-term care	50	Greenwoods Elder Care Society	OCP policies support clustering of health care facilities and seniors' housing in this area. Higher density residential zone here also permits hospitals and health care facilities. Greenwoods is looking to expand and working with Braehaven; a water moratorium in the North Salt Spring Waterworks District is limiting new connections to the community water system.	
Braehaven	Salt Spring Island (Blain Rd)	Non-profit seniors' rental with assistance	30	Greenwoods Elder Care Society	OCP policies support clustering of health care facilities and seniors' housing in this area. Higher density residential zone here also permits hospitals and health care facilities. SSILTC varied height restrictions to permit construction.	
Croftonbrook	Salt Spring Island (Corbett Rd)	Non-profit seniors' rental	20	Island Women Against Violence	Housing has been in place for 25 years. 4.85 acre, 20-unit seniors housing project under operating agreement with BC Housing. Zoning permits 37 units/ha. Agreement with BC Housing provides operating subsidy to allow rents at 30% of income, but the agreement is nearing the end of its term and subsidy will end.	Yes
Pioneer Village	Salt Spring Island (Lower Ganges Rd)	Non-profit seniors' rental with assistance	22	Salt Spring Island Lions Club	Housing has been in place for several decades. Zoning permits 37 units/ha. Housing agreement is self-administered -Owners must provide to the Trust Committee a record of rental charges for each month of occupancy of a Dwelling Unit, as well as sufficient additional information to demonstrate compliance with Agreement, provided that the Trust Committee must not make such a request more frequently than once in any year	Yes
United Church 'In from the	Salt Spring Island	Emergency Shelter	n/a	SSSGICSS	General commercial zone that permits churches.	No

Cold' Shelter	(Hereford Ave)					
Community Services Land	Salt Spring Island (Lot 3 - Charlesworth h)	Not yet developed	25	SSSGICSS	SSILTC secured 2.5 ha of land for affordable housing through amenity zoning and transfer of development potential. Plans still in development by Salt Spring and Southern Gulf Islands Community Services Society (SSSGICSS). Originally earmarked for rental housing, recent changes are now targeting ownership housing.	Yes
Rainbow Road Lands	Salt Spring Island (Rainbow Rd)	Not yet developed	10	SSI Land Bank Society	Rezoned in 2010 to allow affordable rental housing. Housing Agreement is in place. Units are still under construction. Housing administered by Capital Regional District. The Housing Agreement also requires an annual statutory declaration from the owner(s) to the LTC swearing that the housing agreement is being followed.	Yes
Dean Road House	Salt Spring Island (Dean Rd)	Non-profit rooming house	11	SSI Land Bank Society	OCP policies amended in 1998 to recognize rooming (boarding) houses in residential zones. Zoning regulations amended in 2001 to clarify that rooming houses were permitted in residential areas.	
Grandma's House	Salt Spring Island (Fulford-Ganges Rd)	Non-profit rooming house	4	Victoria Human Exchange - SSI Branch	As above.	
Bittancourt Manor	Salt Spring Island (Bittancourt Rd)	Non-profit rooming house	4	Victoria Human Exchange - SSI Branch	As above. Recently upgraded basement and have had "tiny homes" on property.	
Lautman House	Salt Spring Island (Lautman Rd)	Non-profit rooming house	6	BC Housing/ SSGICSS	As above.	
SSI Transition House	Salt Spring Island (Location not shown)	Non-profit shelter		Island Women Against Violence	Located in a zone that permits general residential use.	

Norton Road	Salt Spring Island (176 Norton Road)	Not yet developed - Affordable Ownership	26	Private Owners	Rezoned to permit 26 lot housing development for moderate income earners. Allows single family detached and duplex housing. Affordable Ownership housing with 5 rental units.. Housing Agreement registered to ensure moderate affordability objectives. Housing agreement operated by Capital Region Housing Corporation. Housing agreement requires resale of units remain affordable and to be occupied by eligible persons.	Yes
Drake Road Affordable Housing	Salt Spring Island (Drake Road)	Not yet developed - Mixed rental and ownership.	Up to 80	Capital Regional District	Current rezoning application to permit up to 80 affordable housing units of mixed type and ownership/rental. Currently exploring alternative water supply due to water district moratorium. <u>Undeveloped. Still in zoning process.</u>	
The Cedars	Salt Spring Island (Fulford Ganges Road)	Rental	7 units + 3 bedrooms	Salt Spring Island Abbeyfield Housing Society and Island Women Against Violence Society.	Affordable housing for seniors and transitional housing for women. The governments of Canada and B.C. provided a combined investment of \$280,000 through the Federal-Provincial Housing initiative, under the Canada-B.C. Investment in Affordable Housing 2011-2014 Agreement. In addition, the Government of B.C. arranged financing of \$382,830 and Salt Spring Island Abbeyfield Housing Society and Island Women Against Violence Society provided cash equity of \$309,500 which includes private donations. The Capital Regional District provided \$165,000 through their Housing Trust Fund. Salt Spring Lion's Club provided a forgivable loan of \$150,000 and Salt Spring Island Foundation provided a \$40,000 grant, in addition to \$18,100 provided through in-kind contributions.	
Plum Tree Court	North Pender Is.	Rental	6 units	Pender Islands Seniors Housing Society (PISHS)	Six subsidized seniors housing units; has been in operation for over two decades; zoning allows 12 units be built. Plum Tree Court has a 35 year Operating Agreement with BC Housing that will expire in 2023. BC Housing provides funding for the mortgage, capital work and subsidizes the operating budget under a federal/provincial agreement that	

					is being phased out. The Operating Agreement will not be renewed.	
Carefree Court	Saturna Is.	Seniors affordable rental housing	4 units	Carefree Court Seniors Housing Society	The land was owned until recently by BC Housing, but they transferred title sometime in the last couple of years to the society. BC Housing still has a relationship with the society and how the units are managed – operating agreement? The property is zoned for four additional units.	
Galiano Island Housing Society	Galiano Island (Page Drive)	Seniors rental housing	16 units?	Galiano Island Housing Society	Owned by CMHC and the Galiano Island Housing Society, provides units for seniors	
Galiano Green	Galiano Island	Leased land, owner build	20	Galiano Land and Community Housing Trust	Application is in progress (redrafting LUB and OCP amendments). There was also a Housing Needs Assessment completed for this application (prepared in 2014).	Required
Belterra CoHousing	Bowen Island	Co-Housing; mixed income ownership.	30 units total; 4 units affordable home ownership	Belterra CoHousing	This project involved rezoning to higher density; approach was consistent with the Bowen Island Municipality's Housing Policy. Zoning allows for 30 housing units (up from 1 unit), which includes 4 units that are available for affordable home ownership.	
Bowen Investments Ltd.	Bowen Island	Mixed income ownership	12 units; 2 units affordable housing	Bowen Investments Ltd	Rezoning allows a maximum of 12 dwelling units. A Housing Agreement registered on title requires that 2 units be affordable housing. Rent must be 10% below market rent, and only to a 'qualified tenant.' Agreement requires that Bowen Investments undertake the management of the units, and provide to Bowen Housing Island Municipality (BIM) a copy of the executed Tenancy Agreement. BIM may assume the management of the unit, should Bowen Investment go bankrupt.	Yes



Top Priorities

Local Planning Committee

No.	Description	Activity	R/Initiated	Responsibility	Target Date
1	Community Housing Needs	Current: To be determined Planned: To be determined	06-Feb-2019		06-Feb-2019
2	Protect Coastal Douglas-fir and Associated Ecosystems	Current: Final Report and Draft RFD to Trust Council Planned: To be determined.	09-Nov-2017		12-Mar-2019

Projects

Local Planning Committee

Description	Activity	R/Initiated
Development Approval Information Model Bylaw	Staff to draft amendments to Trust Council Policy 2.1 viii in order to develop a Development Approval Information Model Bylaw.	03-Mar-2016
Letter of Agreement with the Ministry of Transportation and Infrastructure - including discussion around access to water bodies.	Staff working with the MOTI to address the Letter of Agreement; next meeting planned for May 17, 2016. Local Planning Committee is monitoring the process.	03-Mar-2016
Domestic Wind Power	Update report as required.	03-Mar-2016
Blue Dot Campaign	Consideration of this proposal (added per resolution May 2015)	03-Mar-2016
Alternative Ways of Measuring Density	Bring forward a thorough analysis of alternative ways of measuring density and how to manage any corresponding impacts before consideration of requesting model bylaws be developed for local trust committees.	25-Aug-2016



Local Planning Committee

No.	Description	Activity	R/Initiated	Responsibility	Target Date
	Appropriate Economic Development	To be determined by the Local Planning Committee			18-Nov-2016
	Develop tool kit to assist LTCs and island municipalities to reduce ecological footprint.	Trust Council - strategic plan			17-Aug-2017
	Shoreline Marine Planning	Trust Council - Strategic Plan Item Conduct a working group session to brainstorm possible directions.			09-Nov-2017