

Local Planning Committee Agenda

Date: Thursday, November 9, 2017
Time: 10:00 am - 2:00 pm
Location: WebEx Conference Call

	Pages
1. CALL TO ORDER	10:00 AM - 10:00 AM
2. APPROVAL OF AGENDA	
3. ADOPTION OF MINUTES/COORDINATION	
3.1 Minutes of Meetings	3 - 8
3.2 Resolutions Without Meeting	
None	
3.3 Follow-up Action List	9 - 9
4. WORK PROGRAM ITEMS	
4.1 Community Housing	
4.1.1 <u>Draft Stage 1 - South Region Housing Needs Assessment - verbal update and draft report</u>	10 - 51
4.1.2 <u>Northern Assessment -verbal update</u>	
4.1.3 <u>Housing Agreement Administration - Briefing Note</u>	52 - 54
4.1.4 <u>Housing First Policy - Briefing Note</u>	55 - 55
4.2 Land Use Consultation for Radio Communication Towers	
4.2.1 <u>Draft Report on Telecommunications Strategy - RFD</u>	56 - 102
5. BUSINESS	
5.1 Budget Request - Coastal Douglas-fir and/or a toolkit in using land use planning tools to reduce community ecological footprint - Discussion	
6. NEW BUSINESS	
7. LOCAL PLANNING COMMITTEE - WORK PROGRAM	103 - 104

8. NEXT MEETING

8.1 LPC 2018 Meeting Schedule (for Adoption)

105 - 105

Proposed dates:

Thursday, February 15

Thursday, May 24

Thursday, August 23

Thursday, October 11

9. ADJOURNMENT

2:00 PM - 2:00 PM



Local Planning Committee Minutes of Regular Meeting

Date: August 17, 2017
Location: Ladysmith City Hall, 410 Esplanade (Hwy 1)

Members Present: Melanie Mamoser, Vice Chair
Alex Allen, Local Trustee
Paul Brent, Local Trustee
Tony Law, Local Trustee (teleconference)
Lee Middleton, Local Trustee (teleconference) joined at 11:03 A.M.
Laura Busheikin, Executive Committee Representative
Peter Luckham, Ex Officio Member

Staff Present: David Marlor, Director Local Planning Services
Justine Starke, Island Planner
Lori Foster, Recorder

Regrets: Timothy Peterson, Local Trustee
Sandy Pottle, Local Trustee
Wendy Scholefield, Local Trustee

1. CALL TO ORDER

Director of Local Planning Services (DLPS) Marlor called the meeting to order at 10:23 A.M.

1.1 Election of Chair

DLPS Marlor called for nominations for the position of Chair.

Vice Chair Mamoser was nominated by Trustee Allen and seconded by Trustee Brent.

DLPS Marlor called three times for nominations for the position of Chair. Hearing none, declared Trustee Mamoser Chair by acclamation.

DLPS Marlor noted the resulting vacant position of Vice Chair and called for nominations for the position.

Trustee Allen was nominated by Trustee Brent and seconded by Trustee Busheikin.

DLPS Marlor called three times for nominations for the position of Vice Chair. Hearing none, declared that Trustee Allen Vice Chair by acclamation.

2. APPROVAL OF AGENDA

Chair Mamoser acknowledged the meeting was being held on First Nations territory.

Introduction of new items for consideration:

Under item 4.2 Cell Towers Update add:
Email from Elizabeth Latta Re: Telecommunication application strategies dated August 16, 2017.

Under item 7 New Business add:
7.1 Email from Trustee Scholefield: Resignation from Local Planning Committee
7.2 UBCM Housing discussion re: affordable housing funding

By general consent the agenda, as amended, was approved.

Chair Mamoser thanked Trustee Brent for his service as Chair of the Local Planning Committee.

3. ADOPTION OF MINUTES/COORDINATION

3.1 Minutes of Meetings

Local Planning Committee Minutes of May 24, 2017 (for adoption)

Amend the minutes to show Trustee Allen attended the meeting electronically but left after approximately half an hour due to poor connectivity.

By general consent the Local Planning Committee meeting minutes of May 24, 2017, as amended, were adopted.

3.2 Resolutions Without Meeting

None

3.3 Follow-up Action List

For information – no questions

4. WORK PROGRAM ITEMS

4.1 Housing Needs Assessment Update - Memo

Planner Starke reviewed the memo dated August 8, 2017, updating the LPC on the status of the Request for Proposal (RFP) for the Northern Region Housing Needs Assessment which closed August 10, 2017.

4.2 Cell Towers Update - Memo

Planner Starke reviewed the memo dated August 8, 2017, that presented the draft project charter for consideration.

Trustee Law acknowledged the late item correspondence/email received from **Elizabeth Latta** dated August 16, 2017.

Trustee Middleton joined the meeting via teleconference at 11:03 A.M.

LPC-2017-008

It was MOVED and SECONDED, that the Local Planning Committee add an additional deliverable/milestone to the Project Charter under Work Plan Overview: "A recommended consultation program for local trust committees' consideration". Also under Work Plan Overview, the deliverable/milestone on the third line is amended to remove "OCP designation," so the deliverable/milestone reads: "Model OCP policies."

CARRIED

LPC-2017-009

It was MOVED and SECONDED, that the Local Planning Committee endorses the Project Charter dated August 8, 2017, to create a model strategy for local trust committees to respond to radio broadcast and cellular tower applications, as amended.

CARRIED

5. DISCUSSION ITEMS

By general consent the Local Planning Committee addressed item 5.2 before item 5.1.

5.1 LPS Review

DLPS Marlor gave the following verbal history how local planning services has been reviewed over the years:

- In 2007, Stantec Consulting was hired to review how Islands Trust operated its planning department and created a model that was oriented to conventional municipal organizations.
- Islands Trust did an in-house assessment after the Stantec report and then created the current structure of 3 offices and increased staff levels.
- Currently, the ability to hire and retain island planners remains difficult.
- Use of planner time not effectively spent - in meetings or advocacy for which they are not trained.
- Speciality positions and consultants have been hired, for different purposes such as First Nations engagement. How to continue this work after contract ends?

- DLPS Marlor is currently reviewing how planning staff spend their time and identifying gaps with the help of a consultant.

DLPS Marlor requested a round table discussion on the topic. The following issues were noted:

- This is a large discussion needing time and focus.
- On island planners are valuable at answering technical public queries.
- Look at efficiencies and how “preserve and protect” mandate is implemented.
- Professional skill sets are needed such as marine experts, First Nations experts, freshwater sustainability, environmental experts, etc.
- Is this discussion limited to the LPC or will it be brought up at Trust Council, perhaps workshopped?
- Review previous reports (Stantec and in-house) and interview previous directors.
- Thoroughly gather information – if conducted properly this review would be invaluable, then execute multi-level surveys.
- Would current staff want to educate or specialize in focused planning issues?

DLPS Marlor thanked the LPC for their input and will address the idea of conducting surveys with Chief Administrative Officer Hotsenpiller. He added that this item could be on the next agenda dedicating an hour to this discussion.

5.2 Budget Requests for 2018-19 Fiscal Year

DLPS Marlor reviewed the memo dated August 10, 2017, the six projects assigned to the LPC through Islands Trust Strategic Plan (2014-2018), and the LPC top priorities and project list items.

LPC-2017-010

It was MOVED and SECONDED,

that the Local Planning Committee request \$15,000 for the shoreline marine planning project be included in the 2018/19 fiscal year budget.

CARRIED

Break for lunch 12:30 P.M. Reconvened 12:50 P.M.

LPC-2017-011

It was MOVED and SECONDED,

that the Local Planning Committee request up to \$40,000 be included in the 2018/19 fiscal year budget to develop a toolkit to identify planning issues involved in protecting Coastal Douglas-fir and associated ecosystems and/or to develop a toolkit to assist Local Trust Committees and Bowen Island Municipality in using land use planning tools to reduce community ecological footprint in order to address objectives of the 2014-2018 Islands Trust Strategic Plan.

CARRIED

6. ON-GOING ITEMS

None

7. NEW BUSINESS

7.1 Trustee Scholefield Resignation

Email received from Trustee Scholefield dated August 14, 2017, announcing her resignation from the Local Planning Committee.

On behalf of Trust Council, Ex Officio Member Luckham replied to Trustee Scholefield's email thanking her for her service.

DLPS Marlor noted that Trustee Scholefield's email supported the suggestion of smaller standing committees with a single focus.

LPC-2017-012

It was MOVED and SECONDED,
that the Local Planning Committee directs staff to forward Trustee Scholefield's resignation email dated August 14, 2017, to the Executive Committee with a memo addressing the concerns contained in her email.

CARRIED

Ex Officio Member Luckham noted that the Executive Committee appoints members to the standing committees and asked if the LPC would like another member appointed.

By general consent the Local Planning Committee will not seek another member appointment at this time.

7.2 UBCM Housing Discussion

Trust Area Services Director Frater has scheduled a meeting with newly appointed Minister Selina Robinson at the Union of British Columbia Municipalities (UBCM) convention in September to discuss Trust Council's advocacy resolution on funding affordable housing.

LPC-2017-012

It was MOVED and SECONDED,
that the Local Planning Committee recommends the development of a dedicated affordable housing program to be geared towards low-density island communities where the majority of affordable housing options are provided by individual homeowners, farmers and small local non-profit groups.

CARRIED

Trustee Law left the electronic meeting at 1:24 P.M.

8. LOCAL PLANNING COMMITTEE - WORK PROGRAM

By general consent the Local Planning Committee project list be amended by adding: "Develop a toolkit to assist local trust committees and island municipalities to reduce their ecological footprint."

It was noted that the Wind Power and Blue Dot projects remain unaddressed but they would require Trust Council approval.

9. NEXT MEETING

The next regular meeting of the Local Planning Committee will be held at 10:00 A.M. November 9, 2017 via teleconference.

10. ADJOURNMENT

LPC-2017-012

It was MOVED and SECONDED,
that the Local Planning Committee adjourn the meeting at 1:50 P.M.

CARRIED

Melanie Mamoser, Chair

Certified Correct:

Lori Foster, Recorder

Follow Up Action Report

Local Planning Committee

09-May-2013

Activity	Responsibility	Target Date	Status
6.3 - DLPS to follow-up with MOTI staff regarding a timeline for checklist and flowchart regarding trails on road rights of way.	David Marlor	17-May-2016	On Going

Southern Gulf Islands Housing Needs Assessment

Stage 1 Interim Report
Preliminary Assessment of Need



SEPTEMBER 2017



Submitted by JG Consulting Services Ltd.

SGI Housing Needs Assessment

Stage 1 Interim Report Background and Preliminary Assessment of Need

1. INTRODUCTION.....	1
BACKGROUND.....	1
PURPOSE OF THIS STAGE 1 REPORT	1
APPROACH	1
REPORT STRUCTURE	2
NEXT STEPS	2
Stage 2 – Community Engagement & Housing Supply Update	2
Stage 3 – Data Analysis and Reporting	2
2. SUMMARY FINDINGS.....	3
PAG and STAKEHOLDERS’ PERSPECTIVES	3
PRELIMINARY ASSESSMENT OF NEED - Stage 1	3
Rental Supply and Affordability	3
Homeowner Supply and Affordability	4
The Impact of Vacation Rentals and Part-time Residency	4
The Impact on Local Business and Employees	5
Vulnerable Populations.....	5
3. EXISTING REPORTS AND STUDIES	6
4. DEMOGRAPHICS AND POPULATION FORECASTS	7
DEMOGRAPHICS SOURCE DATA LIMITATIONS.....	7
POPULATION 2016.....	7
Demographics and Age	7
Population Changes 2001-2016.....	8
Seniors and Retirees	9
HOUSEHOLD CHARACTERISTICS	9
Household Composition	9
Household Tenure – Rental and Ownership.....	10
Household Sizes 2016	11

INCOME 2015.....	12
Median Household Income.....	12
Median Household Income by Tenure	12
Household Income Distribution.....	13
Household Income Groups	13
Household Income Group Comparisons.....	14
Prevalence of Low Income	14
POPULATION PROJECTIONS 2014-2041	15
Demographics and Population Projections	15
SJI Population Projection	15
5. CURRENT HOUSING SUPPLY	17
EXISTING HOUSING STOCK	17
Housing by Structure Type 2016.....	17
Condition of Housing Stock 2006.....	17
Age of Housing Stock	18
SJI Household Projection	18
Non-Resident Ownership.....	19
RENTAL OPTIONS AVAILABLE IN THE SOUTHERN GULF ISLANDS	20
Private Market Rentals	20
Social Housing Units.....	20
Approximation of Rental Supply (working, interim model ONLY).....	21
Impact of Vacation Rentals.....	22
HOMEOWNER OPTIONS AVAILABLE ON THE SOUTHERN GULF ISLANDS	23
Current Home Purchase Options: MLS.....	23
Current Home Purchase Options – Island by Island	23
6. HOUSING AFFORDABILITY	24
Defining Affordability.....	24
How to determine what is affordable	24
AFFORDABILITY TARGETS	25
Affordability Targets by Household Type	25
IDEAL AFFORDABLE HOUSING SUPPLY	26
7. AFFORDABILITY OF THE CURENT RENTAL SUPPLY	27
Interim Assessment – Rental Supply	27

Renters Spending >30% on Shelter.....	27
Affordability of the Current Rental Supply	28
8. AFFORDABILITY OF THE HOMEOWNER SUPPLY	29
Interim Assessment – Homeowner Supply.....	29
Owners Spending >30% on Shelter.....	29
Affordability of Current Homes for Sale	29
9. GAPS IN AFFORDABLE HOUSING SUPPLY	31
THE AFFORDABLE HOUSING CONTINUUM.....	31
WHAT IS A GAP ANALYSIS?	31
WHERE ARE THE SOUTHERN GULF ISLANDS’S HOUSING GAPS?.....	32
CALCULATED GAPS BY INCOME GROUP (preliminary only)	32
Households with little to no income and low income (up to \$22,000).....	33
Households with low-moderate income (average \$35,000)	33
Households with Moderate income (average \$45,000)	33
Households with moderate to above moderate incomes (average \$55,000)	33
Households with above moderate to high incomes (average \$70,000)	34
Households with high incomes (\$80,000+)	34
10. NEXT STEPS	35
STAGE 2 – STAKEHOLDER CONSULTATION AND ENGAGEMENT STRATEGY	35
1. Community Survey	35
2. Stakeholder Interviews or Small Group Meetings	35
3. Workforce Housing Survey.....	36
4. Data Gaps	36
5. Preliminary report on Consultations.....	36
STAGE 3 – DATA ANALYSIS & REPORTING	36
11. LIST OF TABLES	

1. INTRODUCTION

BACKGROUND

Constraints on housing availability and affordability is recognized as a chronic problem throughout the capital region. All levels of government have recently announced significant funding to support more affordable housing, and non-profit housing providers interested in applying for funding will be required to provide an objective demonstration of need. Private sector housing providers can also benefit from up-to-date data on housing needs to support any planned developments in the Southern Gulf Islands.

The Islands Trust and the CRD wish to better understand current housing affordability issues, and how they could better respond to these concerns and funding opportunities. An important step in this process involves the completion of a Housing Needs Assessment (HNA) for Island communities.

This HNA is designed to examine housing needs to support the creation of additional affordable housing within the Southern Gulf Islands. The objective is to establish baseline data to support long-term planning needs, to provide evidence of need to support applications for funding, and provide data to guide planning and policy and bylaw development.

PURPOSE OF THIS STAGE 1 REPORT

The Housing Needs Assessment (HNA) is a 3-stage process. The purpose of this Stage 1 is as follows:

1. Analysis of population demographics and current housing supply to provide a preliminary assessment of housing gaps
2. Identify gaps in existing information or data needed to complete the HNA
3. To inform the design of Stage 2 stakeholder consultations

APPROACH

This preliminary assessment is based on the following:

- review of existing reports and studies from Project Advisory Group (PAG) members¹ and other local stakeholders²
- consolidation of PAG members' stated perspectives on need
- summary of stakeholder responses to introductory e-mail and information request
- analysis of demographics from the 2016 census including 2015 income data, and of BC Stats population projections

¹ PAG members include representation from the Islands Trust, the CRD, and from each of the islands of Galiano, Mayne, N. Pender, S. Pender and Saturna.

² For the purposes of this report, 'stakeholders' are those with an interest or expertise in the provision of affordable housing on the Southern Gulf Islands as identified by PAG.

- approximation of the 'ideal' housing supply according to SGI residents' incomes
- preliminary summary of the current housing supply
- preliminary approximation of gaps in the current housing supply

REPORT STRUCTURE

The report data is often presented in comparison to the CRD and BC, and to allow for comparison to the 2015 Salt Spring Island Housing Needs Assessment. These regional or provincial comparisons are often useful for housing providers and project proponents if making the case of relative need, when seeking regional or provincial funding assistance.

Some of the data for the SGI is also available on an island-by-island basis; any that is available but not included in this interim report will be provided in the final report.

Throughout the report, the data is presented in one or more ways, according to:

1. Household composition
2. Income groups (a. census groupings -or- b. relative to median income)

NEXT STEPS

Stage 2 – Community Engagement & Housing Supply Update

- Stage 2 consultations will be designed to gain broader stakeholders and resident perspectives on priority needs and potential solutions, as well as to obtain any missing data identified during Stage 1. This is proposed to include community surveys, stakeholder interviews or small group meetings, and a business or workforce housing survey as described in Section 10 of this report (p.35).
- Housing supply data and trends will be refined to include housing data from the 2016 Census (scheduled to be released in October 2017), historical housing sales, assessment and building permit values, housing stock descriptions (age, bedroom count, building style, age). Correlation between housing supply data demographic/migrations trends projections will be explored.
- Additional research as required to locate (or otherwise replace or accommodate) any remaining gaps in the data identified in this report.

Stage 3 – Data Analysis and Reporting

Preliminary findings from Stage 1 and results of consultations in Stage 2 will be analysed and incorporated into a final report. Results will parallel to the extent possible, the 2015 Salt Spring Island HNA report to allow for comparison and as a model for other islands' HNA initiatives. Findings will be reported on an island-by-island basis where the data is available, otherwise will be presented as consolidated for the Southern Gulf Islands.

2. SUMMARY FINDINGS

PAG and STAKEHOLDERS' PERSPECTIVES

PAG members' and stakeholders' perspectives on need were secured through PAG meeting discussions and e-mail questionnaires, and used as the starting point for this preliminary assessment. These perspectives were then tested against the demographic and (interim) housing supply data as described in this report to develop a preliminary assessment of housing need in the community.

Themes that emerged included:

- There is a serious shortage of rental housing (especially at affordable rates), a situation that is amplified in the summer months as seasonal workers seek accommodation.
- There is an increasing mismatch between housing costs and incomes of most of the population (both rental and homeowner).
- Strong pressure has been put on the rental market as homes are increasingly put in the vacation rental pool, or lived in by owners for summer months only.
- The lack of availability of affordable housing results in negative impacts on local businesses, as it creates difficulty recruiting and retaining employees.
- Shortages of appropriate seniors housing make it difficult for elders to remain in the community as they age, especially for those of low income (note: this was not consistent for all islands).
- Young families, single people, and lower income service industry workers were identified most often as those particularly affected.

PRELIMINARY ASSESSMENT OF NEED - Stage 1

The Stage 1 research strongly suggests that suitable and affordable housing remains unattainable for many Southern Gulf Island residents. Key findings are summarized below, and detailed throughout this report.

Rental Supply and Affordability

Preliminary research supports the perception of a critical shortage of supply of rental units; this will be refined in Stage 2 of the study with the housing stock analysis, and input from the community consultations and presented in the final HNA report.

In the interim, the 2006 Census and 2011 National Household Survey data identify a very low and decreasing proportion of dwellings as rented on the Southern Gulf Islands (16% decreasing to 11%), which was much lower than that of the CRD (34%) or BC (30%) in 2011.

No official records or inventories of the rental supply are kept, however stakeholders report anecdotally that the majority of rentals are available only in the \$1,000-\$1,200 per month

range. This would suggest affordability to a household earning a moderate income between \$40,000-\$48,000/year. The 2016 Census reports approximately 35% of households earn less than this, therefore rental units would not be affordable to most residents (even if available). Furthermore, almost 25% of households earn under \$30,000, which would suggest the need for a sizeable inventory of rental units under \$750/month.

Homeowner Supply and Affordability

The amount of homeowner supply is not a problem, rather it is the affordability that is problematic. The median home list price as of September 2017 was \$690,000, which would require a median household income of over \$116,000 to afford (average list price \$924,500, income to afford \$153,000).

While there is a wide range of home prices and certainly many below this median price, most are still not affordable to the Southern Gulf Islands' population. The median household income on the Southern Gulf Islands is \$54,000, which suggests the need for a median home price of \$295,000. As of this writing, only 13 of the 96 homes listed on MLS in the Southern Gulf Islands was in this price range.

The Impact of Vacation Rentals and Part-time Residency

Statistics Canada reports a very low and declining rate of permanent residency in dwellings in the Southern Gulf Islands. In 2006 it was reported that 55% of dwellings were occupied by permanent residents, decreasing to 51% in 2016. For comparison, this rate has been stable in the CRD and BC at 91%-93% permanent residents.

One of the problem most frequently cited by stakeholders was that of reduced rental housing availability due to short-term vacation use (rental or owner use). It is beyond the scope of the HNA to do a full study of the impact of vacation rentals. However, there are some indicators that may be useful for the community to consider the situation and to initiate a discussion on potential solutions. The housing supply analysis in Stage 2 will make efforts to contribute further to the understanding for the final report.

A brief review of the supply of vacation 'entire home' rentals listed by Air BnB was undertaken. This data should be used with caution, however, as listings were not studied to assess their suitability for permanent residency. However, the sheer numbers (163 in June and 118 in September) may suggest a good portion of the housing stock is being used for vacation rentals. This perception is further supported by Statistics Canada reported reductions in the number of permanent rental homes from 400 to 290 between 2006 and 2011.

The Impact on Local Business and Employees

This study will not fully evaluate the impact on business or on the economy of the Southern Gulf Islands. Rather this interim report will just note that it was one of the issues most frequently identified by PAG members and stakeholders. It was reported that the lack of affordable employee housing (especially seasonally) is having a serious and negative impact on local business, with many having to reduce operating days or shifts due to a lack of staff.

This will be explored further in Stage 2 consultations, with the proposed 'employer survey' in order to provide an assessment of workforce housing needs in the final report.

Vulnerable Populations

While the demographics analysis did identify a relatively high proportion of low income residents, Stage 1 queries to stakeholders did not identify specific priority needs for populations typically identified as vulnerable. One exception is the need for supported housing for low income seniors, although reports on this need varied between islands. Another briefly mentioned was the need for housing for those with disabilities.

Stage 2 consultations will explore this further, and identify any community needs for a shelter or homes for homeless residents, transition or low barrier housing with supports, and/or added social housing units or rental supports.

Preliminary housing supply analysis revealed that the Southern Gulf Islands have a very low proportion of social housing, which has the potential for serious impact on these vulnerable populations.

3. EXISTING REPORTS AND STUDIES

BACKGROUND REPORTS

CRD and Islands Trust staff provided background documents related to affordable housing. Further gathering of documents was facilitated by the members of the Project Advisory Group (PAG) as part of the first step of their outreach to their stakeholders.

Table 1 – Background Reports

Background Documents and Reports Reviewed		DATE
1	N. Pender Island Affordable Housing Report	2008
2	N. Pender AH IT staff report	2009
4	Islands Trust Tool Kit	2010
5	Seniors Housing Strategy for Island and Rural Communities	2010
6	Mayne Island Housing Options Task Force Report	2011
7	Assessment of Demand Seniors Supported Living on Mayne	2013
8	Housing on Galiano: Trends, Needs and Demands	2014
9	Salt Spring Island HNA	2015
10	Vancouver Sun 'property values plummet'	2015
11	N. Pender STVR survey	2016
12	Community Housing in Trust Area baseline report	2016
13	Community Housing in Trust Area final report	2016
14	N. Pender Secondary Suite project charger	2017
15	N. Pender Secondary Suite IT preliminary report	2017
16	Mayne Island Health Survey	2017
17	Galiano Green Islands Trust bylaw, housing agreement	2017
18	Pender Island lots sold, listings 2007-2017	2017

The purpose of the review was to familiarize the consultant with key findings in any affordable housing studies or reports already undertaken. This information was used as the starting point for the research and community consultations, and will be explored further during Stage 2 of this study.

4. DEMOGRAPHICS AND POPULATION FORECASTS

DEMOGRAPHICS SOURCE DATA LIMITATIONS

The demographic data used for this interim report was obtained from the Statistics Canada 2016 census, to the extent that it is available. Not all data from this census had been released as of the date of this report, but will be available for inclusion the final Housing Needs Assessment. In some cases, data may not be available on an island-by-island basis, but will be provided when available.

Data that is currently available (mostly 2016, in some cases 2006 Census or 2011 National Household Survey) was used in this report, and noted where additional information is expected for the final report. Data from the 2011 survey, while sometimes available, was generally not used for comparison purposes, as it is generally viewed to be less reliable due to the voluntary nature of the survey and resulting low response rates.

Rounding and other minor Statistics Canada reporting methods sometimes results in slightly different totals when presenting the Southern Gulf Islands as a whole, or each island community separately.

POPULATION 2016

Demographics and Age

According to Statistics Canada 2016 Census, the Southern Gulf Islands has a population of 4,735. Categorizing the population according to age can be helpful as an indicator of housing need. For example, families have different needs than seniors, and seniors needs change as they age.

Table 2 – SGI Age Categories (2016 Census)

AGES - 2016	Galiano	Mayne	N Pender	S Pender	Saturna	SGI	% Total
0 to 4 years	30	10	45	5	5	95	2.0%
5 to 14 years	55	35	130	15	5	255	5.4%
15 to 19 years	30	30	60	5	10	135	2.9%
20 to 24 years	25	5	20	5	5	60	1.3%
25 to 44 years	165	80	245	15	40	545	11.5%
45 to 54 years	120	90	245	15	35	515	10.9%
55 to 64 years	195	230	490	80	65	1,085	22.9%
65 to 74 years	275	325	530	75	130	1,360	28.7%
75 to 84 years	110	115	230	20	45	530	11.2%
Over 85	35	35	70	10	5	155	3.3%
Totals	1,040	955	2,065	245	345	4,735	100.0%
Median Age	61.0	64.9	61.5	63.2	65.5	62.6	
Average Age	54.7	60.0	55.6	57.6	59.0	56.7	

The table below identifies populations in various age ranges and their proportions, as compared to the CRD and the Province of BC and Canada.

Table 3 – SGI, CRD, BC, Canada Age Categories (2016 Census)

AGES - 2016	SGI	% total	CRD	% total	BC	% total	Canada	% total
0 to 4 years	95	2.0%	16,125	4.2%	220,625	4.7%	1,898,790	5.4%
5 to 14 years	255	5.4%	33,765	8.8%	470,760	10.1%	3,940,775	11.2%
15 to 19 years	135	2.9%	18,970	4.9%	258,980	5.6%	2,026,160	5.8%
20 to 24 years	60	1.3%	24,740	6.5%	287,560	6.2%	2,242,690	6.4%
25 to 44 years	545	11.5%	95,285	24.9%	1,205,385	25.9%	9,158,885	26.1%
45 to 54 years	515	10.9%	52,375	13.7%	676,740	14.6%	5,038,040	14.3%
55 to 64 years	1,085	22.9%	58,995	15.4%	679,020	14.6%	4,910,750	14.0%
65 to 74 years	1,360	28.7%	46,890	12.2%	489,305	10.5%	3,393,355	9.7%
75 to 84 years	530	11.2%	23,370	6.1%	250,480	5.4%	1,771,500	5.0%
Over 85	155	3.3%	12,840	3.3%	109,190	2.3%	770,780	2.2%
Totals	4,735	100.0%	383,360	100.0%	4,648,050	100.0%	35,151,730	100.0%
Median Age	62.6		45.5		43.0		41.2	
Average Age	56.7		44.4		42.3		41	

One can quickly see that the Southern Gulf Islands population is significantly older than in the CRD, the Province of BC and Canada, as reflected by a substantially higher median age. This is reflected in much higher rates of seniors of all ages, and far fewer children and youth, and young family-age adults.

Population Changes 2001-2016

Concern was expressed around declining populations, and the impact on sustainability of the community. As noted below, there were population declines reported in both 2011 and 2016, but due to very strong increases in 2006, net populations (with the exception of Galiano) have increased an average of 11% since 2001.

Table 4 – Population Changes (2001-2016 Census)

Population 2001-2016	Galiano	Mayne	N. Pender	S. Pender	Saturna	Total
2001 Census	1,071	880	1,776	159	319	4,205
2006 Census	1,258	1,112	1,996	236	359	4,961
Increase 2001-2006	17%	26%	12%	48%	13%	18%
2011 Household Survey	1,138	1,071	2,035	201	335	4,780
Decrease 2001-2006	-10%	-4%	2%	-15%	-7%	-4%
2016 Census	1,040	955	2,065	245	345	4,650
Decrease 2011-2016	-9%	-11%	1%	22%	3%	-3%
Net increase 2001-2016	-31	75	289	86	26	445
% increase 2001-2016	-3%	9%	16%	54%	8%	11%

Seniors and Retirees

A further breakdown of the 55+ population may be helpful in understanding the implications that an influx of young retirees and/or an aging population may have on housing. The reader will note that the Southern Gulf Islands has a very high proportion of 55+ seniors, compared to the CRD or BC (66% vs. 37% and 32%). Residents aged 55-64 are included as an early indicator of likely seniors housing needs in the coming years.

If considering 65+ only, the % of total population on the Southern Gulf Islands is 43%, compared to 22% in the CRD and 18% in BC. Looking at seniors 85+ who often have very different housing needs, the SGI proportions (3.3%) are not dissimilar to those in the CRD or BC (3.3% or 2.3%).

Table 5 – Seniors Ages (2016 Census)

Seniors' Ages 2016	SGI	% seniors	CRD	% seniors	BC	% seniors
55 to 59 years	455	14.5%	29,495	20.8%	354,925	23.2%
60 to 64 years	630	20.1%	29,500	20.8%	324,095	21.2%
65 to 69 years	810	25.9%	27,665	19.5%	287,520	18.8%
70 to 74 years	550	17.6%	19,225	13.5%	201,785	13.2%
75 to 79 years	350	11.2%	13,205	9.3%	145,225	9.5%
80 to 84 years	180	5.8%	10,165	7.2%	105,255	6.9%
85 +	155	5.0%	12,840	9.0%	109,190	7.1%
Totals 55+	3,130	100.0%	142,095	100.0%	1,527,995	100.0%
Totals 65+	2,045		83,100		848,975	
Totals 85+	155		12,840		109,190	
Total population (all ages)	4,735		383,360		4,648,050	
55+ % total population	66.1%		37.1%		32.9%	
65+ % total population	43.2%		21.7%		18.3%	
85+ % total population	3.3%		3.3%		2.3%	

HOUSEHOLD CHARACTERISTICS

Household Composition

Statistics Canada considers a 'private household' to be a person or group of persons who occupy the same dwelling as their primary residence. A household may be a census family³, a group of unrelated persons living together, or one person living alone.

A household is the most relevant grouping for the analysis of housing affordability, as their composition and incomes are strongly related to housing need and affordability. The Southern Gulf Islands Island has 2,475 private households.

³ A 'census family' is a married or common law couple (with or without children), or a lone parent with at least one child living in the home. Couples may be of opposite or same sex and 'children' may refer to 'grandchildren' if there are no parents in the home.

Household compositions most useful for assessing housing need and affordability are shown below in comparison to the CRD and the Province of BC.

Table 6 – Household Composition (2016 Census)

Household Median Income	SGI		CRD		BC	
	# hh	% hh	# hh	% hh	# hh	% hh
Families with children	255	10%	37,615	22%	536,175	28%
Families without children	1,160	47%	50,465	30%	519,030	28%
Lone parent families	110	4%	14,580	9%	179,945	10%
One-person households	865	35%	56,720	33%	541,915	29%
Other households	85	3%	10,775	6%	104,900	6%
Overall Median Income	2,475	100%	170,155	100%	1,881,965	100%

One quickly sees the difference in household composition, as the Southern Gulf Islands' proportion of families with children (10%) is much lower than the CRD (22%) or BC (28%). Related, is the higher than average number of families without children (SGI 47%, CRD 30%, BC 28%). The number of lone parent families in the SGI (4%) is much lower than the CRD (9%) or BC (10%). The final HNA will provide a summary of household composition for each island.

Household Tenure – Rental and Ownership

Tenure of households for 2016 has not yet been reported by Statistics Canada, and 2011 did not report at the island-by-island level. The final report will do so, in comparison to the CRD and Province of BC. The most recent island-by-island data available is from the 2006 Census, which indicated approximately 16% of the housing stock was available for rental.

Table 7 – SGI Household Tenure (Rental/Ownership) 2006

Household Tenure 2006	Galiano	Mayne	N Pender	S Pender	Saturna	Total	% Total
Owned	535	505	880	105	140	2,165	84%
Rented	130	85	110	25	50	400	16%
Total Households	665	590	990	130	190	2,565	100%

Household tenure in the SGI as a whole was reported in the 2011 National Household Survey, which is presented below in comparison to the CRD and BC. This indicates that not only does the SGI have a much lower proportion of homes rented (11% vs. 34% and 30%), but that there has been a large decrease in the number of homes available for rental since 2006 (from 400 to 290 or 28%).

Table 8 – Household Tenure Comparison (Rental/Ownership) 2011

Household Tenure 2011	SGI		CRD		BC	
Owned	2,240	89%	104,230	66%	1,234,710	70%
Rented	290	11%	54,145	34%	524,995	30%
Total Households	2,530	100%	158,375	100%	1,759,705	100%

Household Sizes 2016

The 2016 Census provided private household sizes as summarized below. The Southern Gulf Islands' overall average household size (1.9 persons) is notably smaller than in the CRD (2.2) and the provincial average (2.4).

This is a result of a very high number of small (1 or 2 persons) households on the Southern Gulf Islands (87%), which should be considered when planning new housing designed to accommodate the current population, or to identify potential mis-matches with the existing housing supply.

Table 9 – Household Sizes (2011 Census Profile)

Households Size 2016	SGI		CRD		BC	
1 person	865	35%	56,720	33%	541,910	29%
2 persons	1,275	52%	64,200	38%	663,770	35%
3 persons	180	7%	22,550	13%	277,690	15%
4 persons	105	4%	17,830	10%	243,125	13%
5 or more persons	50	2%	8,860	5%	155,470	8%
# private households	2,475	100%	170,160	100%	1,881,965	100%
# persons	4,660		372,875		4,560,240	
Average # persons	1.9		2.2		2.4	

The final HNA will provide a separate household size for each island community (to the extent data is available). It will also be compared to house sizes in efforts to identify any over- or under-housing.

INCOME 2015

Median Household Income

Statistics Canada 2016 census data includes household income reported for 2015. Household income is the best income indicator for evaluating housing affordability, because it relates to all persons residing in a single dwelling. It can also help identify the 'ideal' housing supply for the community and identify any obvious gaps (or surpluses) in the supply.

Presented below is median household income by household composition. The Southern Gulf Islands household income lags behind CRD and provincial averages in all categories of household composition.

Table 10 – Median Income by Household Composition (Statistics Canada 2016)

Household Median Income	SGI			CRD			BC		
	Income	# hh	% hh	Income	# hh	% hh	Income	# hh	% hh
Families with children	74,069	255	10%	117,510	37,615	22%	111,736	536,175	28%
Families without children	68,915	1,160	47%	86,885	50,465	30%	80,778	519,030	28%
Lone parent families	40,320	110	4%	54,039	14,580	9%	51,056	179,945	10%
One-person households	30,528	865	35%	37,429	56,720	33%	35,701	541,915	29%
Other households	n/a	85	3%	n/a	10,775	6%	n/a	104,900	6%
Overall Median Income	54,037	2,475	100%	69,665	170,155	100%	69,995	1,881,965	100%

The most significant difference is in income for families with children, where the Southern Gulf Islands median incomes are approximately 37% and 33% lower than the CRD and BC averages. Likewise, lone parent families on the Southern Gulf Islands earn significantly less than their CRD (\$11,927 or 22.9% less) or BC (\$7,685 or 16.8%) counterparts.

Another large difference is for lone parent families, where those in the Southern Gulf Islands earn significantly less than their regional (\$13,719 or 25% less) or provincial (\$10,736 or 21%) counterparts.

These difference in income should be considered in the context of differences in housing costs to produce a meaningful comparison. The final report will make this comparison, including separate comparisons for each island.

Median Household Income by Tenure

Typically, incomes for homeowners are far greater than for renters. This is a useful measure for more accurately evaluating affordability of homes both for purchase and for rent. Tenure data has not yet been made available from Statistics Canada, but will be included in the final report.

Household Income Distribution

The distribution of household income can also help approximate the 'ideal' housing supply that would be affordable to the current population. It can also help identify and quantify those populations earning less than the minimum required to secure adequate housing.

Table 11 – Household Income Distribution (Statistics Canada 2016)

Household income 2016	SGI		CRD		BC	
	# hh	% hh	# hh	% hh	# hh	% hh
Under 5,000	55	2%	3,455	2%	43,415	2%
5,000 to 9,999	50	2%	2,210	1%	27,140	1%
10,000 to 14,999	80	3%	5,135	3%	55,745	3%
15,000 to 19,999	125	5%	6,730	4%	77,565	4%
20,000 to 29,999	265	11%	13,675	8%	151,680	8%
30,000 to 39,999	310	13%	14,200	8%	156,475	8%
40,000 to 49,999	270	11%	14,315	8%	152,635	8%
50,000 to 59,999	205	8%	13,590	8%	143,475	8%
60,000 to 69,999	200	8%	12,195	7%	132,845	7%
70,000 to 79,999	155	6%	11,510	7%	122,350	7%
80,000 to 89,999	155	6%	10,455	6%	111,350	6%
90,000 to 99,999	115	5%	9,250	5%	99,420	5%
100,000 and over	490	20%	53,445	31%	607,855	32%
Total households	2,475	100%	170,165	100%	1,881,950	100%
Median income	54,037		69,655		69,995	

Household Income Groups

For the proposes of this study and for ease of comparison to other communities in the CRD, households are grouped by income⁴ to parallel the affordability analysis in the CRD Data Book & Gap Analysis prepared by the Community Social Planning Council in August 2015. It will also be used for comparison to the actual housing supply to help identify any gaps.

Table 12 – Household Income Groups

Income Groups	Definition	Income range	SGI #	% total
Little to no income	under 15,000	Under 15,000	185	7%
Low income	15,000-50% median	15,000 to 29,999	390	17%
Low to moderate income	50% - 80% median	30,000 to 39,999	310	10%
Moderate	80% - 100% median	40,000 to 49,999	270	9%
Moderate to above moderate	100-120% median	50,000 to 59,999	205	11%
Above moderate to high	120% - 150% median	60,000 to 79,999	355	15%
High income	150% median +	80,000 and over	760	28%
Median income	\$54,037		2,475	100%

⁴ These income groupings are designed to parallel those used by Statistics Canada which do not necessarily fit exactly to SGI household incomes. They are a best fit and therefore may not always present an entirely accurate count.

Household Income Group Comparisons

While differences are not substantial, there are higher proportions of very low income residents on the Southern Gulf Islands, compared to the CRD and BC, and slightly higher above moderate to high income households.

Table 13 – Household Income Groups (SGI, CRD, BC)

Income Group	SGI		CRD		BC	
	# hh	% hh	# hh	% hh	# hh	% hh
Little to no income	185	7%	10,800	6%	126,300	7%
Low income	390	16%	20,405	12%	229,245	12%
Low to moderate income	310	13%	42,105	25%	452,585	24%
Moderate	270	11%	12,195	7%	132,845	7%
Moderate to above moderate	205	8%	11,510	7%	122,350	7%
Above moderate to high income	355	14%	19,705	12%	210,770	11%
High income	760	31%	53,445	31%	607,855	32%
Total	2,475	100%	170,165	100%	1,881,950	100%
Median income	\$54,037		\$69,655		\$69,995	

Prevalence of Low Income

Statistics Canada reports on the number of low-income households, based on a formula that considers after-tax median income in the community along with household sizes. Southern Gulf Island residents experience higher rates of low income than those in the CRD or BC.

Most notable is the very high rate of low income children and youth (20%), compared to the CRD or BC (13% or 16%). There are much higher rates in the 18-64 age group as well (25% compared to 14-15%); interpretation, however, is more difficult given the very wide age grouping. Rates of low income in the seniors' population is within the same range as the CRD and BC.

Table 14 – Prevalence of Low Income (SGI, CRD, BC)

Low Income Status 2016	SGI		CRD		BC	
	# persons	% pop	# persons	% pop	# persons	% pop
Total population	4,660		367,660		4,477,875	
Total low income	925	20%	48,985	13%	694,960	16%
Prevalence in population						
Low income age 0-17	125	29%	9,300	16%	151,880	19%
Low income age 18-64	540	25%	31,570	14%	427,085	15%
Low income age 65+	260	13%	8,115	11%	115,990	15%

POPULATION PROJECTIONS 2014-2041

Demographics and Population Projections

While population forecasting is not an exact science, BC Stats performs small population projections, published as 'P.E.O.P.L.E' statistics (Population Extrapolation for Organizational Planning with Less Error). These forecasts use area-specific fertility, mortality and migration assumptions based on past conditions. Accordingly, these forecasts are not necessarily what will be, as unforeseen changes in economic factors, government policy, and land use and zoning will affect future populations

BC Stats does not publish population forecasts for the Southern Gulf Islands Island alone, but rather for the entire Gulf Islands Local Health Area (LHA 64). In the case of the Gulf Islands, this parallels the geographic area of School District 64 and includes Salt Spring Island in addition to the Southern Gulf Islands.

For the purposes of this report, the 2016 Statistics Canada Census population for the Southern Gulf Islands Island was used as the baseline. This population of 4,735 represented 28.6% of the LHA 64 population of 16,532; forecasting assumes that this proportion remains constant throughout the forecast period.

SGL Population Projection

Using the methodology described above, the population of the Southern Gulf Islands Island would be expected to grow from 4,735 in 2016 to 5,483 in 2041 (25 years). This reflects an overall increase of 748 people, or an increase of 15.8%.

Table 15 – Population Projection (Sub-Provincial Population Projections August 2017)

Southern Gulf Islands Population Projection					
Year	Increase	Population	% incr.	Cumulative # incr.	Cumulative % incr.
2016		4,735			
2021	196	4,931	4.1%	196	4.1%
2026	179	5,110	3.6%	375	7.9%
2031	155	5,265	3.0%	530	11.2%
2036	129	5,394	2.4%	659	13.9%
2041	89	5,483	1.7%	748	15.8%

Many factors influence changes in population, and given the recent experience of population declines in the Southern Gulf Islands, one should use these numbers with caution; the effects of the Salt Spring population may be putting undue upward pressure on this projection.

Further efforts will be made with BC Stats to determine if a better methodology exists in this case, and provided in the final report along with island-by-island projections if available.

While average annual increases are not particularly large (average 0.6% or 30 people), there are housing implications. Using the current average household size of 1.9 residents, this population increase would equate to the need for an additional 16 housing units annually or 397 over the next 25 years (see household forecast p.18). This overall increase could have long-term planning implications for not only housing, but all forms of housing related infrastructure and services.

5. CURRENT HOUSING SUPPLY

This Stage 1 interim report does not include the full analysis of the housing supply, rather it is limited to data as released to date from the 2016 census and a very brief snap shot of readily and publicly available online listing data. Some limited dwelling age and condition data from the 2006 Census is presented to provide added understanding of the stock, pending the 2016 data.

The final report will include more complete housing supply data from the 2016 Census, historical housing sales, assessment and building permit values, and housing stock descriptions (age, bedroom count, building style, age). Supply data as secured from survey responses will also be included.

EXISTING HOUSING STOCK

Housing by Structure Type 2016

The housing supply is very strongly dominated by single detached dwellings (96%), significantly more than both the CRD (42%) and BC (44%).

Table 16 – Housing by Structure Type (2016 Census Profile)

Structure Type 2016	SGI		CRD		BC	
Single-detached house	2,375	96%	70,630	42%	830,660	44%
Apartment, building 5+storeys	0	0%	10,400	6%	177,830	9%
Semi-detached house	10	0%	6,220	4%	57,395	3%
Row house	10	0%	10,380	6%	147,830	8%
Apartment in duplex	15	1%	25,835	15%	230,075	12%
Apartment, building <5 storeys	5	0%	44,375	26%	385,140	20%
Other single-attached house	0	0%	320	0%	3,755	0%
Movable dwelling	60	2%	1,990	1%	49,290	3%
Total private dwellings	2,475	100%	170,150	100%	1,881,975	100%

Condition of Housing Stock 2006

Census data reports on the condition of the housing stock, based on resident reports of levels of repairs required. In 2006, Statistics Canada reported dwelling conditions in the Southern Gulf Islands in comparison to the CRD and BC as summarized below.

Table 17 – Dwelling Condition (2006 Census Profile)

All Dwellings Require 2006	SGI		CRD		BC	
Regular maintenance only	1,170	67%	107,550	71%	1,112,145	68%
Minor repairs needed	410	24%	35,770	23%	409,945	25%
Major repairs needed	155	9%	9,215	6%	121,060	7%

Age of Housing Stock

The housing stock in the Southern Gulf islands is much newer than in the CRD or BC, with over 85% of homes built after 1970. The number of dwellings almost doubled after 1990, with an average of 50 new units built annually from 1991-2006.

Table 18 – Dwelling Age (2006 Census Profile)

	SGI		CRD		BC	
1920 or before	45	3%	10,025	7%	47,570	3%
1921 to 1945	20	1%	11,165	7%	81,670	5%
1946 to 1960	85	5%	21,195	14%	174,250	11%
1961 to 1970	100	6%	20,845	14%	209,685	13%
1971 to 1980	385	22%	33,870	22%	353,305	22%
1981 to 1985	255	15%	13,255	9%	150,845	9%
1986 to 1990	95	5%	12,410	8%	150,005	9%
1991 to 1995	275	16%	12,800	8%	193,695	12%
1996 to 2000	240	14%	7,615	5%	145,665	9%
2001 to 2006	230	13%	9,345	6%	136,450	8%
TOTAL	1,730	100%	152,525	100%	1,643,140	100%

SGI Household Projection

Household counts are also projected by BC Stats in the 'P.E.O.P.L.E.' data sets, and a similar method for as for forecasting the population in the Southern Gulf Islands Island was employed. In 2016, the Southern Gulf Islands' 2,475 households represented 29.8% of the LHA 64'S 8,319 households. As for the population, projections assume that this proportion remains constant throughout the forecast period.

Table 19 – Household Projection (Sub-Provincial Population Projections Sep 2015)

Southern Gulf Islands Household Projection					
Year	Increase	Households	% incr.	Cumulative # incr.	Cumulative % incr.
2016		2,475			
2021	112	2,587	4.5%	112	4.5%
2026	58	2,646	2.3%	171	6.9%
2031	59	2,704	2.2%	229	9.3%
2036	62	2,767	2.3%	292	11.8%
2041	44	2,811	1.6%	336	13.6%

This household projection suggests an additional 336 homes could be needed over the next 25 years, which is not dissimilar to the previous population based forecast of 397 dwellings (see p. 16).

Non-Resident Ownership

High levels of non-resident ownership can often contribute to housing affordability issues for a community. First, many of these homes are left empty for most of the year, resulting in either the loss of housing stock for residents, or as a contributor to insecure tenure as tenants must vacate when owners return for vacation (or rent to other vacationers). Second, is the perceived change in character of the community when many of its residents do not reside permanently.

A further review of non-resident ownership based on BC Assessment ownership vs. residency data will be provided in the final report. For the purposes of this interim report, the Statistics Canada count of dwelling units occupied 'usual' residents is compared to total dwellings available. A 'usual' resident is a permanent resident, which allows for calculation of the dwellings that are either unoccupied, or occupied by a household who normally resides elsewhere.

The reader will easily see in the table below, the very low (and decreasing) rates of permanent residency on the Southern Gulf Islands, with 55% in 2006 decreasing to 51% in 2016. North Pender was stable at 60%, and Saturna grew from 45% to 58% (albeit small in absolute numbers) during this 10-year period. The three other islands experienced sizeable drops in the proportion of permanent residents

Table 20 – 'Usual' (permanent) Residents (Stats Canada 2006-2011)

Dwellings & Residency	2006				2016			
	Perm	Other	Total	Perm %	Perm	Other	Total	Perm %
Galiano Island	668	621	1,289	52%	564	606	1,170	48%
Mayne Island	589	518	1,107	53%	517	694	1,211	43%
North Pender	998	673	1,671	60%	1035	676	1,711	60%
South Pender	124	65	189	66%	199	265	464	43%
Saturna Island	192	234	426	45%	122	88	210	58%
TOTAL dwellings	2,571	2,111	4,682	55%	2,437	2,329	4,766	51%
CRD	152,482	12,904	165,386	92%	170,157	13,405	183,562	93%
BC	1,642,715	145,759	1,788,474	92%	1,881,969	181,448	2,063,417	91%

Permanent residency rates are much lower than in the CRD and BC (91%-93%). The final Housing Needs Assessment will explore this issue further as part of the full analysis of the housing supply.

RENTAL OPTIONS AVAILABLE IN THE SOUTHERN GULF ISLANDS

Private Market Rentals

To-date, CMHC has not conducted any rental market surveys on the Southern Gulf Islands. There is no centralized system of rental listings, although some individual islands report their own informal networks. Stakeholders report anecdotally that the majority of rentals are generally available only in the \$1,000-\$1,200 per month range. Further work in Stage 2 of this study will consolidate any additional available information.

The most recent census data on rental rates is from the 2006 Census; tenure and rental data was not published in 2011 to protect confidentiality due to the small number of responses in the National Housing Survey. Housing data from the 2016 Census is scheduled to be released late October 2017, and will be provided in the final report.

In the meantime, and for this interim report, 2006 Census data is provided below, suggesting approximately 400 units of rental housing in the Southern Gulf Islands, with rents in the range of \$521 to \$692. This is notably lower than reported anecdotally for 2016 (most \$1,000 to \$1,200).

Table 21 – Rental Rates (2006 Census)

Rental Households 2006	Galiano	Mayne	N Pender	S Pender	Saturna	Total
Number of households	130	85	110	25	50	400
Average rent	\$615	\$521	\$692	n/a	377	n/a

Social Housing Units

BC Housing reports the number of social housing units that they administer in each community. Social housing data used in this interim report is based on the 2015 CRD Data Book as completed by the Community Social Planning Council of Greater Victoria; we understand that no changes in the social housing inventory have occurred since then.

It is expected that other social housing units not administered by BCH may exist on the Southern Gulf Islands. This will be confirmed during Stage 2 consultations, to be reported in the final report.

BHC Housing reported 33 units of social housing in 2011, plus 7 households receiving rent supplements (8.4 units per 1,000 population). This differs significantly on a per capita basis from the CRD (29.0 per 1,000).

If the same per capita number from the CRD were to be applied, the equivalent number of social housing units on the SGI would be approximately 139 (SGI population 4,735 x CRD 29.0/1,000 = 139 units). Furthermore, as shown in Table 22 below, most client groups served by BC Housing have no units at all.

Table 22 – Social Housing by Client Group (BC Housing)

Social Housing by Client group 2011	SGI #	SGI/ 1000 pop.	CRD #	CRD/ 1000 pop.
Homeless shelters	0	0	147	0.4
Homeless housed	0	0	503	1.4
Homeless rent supplements	0	0	467	1.3
Frail seniors	0	0	1,326	3.7
Special needs	0	0	776	2.2
Independent seniors	27	5.6	2,186	6.1
Low income families	6	1.3	2,422	6.7
Rent Supplements families	7	1.5	827	2.3
Rent Supplements seniors		0.0	1,703	4.7
Women/child. flee violence	0	0.0	80	0.2
Total Social Housing Units	40	8.4	10,437	29.0
Population 2011	4,780		359,990	

Approximation of Rental Supply (working, interim model ONLY)

Pending completion of Stage 2 of this study, a rough approximation of the rental supply⁵ is presented below. Please note that this is based on very little quantitative evidence, rather presented as working model for discussion.

Table 23 – Interim Approximation of Rental Housing Supply

Approximation of Rental Housing Supply			
Price range of units	# units	\$ rent	% of supply
Social housing units	33	375	11%
Rent supplement units	7	600	2%
Under market	20	800	7%
Low end market	50	1,100	17%
Average market	50	1,300	17%
High end of market	130	1,600	45%
Total / Average	290	\$1,010	100%

Household tenure in the SGI as a whole was reported in the 2011 National Household Survey, which is presented below in comparison to the CRD and BC. This indicates that not only does the SGI have a much lower proportion of homes rented (11% vs. 34% and 30%),

⁵ Rough approximation only based on anecdotal evidence provided by stakeholders, with total numbers to equate to 290 units as reported in the 2011 NHS.

This indicates that there has been a large decrease in the number of homes available for rental since 2006 (from 400 to 290 or 28%). While unclear at this point, it is viewed unlikely that the overall supply has decreased by 35 units; this may due to a decrease of units occupied by 'usual' (permanent) residents. This will be further explored with 2016 data.

Table 24 – Changes in Rental Supply 2006-2011

Household Tenure	2006		2011		Diff	
Owned	2,165	84%	2,240	89%	75	3%
Rented	400	16%	290	11%	-110	-28%
Total Households	2,565	100%	2,530	100%	-35	-1%

Impact of Vacation Rentals

PAG members and local stakeholders cited concerns that availability of affordable housing was a critical issue on the Southern Gulf Islands, exacerbated by rental accommodation being increasingly placed in the secondary home and vacation rental markets.

No comprehensive or official records are kept that allow for verification of this perception. A brief review of the Air BnB rental listings and daily rental rates at both the beginning and end of the summer (early-June and mid-September 2017) is summarized below. This data should be used with caution; while best efforts were made to include only full houses to exclude any commercial visitor properties, details of each individual listing were not examined, as a full analysis is beyond the scope of this study.

The data is therefore not conclusive, nor should it be assumed that all these units would or should be included as permanent rental stock⁶. Nevertheless, it may provide some information that could help inform community discussion.

Table 25 – Air BnB 'entire home' Listings

Air B&B	Galiano		Mayne		N. Pender		S. Pender		Saturna		Total/avg.	
# beds	# u.	avg \$	# u.	avg \$	# u.	avg \$	# u.	avg \$	# u.	avg \$	# u.	avg \$
Jun-2017	59	\$225	25	\$141	58	\$204	19	\$338	2	\$278	163	\$219
Sep-2017	39	\$198	25	\$164	34	\$165	18	\$257	2	\$436	118	\$197
Diff	-20	-\$27	0	\$23	-24	-\$39	-1	-\$81	0	\$158	-45	-\$22
% diff	-34%	-12%	0%	16%	-41%	-19%	-5%	-24%	0%	57%	-28%	-10%

Understandably, there is strong financial incentive for owners to rent their homes, suites and cottages to visitors. Clearly some of this housing stock would be suited to permanent residency, but no efforts were made to evaluate which or how many are zoned for, or otherwise would be appropriate for such use.

⁶ Best efforts were made to exclude commercial or resort listings by filtering for 'entire home' listings, removing any known or identified as resorts, and removing boats or buses. This exercise excluded many, but likely not all accommodation zoned for commercial guest accommodation, and therefore should not be treated as a perfect data set or summary of homes suitable for permanent accommodation.

HOMEOWNER OPTIONS AVAILABLE ON THE SOUTHERN GULF ISLANDS

Current Home Purchase Options: MLS

As with other housing supply data, a full analysis of the supply in the final report will include current and historical sales and listing prices and volumes. For this interim report, and its preliminary assessment of need, September-2017 MLS listings were summarized as an indicator of currently available homeowner options.

Table 26 – MLS Listings Sept-2017

Price Range		# listed	Avg. \$
0	149,000	0	n/a
150,000	199,000	1	195,000
200,000	299,000	13	265,900
300,000	399,000	14	371,400
400,000	499,000	11	452,500
500,000	599,000	3	564,000
600,000	699,000	12	675,500
700,000	799,000	6	765,600
800,000	899,000	10	870,400
900,000	999,000	5	945,800
1,000,000	1,499,000	13	1,215,000
1,500,000	1,999,000	3	1,562,600
2,000,000	and up	5	5,323,800
Total #		96	
Average \$			924,500
Median \$			690,000

Current Home Purchase Options – Island by Island

These listings are further broken down by Island, and compared with those from June-2017, to identify any changes that may have occurred during this past busy visitor period. While 3 months does not make a trend, listing prices increases during that short time period are notable, averaging 25%.

Table 27 – MLS listings by Island – June & Sept-2017

MLS listings	Galiano	Mayne	N. Pender	S. Pender	Saturna	Total/Avg
# listings June-2017	25	35	31	3	14	108
Average June	1,106,796	693,123	587,456	1,149,967	711,343	518,944
Median June	554,500	484,000	495,500	795,000	361,900	518,944
# listings Sept-2017	19	36	24	7	10	96
Average Sept	1,333,579	766,211	950,308	849,129	708,700	924,582
Median Sept	787,000	557,000	540,000	837,500	719,000	690,000
Median price change	232,500	73,000	44,500	42,500	357,100	171,056
change %	30%	13%	8%	5%	50%	25%

6. HOUSING AFFORDABILITY

Defining Affordability

Measuring housing affordability involves comparing total shelter costs with a household's ability to meet them, given their income. Shelter costs are considered to include basic utilities for renters, and for homeowners, this generally also includes taxes and insurance in addition to mortgage payments. Typically affordable shelter costs target 30% of a household's income.

For affordability calculations, housing is generally characterized as 'acceptable' if it is in good condition and is an adequate size for the household size and composition. While this is a somewhat subjective measure, Canada Mortgage and Housing Corporation (CMHC) defines acceptable housing as having three key features:

- Adequate condition (not needing major repairs),
- Suitable size (given the size and composition of the household members), and
- Affordable (shelter costs less than 30% of before-tax household income).

Three other measures of housing affordability that are often used include:

- Core Need – those paying > 30% of income on shelter costs.
- At Risk of Homelessness – those paying > 50% of their income on shelter costs.
- Homeless – a continuum ranging from 'relative' (insecure, unsafe or inadequate) to 'absolute' homelessness (also known as 'living rough').

How to determine what is affordable

No community will have a housing stock that always and perfectly meets the community's needs and residents' preferences in terms of numbers, size, form and price. That is a complex matrix of needs that changes over time and in response to changes in both the housing stock (additions and deletions) and changing features of the population.

Some communities define affordability as being the lesser of the standard benchmark of 30% of income, and the shelter costs that allow residents to have sufficient resources to properly meet their families' other basic needs such as food, clothing, child care and transportation; this is particularly critical for those of very low incomes.

For the purposes of this study, an affordability benchmark of 30% of income was used for rental housing, and conventional mortgage qualifications (4.0% interest, 25-year amortization, 75% loan-to-value ratio) was used for homeownership. Built into the monthly homeowner shelter costs is an estimate for taxes and insurance and utilities (\$200/month). While these numbers may be debated, it produces a starting point for discussion and evaluation.

It is recognized that this may produce a somewhat imperfect estimate of affordability, but it is established as a framework for the purpose of comparing ideal to actual housing supply to identify any gaps.

Further, there may be various mechanisms to assist some households with their shelter costs, including for example, loans/gifts for down payments, rent-to-own scenarios, rental assistance, etc. These may be appropriate and available in some circumstances, but have not been considered in this analysis.

AFFORDABILITY TARGETS

Affordability Targets by Household Type

Using the affordability assumptions described above, an estimate of rental rates and home prices that would be affordable to the population of the Southern Gulf Islands was constructed. The various household types presented earlier in this report, the respective % proportion they represent of the population, and their median incomes are summarized below to develop affordability targets.

Table 28 – Affordability Targets (by household composition)

Household Affordability Targets	% population	Median Income	Affordable Rent	Affordable Purchase
Families with children	10%	74,069	1,852	420,000
Families without children	47%	68,915	1,723	385,000
Lone parent families	4%	40,320	1,008	205,000
One-person households	35%	30,528	763	145,000
Other households	3%	n/a	85	n/a
All households (2010)	100%	54,037	1,351	295,000

To illustrate how this table can be used, it is noted that ideally there would be up to 10% of the housing supply that is suitable to families with children. While there is certainly a wide range of incomes in the Southern Gulf Islands's family households, they have the highest median incomes and can accordingly afford (on average) rents of \$1,852 and purchase prices of \$420,000.

As another example, one-person households comprise 35% of the population and have the lowest incomes of all household types, suggesting the need for a large supply of small, relatively affordable rental units (median \$763). It further suggests there may be a strong demand for very small homeowner housing units (e.g. tiny homes or micro condos) if they could be supplied around the \$145,000 price point.

The final report will supply these affordability targets for household types on an island-by-island basis.

IDEAL AFFORDABLE HOUSING SUPPLY

To create a profile of an 'ideal' housing stock to (theoretically) match the Southern Gulf Islands' needs, the income distribution of all households' incomes is reproduced and expanded below. Using the affordability benchmarks and calculations presented previously, affordable rents and purchase prices for each income category were again calculated. This conceptual or 'ideal' housing supply can then be compared to the existing supply in order to calculate any 'gaps' in current supply.

Highlighted prices are intended to signify the points where a household might typically move from rental to home purchase. This suggests that a wide range of housing prices are needed on the Southern Gulf Islands, with a median purchase price of \$295,000 or median rental rate of \$1,338.

Table 29 – Ideal Housing Supply - Rental and Purchase Prices

Income Group	Household Income 2010	# house-holds	% house-holds	Avg. income	Affordable Rent	Affordable Purchase
Little to no income	Under 5,000	55	2%	5,000	125	n/a
	5,000 to 9,999	50	2%	7,500	188	n/a
	10,000 to 14,999	80	3%	12,500	313	n/a
Low	15,000 to 19,999	125	5%	17,500	438	60,500
	20,000 to 29,999	265	11%	25,000	625	110,000
Low-Mod	30,000 to 39,999	310	13%	35,000	875	171,000
Moderate	40,000 to 49,999	270	11%	45,000	1,125	235,000
Mod->Mod	50,000 to 59,999	205	8%	55,000	1,375	300,000
> Mod-High	60,000 to 79,999	355	14%	70,000	1,750	395,000
High	80,000 to 99,999	270	11%	90,000	2,250	520,000
	100,000 +	490	20%	100,000	2,500	585,000
Total/Median income		2,475	100%	54,037	1,351	295,000

185 units
needed
rents <\$313

575 units
needed
rents <\$625

To illustrate how this table can be used, it is noted that ideally there would be a substantial supply (up to 575 units) of rental housing priced at \$625 or less. Looking more closely, it also highlights the need for this to include some supply (up to 185 units) of very low rental units (\$313 and less). As another example at the other end of the income range, a relatively large segment of the population (31%) earning \$80,000+ can afford rental housing priced at \$2,250+/mo. and can purchase housing priced at \$520,000+.

7. AFFORDABILITY OF THE CURENT RENTAL SUPPLY

Interim Assessment – Rental Supply

As mentioned earlier, full information on the Southern Gulf Islands' rental housing supply is not available. For this interim report, the framework for evaluating affordability will be set up using the limited data available.

The final report will include this analysis including any newly released Census data, BC Housing inventory, stakeholder reports and community survey results (community surveys will ask for residents' current rental rates). The objective will be to develop a snapshot inventory of rentals currently available, including whether they are rented on a long-term or seasonal basis.

Renters Spending >30% on Shelter

Statistics Canada reports the number of renters paying more than 30% of their income (in core need) and those paying more than 50% of their income (at risk of homelessness). This will be updated when the 2016 data is available.

In the meantime, the 2011 National Household Survey⁷ showed that 150 renter households (22% + 29% = 51%) on the Southern Gulf Islands were paying more than 30% of their income on shelter costs, including a very high number of households (85 or 29%) paying more than 50% of their income.

It is generally accepted that households paying more than 50% of their income on housing are at risk of homelessness, as any interruption in their income or unexpected expense could easily made paying rent impossible.

Table 30 – Tenant Households % income to rent (2011 NHS)

Tenant households paying:		SGI households		CRD households	
% income	Description				
0-30%	Generally deemed to be affordable	100	34%	21,428	40%
30%	In social housing (or rent supplements)	40	14%	7,359	14%
31-49%	Core Need–difficult at lower incomes	65	22%	12,553	23%
50%+	At risk of homelessness	85	29%	12,770	24%
TOTAL 2011		290	100%	54,110	100%

⁷ Low response rate in the 2011 NHS may make data less unreliable.

In 2006, a very high proportion of rental households (41%-55%) were paying > 30% of income⁸ on rent (data was not available for S. Pender and Saturna).

Table 31 –Households Paying >30% (2006 Census)

Rental Households 2006	Galiano	Mayne	N Pender	S Pender	Saturna	Total
Number of households	130	85	110	25	50	400
Number paying > 30%	70	35	60	n/a	n/a	n/a
% paying > 30%	54%	41%	55%	n/a	n/a	n/a

Affordability of the Current Rental Supply

Using the previously developed (interim) approximation of the rental supply (Table 23), the incomes that would be required to afford these rental rates if households spend 30% of their income on housing is calculated below⁹.

Table 32 – Affordability of the Rental Supply

Affordability of Rental Supply				
Price range of units	# units	\$ rent	% of supply	Income req'd
Social housing units	33	375	11%	15,000
Rent supplement units	7	600	2%	24,000
Under market	20	800	7%	32,000
Low end market	50	1,100	17%	44,000
Average market	50	1,300	17%	52,000
High end of market	130	1,600	45%	64,000
Total / Average	290	\$1,010	100%	40,400

⁸ 30% of gross household income is considered to be 'affordable'

⁹ Rough approximation only based on anecdotal evidence provided by stakeholders, with total numbers to equate to 290 units as reported in the 2011 NHS.

8. AFFORDABILITY OF THE HOMEOWNER SUPPLY

Interim Assessment – Homeowner Supply

As mentioned earlier, full information on the Southern Gulf Islands' homeowner housing supply is not yet available. For this interim report, the framework for evaluating affordability will be set up using the limited data available.

The final report will include this analysis including any newly released Census data, and other housing supply data as described on p. 2 of this report.

Owners Spending >30% on Shelter

Statistics Canada reports the number of owner households paying more than 30% of their income on shelter costs (in core need) and those paying more than 50% of their income (at risk of homelessness).

Unlike in the CRD (or renters in the SGI), relatively few owner households are paying more than 30% of their income on their housing costs. It should be noted, that while those paying >50% are labeled as 'at risk of homelessness', in reality this is rarely the case as homeowners often have other choices if their home costs become unaffordable.

Table 33 – Owner Households % income to housing costs (2011 NHS)

Owner households paying:		SGI households		CRD households	
% income	Description				
0-30%	Generally affordable	1,843	84%	72,210	68%
>30-50%	Core Need	172	8%	24,070	23%
>50%	At risk of homelessness	190	9%	9,755	9%
TOTAL		2,205	100%	106,035	100%

Affordability of Current Homes for Sale

The current summary of MLS listings provided earlier (p. 23) is reproduced below, along with a calculation of the estimated income that would typically be required to be able to afford to purchase and finance those homes.

Income required required is calculated based on standard mortgage financing qualification, with 25% down payment, 4% interest rate and a 25-year amortization. Utilities and insurance are estimated at \$200/month. Payments are considered affordable if the resulting housing costs are 30% of income.

Table 34 – MLS Listings Sept-2017 & Incomes Required

Price Range		# listed	Avg. \$	Income Req'd
0	149,000	0	n/a	n/a
150,000	199,000	1	195,000	38,000
200,000	299,000	13	265,900	49,000
300,000	399,000	14	371,400	66,000
400,000	499,000	11	452,500	79,000
500,000	599,000	3	564,000	97,000
600,000	699,000	12	675,500	114,000
700,000	799,000	6	765,600	128,000
800,000	899,000	10	870,400	145,000
900,000	999,000	5	945,800	157,000
1,000,000	1,499,000	13	1,215,000	199,000
1,500,000	1,999,000	3	1,562,600	254,000
2,000,000	and up	5	5,323,800	848,000
Total #		96		
Average \$			924,500	153,892
Median \$			690,000	116,886

To put this supply in the context of attainability for current residents of each island, affordability of home purchase using the September 2017 median list prices is summarized below. While not a perfect calculation for the wide range of housing and household incomes, this clearly demonstrates that the bulk of the supply of homes available for sale is not affordable to most of the population.

Table 35 – Incomes Required MLS listings by Island – June & Sept-2017

Housing Cost / Income	Galiano	Mayne	N. Pender	S. Pender	Saturna	Total/Avg
Purchase	787,000	557,000	540,000	837,500	719,000	690,000
Down payment	196,750	139,250	135,000	209,375	179,750	172,500
Loan amount	590,250	417,750	405,000	628,125	539,250	517,500
Monthly P&I	3,105	2,197	2,130	3,304	2,837	2,722
Monthly utilities	200	200	200	200	200	200
Total monthly housing	3,305	2,397	2,330	3,504	3,037	2,922
Income required	132,100	95,800	93,200	140,100	121,400	116,800

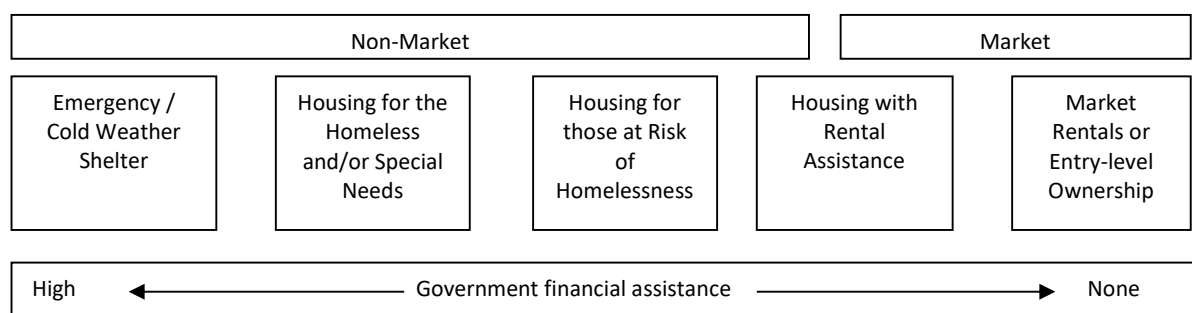
As reported earlier (see p.12), the median household income on the Southern Gulf Islands is \$54,037, about 54% less than required to afford the median home currently for sale. The final report will present this comparison on an island-by-island basis.

9. GAPS IN AFFORDABLE HOUSING SUPPLY

THE AFFORDABLE HOUSING CONTINUUM

The housing supply in any community consists of a range of types and prices, ideally with a variety of features and/or services suitable for households of all income levels. This range of housing is typically referred to as a 'Housing Continuum', and includes both non-market housing and market housing. These are usually defined by the level of government financial assistance involved.

BC Housing has developed a standard Housing Continuum that extends from emergency shelter and housing for the homeless through to affordable rental housing and homeownership.



The distinction between non-market and market housing has been drawn so that each captures housing with rental assistance; this is intended to illustrate that rental assistance can be provided to tenants of either non-market or market (private sector) housing.

WHAT IS A GAP ANALYSIS?

For the purposes of this study, a 'gap analysis' is an assessment of where the existing and future housing supplies do not meet the needs the Southern Gulf Islands residents.

For Stage 1 (this report), it is based on a calculation of the difference between the existing supply of housing (albeit limited data at this time), and what would be affordable to residents based on their incomes.

As in other sections of the report, the data is presented in one or more ways according to:

1. Household composition
2. Income groups (a. census groupings -or- b. groupings relative to median income)

Stage 2 will augment the gap analysis with the completed supply analysis, and both quantitative and qualitative evidence based on interviews and/or surveys of community members. Additional input will be sought from employers through surveys designed to also capture their views on workforce housing needs and the impacts on their businesses. This is intended to provide a better understanding of the needs and of potential solutions from the perspective of the Southern Gulf Islands' community members.

It is important to understand that the calculation of a 'gap' is not an exact science; rather the purpose is to identify areas of shortage in the housing supply to inform discussion and develop priorities for action. It is not an action plan, and is not designed to definitively state what and how many units of any given type of housing are needed to meet all needs.

WHERE ARE THE SOUTHERN GULF ISLANDS'S HOUSING GAPS?

Gaps in the affordable housing supply were calculated based on information obtained in the research of Stage 1. This was based on a review and analysis of published demographics, household income and existing housing data from a various sources, and paints of picture of strong need for many households.

Preliminary quantitative evidence clearly points to supply shortages in almost all types of affordable housing along the continuum for low to moderate income earners. Qualitative and anecdotal evidence suggests the housing situation is bordering on crisis, and is having serious impacts on community well-being and sustainability.

This will be further reviewed as part of community consultations (Stage 2 of this study). Results will be incorporated into the analysis and the evaluation of housing gaps will be updated as required for the final report (Stage 3). In the meantime, gaps in key areas of the housing supply are summarized below.

CALCULATED GAPS BY INCOME GROUP (preliminary only)

Below is the summary of all income and housing supply data presented throughout this report, sorted by income group. Following the table is a brief interpretation of results for each income group. The columns labeled 'Affordable' is the price that would be affordable to the associated income group. The column labeled '% of stock' refers to the % of existing housing supply that is within this price range.

Table 36 – Affordability by Income Group

Income Group	SGI population			Rental		Homeowner	
	# hh	% hh	Income	Affordable	% stock	Affordable	% stock
Little to no income	185	7%	7,500	188	14%	n/a	0%
Low income	390	16%	22,500	563		85,250	
Low to moderate income	310	13%	35,000	875	7%	171,000	28%
Moderate	270	11%	45,000	1,125	17%	235,000	
Moderate to > moderate	205	8%	55,000	1,375	17%	300,000	15%
>Moderate to high	355	14%	70,000	1,750	45%	395,000	
High income	760	31%	80,000+	2,000+		552,500+	57%
Total / Median	2,475	100%	\$54,037	\$1,351	100%	390,000	100%

Households with little to no income and low income (up to \$22,000)

Households in the two lowest income groups comprise approximately 23% of the Southern Gulf Islands' households (575 households). Some are presumed to be living in social housing, but most are likely experiencing serious affordability challenges, and some are likely in insecure or inadequate housing or may be experiencing homelessness.

With a limited supply of social housing units on the Southern Gulf Islands (BC Housing reports 40 units including rent supplements), this suggests a potential shortfall of hundreds of units for the lowest income residents. Additional supply of rental housing should provide rents ranging from (ideally under) \$375 to \$560 to be affordable to households earning up to \$22,500 per year

There are no purchase options for households with income in this range.

Households with low-moderate income (average \$35,000)

Low-moderate income households represent 13% of the population (310 households) and can afford an estimated 7% of the current rental units¹⁰.

This suggests the need for additional supply of rental housing with rents ranging from \$750 to \$975 per month to be affordable to households earning \$30,000 to \$40,000 per year. Households in this income range may begin to consider home ownership, and a supply of entry-level homes starting under \$200,000 could serve this segment of the population.

Households with Moderate income (average \$45,000)

Moderate income households represent 11% of the population (270) and can afford an estimated 17% of the rental supply. This suggests they are reasonably well served by the rental market price-wise, but all indications point to a very short supply. Very few MLS listings would be affordable to this group, and even if so, only to the higher income ranges of these households.

Many households in this income range begin to move home ownership, and a supply of entry-level homes around \$235,000 could serve this segment of the population.

Households with moderate to above moderate incomes (average \$55,000)

Moderate to above moderate income households represent 8% of the population (205) and can afford the majority of rental units on the market. On the surface, this may suggest they should be reasonably well served by the private rental market, however all indications point to a very short supply. Still relatively few MLS listings would be affordable to this group, although on average the households can afford homes priced around \$300,000.

¹⁰ As reminder, the rental stock is a rough approximation only at this stage of the work, and is expected to change, potentially substantially. A more accurate inventory will be reported in the Stage 3 report.

Households with above moderate to high incomes (average \$70,000)

Above moderate income households represent 14% of the population (1,095) and can afford most rental units on the market, and as such are considered reasonably well served. While supply is limited, there is no affordability gap in the rental supply for this group.

A reasonable portion (15%) of the current MLS listings would be affordable to this group, with 28 listing under \$400,000, so they are reasonably well served by the homeowner market. Gaps in supply of this price range would likely relate to preferred property features or location, rather than price.

Households with high incomes (\$80,000+)

High income households represent the largest income group on the Southern Gulf Islands, an estimated 31% of all households. These households are will served by both the rental and homeowner markets.

10. NEXT STEPS

The primary objective of this Stage 1 report is to provide a preliminary assessment of housing gaps. These findings were based mostly on the review and analysis of published reports and publicly available data, with some limited input from stakeholders.

The findings will inform the design of the stakeholder consultations and engagement strategy for Stage 2 of this study where results will be reviewed with them through interviews and surveys; their perceptions will then be integrated in the final report in Stage 3 of this study.

STAGE 2 – STAKEHOLDER CONSULTATION AND ENGAGEMENT STRATEGY

Housing stakeholder engagement in Stage 1 was limited to PAG member introductory e-mail communications, and limited follow up communications with the consultant. Stakeholders were asked for any housing data or reports they may have, and their interest in participation in Stage 2 of the study.

Feedback was limited, but received from most PAG members, a non-profit seniors housing provider, a non-profit social service provider, a representative from the Chamber of Commerce, the coordinator of the local Food Bank, a representative from the Economic Development Commission, and a realtor/rental property owner. Their input was considered in the Stage 1 research, and will be more fully explored in the Stage 2 Consultations as described below.

1. Community Survey

A community-wide survey that is capable of sorting by island will be posted online using Survey Monkey. It is anticipated that PAG members and any interested stakeholders will assist in publicizing the survey, and undertaking follow-ups if the response rate is not as high as hoped.

This survey is intended to seek demographic and housing information that mirrors the structure of this Stage 1 report to allow for consolidation of these preliminary findings with community perspectives in the final report. While the study is not intended to identify strategies or solutions to the housing needs identified, the survey will give respondents the opportunity to give suggestions; this is intended to help the community begin any next steps they may be considering.

The survey is currently under development, and testing and conduct is tentatively scheduled for October-November 2017.

2. Stakeholder Interviews or Small Group Meetings

PAG members have identified a number of stakeholders, and the consultant will organize interviews to obtain qualitative evidence and feedback on preliminary findings, gain a better understanding of the housing needs in the community, identify stakeholders' future plans

and/or ideas for potential solutions, as well identify as any obstacles they may be encountering.

An interview guide is under development, and some meetings are tentatively scheduled to begin late September through early-mid November 2015.

3. Workforce Housing Survey

Additional input will be sought from employers through a separate survey, also to be posted online via Survey Monkey. The consultant will seek assistance from the Economic Development Commission or Chamber of Commerce to ensure it is widely publicized. This is intended to obtain employer perspectives on housing need and the economic impacts of any shortages, and identify their ideas on solutions including their ability or willingness to participate.

The draft survey is complete, testing and conduct tentatively scheduled for October-November 2017.

4. Data Gaps

The Stage 1 research identified gaps in originally targeted information or data, as noted throughout the report. In Stage 2, best efforts will be made to secure as much of this as possible, or to seek alternative or comparable data if any is not available.

5. Preliminary report on Consultations

A brief report will be provided with the survey results and a consolidation of stakeholder input. This report is scheduled to be complete by the end of December 2017. It is anticipated that this will be an internal document to protect the confidentiality of respondents.

STAGE 3 – DATA ANALYSIS & REPORTING

The final report will be structured much like this Stage 1 interim report, but include a more detailed housing supply analysis, and refined assessments of need and housing gaps. A summary of consultation results will be included, but with to-be agreed upon level of detail to ensure confidentiality.

This report is scheduled to be completed by February 2018.

11. LIST OF TABLES

Table 1 – Background Reports	6
Table 2 – SGI Age Categories (2016 Census)	7
Table 3 – SGI, CRD, BC, Canada Age Categories (2016 Census).....	8
Table 4 – Population Changes (2001-2016 Census)	8
Table 5 – Seniors Ages (2016 Census).....	9
Table 6 – Household Composition (2016 Census)	10
Table 7 – SGI Household Tenure (Rental/Ownership) 2006.....	10
Table 8 – Household Tenure Comparison (Rental/Ownership) 2011.....	10
Table 9 – Household Sizes (2011 Census Profile)	11
Table 10 – Median Income by Household Composition (Statistics Canada 2016)	12
Table 11 – Household Income Distribution (Statistics Canada 2016)	13
Table 12 – Household Income Groups.....	13
Table 13 – Household Income Groups (SGI, CRD, BC)	14
Table 14 – Prevalence of Low Income (SGI, CRD, BC).....	14
Table 15 – Population Projection (Sub-Provincial Population Projections August 2017)	15
Table 16 – Housing by Structure Type (2016 Census Profile).....	17
Table 17 – Dwelling Condition (2006 Census Profile).....	17
Table 18 – Dwelling Age (2006 Census Profile)	18
Table 19 – Household Projection (Sub-Provincial Population Projections Sep 2015).....	18
Table 20 – ‘Usual’ (permanent) Residents (Stats Canada 2006-2011)	19
Table 21 – Rental Rates (2006 Census).....	20
Table 22 – Social Housing by Client Group (BC Housing)	21
Table 23 – Interim Approximation of Rental Housing Supply	21
Table 24 – Changes in Rental Supply 2006-2011.....	22
Table 25 – Air BnB ‘entire home’ Listings	22
Table 26 – MLS Listings Sept-2017.....	23
Table 27 – MLS listings by Island – June & Sept-2017	23
Table 28 – Affordability Targets (by household composition)	25
Table 29 – Ideal Housing Supply - Rental and Purchase Prices	26
Table 30 – Tenant Households % income to rent (2011 NHS)	27
Table 31 – Households Paying >30% (2006 Census).....	28
Table 32 – Affordability of the Rental Supply.....	28
Table 33 – Owner Households % income to housing costs (2011 NHS).....	29
Table 34 – MLS Listings Sept-2017 & Incomes Required.....	30
Table 35 – Incomes Required MLS listings by Island – June & Sept-2017	30
Table 36 – Affordability by Income Group.....	32

YOUR NOTES

To:	Local Planning Committee	For the Meeting of:	November 9, 2017
From:	David Marlor, DLPS	Date Prepared:	November 3, 2017
SUBJECT:	Update on Housing Agreement Administration		

PURPOSE:

This briefing is intended to inform the Local Planning Committee of existing housing agreements in the Trust Area and the progress of work on a new program to hold and administer housing agreements.

BACKGROUND

At the September 2016 Trust Council meeting the following resolution was passed:

TC-2016-083 that the Islands Trust Council allocate \$15,000 in the 2017-2018 fiscal budget to allocate one staff day (based on Grid 24/Step 2) per week to explore and if feasible, design and implement a program to hold and administer housing agreements on behalf of local trust committees.

Housing agreements are a tool for Local Trust Committees to encourage and enforce affordable housing developments. A housing agreement is a covenant that is adopted by local trust committee bylaw. A housing agreement sets the rates at which a housing unit can be rented or sold, and may stipulate the income threshold and types of the occupant(s). A housing agreement may be required for the owner to receive certain grants and funding.

1. Provisions to hold Housing Agreements

Section 483 of the *Local Government Act* authorizes local trust committees to enter into a housing agreement, which defines “terms and conditions agreed to by the local government and the owner regarding the occupancy of the housing units identified in the agreement, including but not limited to terms and conditions respecting one or more of the following:

- (a) the form of tenure of the housing units;
- (b) the availability of the housing units to classes of persons identified in the agreement or the bylaw under subsection (1) for the agreement;
- (c) the administration and management of the housing units, including the manner in which the housing units will be made available to persons within a class referred to in paragraph (b);
- (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 the agreement or as determined in accordance with a formula specified in the agreement.”

2. Current Housing Agreements

There are currently six housing agreements that are considered active (units are built and rented, or the housing agreement was recently finalized) in the Trust Area. There is one that has been partially completed and is not compliant with the agreement at this time. Two housing agreements are possibly upcoming: Bishops Walk on Salt Spring Island (Bylaw 506, amending bylaw 339), and Denman Seniors Village.

All housing agreements have a clause whereby the Islands Trust can monitor the property to ensure compliance, through the completion of schedules submitted annually or upon request. No record has been found of annual and/or requested monitoring, with the exception of one property on Denman where the organization has been proactive in sending in the required signed schedule. All housing agreement owners are in the process of being contacted to provide a recent schedule.

3. Administration by a third party

Two housing agreements on Salt Spring Island are administered by the Capital Region Housing Corporation, part of the Capital Regional District (CRD). The CRD is investigating options to withdraw from the housing agreements, including obtaining a legal opinion. The CRD is required to give the Islands Trust notice if they wish to withdraw from the agreements.

4. Managing and Administering Housing Agreements

In creating a Trust-wide program to hold and administer housing agreements the following points were considered:

1. Housing agreements to date have been handled on an individual basis by the planner assigned to the island/application
2. Extensive revision and legal review is required for each housing agreement
3. No evidence has been found of active monitoring to ensure housing agreement compliance to date
4. Planning and administrative staff with already full workloads need a system that does not add a lot of extra work
5. Enforcement issues have not been thoroughly planned for or addressed.

Staff will create templates for the various different types of housing agreements. These templates combine legal advice and formats from recently established housing agreements to create a base draft. Sample agreements from Bowen Island Municipality and the Town of Qualicum Beach were also reviewed.

Staff will develop procedures for staff to use when developing housing agreements to streamline the process and avoid errors and omissions, and develop procedures for annual administration and management of adopted housing agreements.

NEXT STEPS

1. Create a housing agreement database.
2. Develop procedures for creation of housing agreements.
3. Develop procedures for administration and management of housing agreements, including enforcement.
4. Develop procedure for reporting to the local trust committees.

5. Draft an information package for developers, community groups, and landowners regarding Housing Agreements.

Prepared By: Emily Kozak, Administrative Assistant

Reviewed By/Date: David Marlor, DLPS/Nov 3, 2017



BRIEFING

To: Local Planning Committee

For the Meeting of: November 9, 2017

From: David Marlor, Director, Local Planning Services

Date Prepared: October 26, 2017

SUBJECT: Creation of a Model Affordable Housing First Policy

PURPOSE:

At its September 2017 meeting, Trust Council has requested the Local Planning Committee consider adding to its work program the following item: "Creation of a model Affordable Housing First policy" which could be used by Local Trust Committees in accordance with the recommendation referred to in the 2010 Islands Trust Community Housing Toolkit.

BACKGROUND:

The Islands Trust Community Housing "Tool Kit" (2010) identified how Local Trust Committees could facilitate the application and approval process from an applicant's perspective. One recommendation relates to fast tracking. The Tool Kit states:

"Delays are costly and add to the cost of affordable housing. Under some circumstances, for example when an applicant has land under contract with subject conditions or when a time limited funding opportunity arises, some delays can even prevent an application from proceeding. While the private development industry may be better equipped or have the resources to endure some delays, it is more difficult for non-profit proponents who tend to be the primary applicants for affordable housing.

The Local Trust Committees could adopt an 'affordable housing first' policy for applications, with planning staff giving them priority in the queue for processing. The Salt Spring Island Local Trust Committee has taken this approach, directing staff to give priority to any applications that propose affordable housing."

The Recommendation in the Tool Kit was "THAT Local Trust Committees adopt an "affordable housing first" policy for applications, giving priority in the application queue.

Prepared By: David Marlor, Director, Local Planning Services

To: Local Planning Committee

For the Meeting of: November 9, 2017

From: Justine Starke, MCIP, RPP
Island Planner

Date Prepared: November 2, 2017

SUBJECT: MODEL TELECOMMUNICATIONS STRATEGY

RECOMMENDATIONS:

1. That the Local Planning Committee request staff to extend the consultant's contract to consult with industry representatives and suggest amendments to the draft report, "Model Program for Antenna Systems," dated November 01, 2017.

DIRECTOR'S COMMENTS:

A model program for antenna systems will be more robust and effective if it has industry support. Funding for the contract extension is available from the Local Planning Services scientific/technical fund.

IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: Recommendations from Local Planning Committee on how Trust Council can assist local trust committees in responding to radio broadcast and cellular towers can be considered as model consultation programs, model bylaws or model Official Community Plan amendments.

FINANCIAL: This project was funded with using a budget of \$6000 from the Local Planning Services Technical Services Budget.

POLICY: The Islands Trust Policy Statement contains the following relevant policy:

5.3.1 Trust Council holds that local trust committees and island municipalities should be consulted and involved in the decision-making process regarding provision of utilities, transportation services or facilities that might affect land use in their local planning areas.

IMPLEMENTATION/COMMUNICATIONS: Communication will be by regular updates to Trust Council from the Local Planning Committee.

OTHER: No other implications.

BACKGROUND

The federal Ministry of Innovation, Science and Economic Development Canada (ISED) (formerly Industry Canada) has jurisdiction over telecommunications uses, such as radio broadcast towers and cellular telephone towers, which are licensed under the federal Telecommunications Act. ISED recommends land use authorities establish a documented public consultation process to guide cell tower proponents. ISED also advises the land use authority issue a letter of concurrence or non-concurrence with the consultation process and the proposal.

Within the Islands Trust, the consultation process on these types of applications was previously guided by the Letter of Understanding (LOU, signed October 30, 1996) that existed between ISED and the Islands Trust Council, on behalf of Trust Area Local Trust Committees, for proposed towers of over 25m in height measured from ground level. Since ISED updated its *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular* (CPC-2-0-03) in 2014 to include a Default Public Consultation Process, the Trust Council/ISED LOU was rescinded by ISED under the terms of the agreement.

When a land use authority does not have an established or documented public consultation process, proponents of radio towers must use the ISED default process outlined in the *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular* (CPC-2-0-03).

On **August 17, 2017**, Local Planning Committee (LPC) endorsed a [project charter](#) for this work program. This was preceded by earlier direction of the LPC as follows:

At the **May 24, 2017** Local Planning Committee passed the following resolution:

THAT the Local Planning Committee directs staff to prepare a report regarding options to fund a consultant to review antennae siting consultations.

In **March 2016**, Trust Council passed the following resolution:

THAT the Islands Trust Council request the Local Planning Committee to make recommendations on policy that includes public consultation procedures and development guidelines for the siting and design of antenna systems, which may then be adapted and implemented by local trust committees.

Model Program for Antenna Systems (Draft Report):

This report presents a draft report, “Model Program for Antenna Systems,” dated November 01, 2017, which has been prepared by a consultant (James Van Hemert) under contract with Islands Trust. The report provides a literature review and summary of the background materials that were reviewed as part of the report’s creation. It includes a model consultation program, land use siting criteria, and model official community plan policies.

The report also presents a draft brochure to provide general information to public on the ISED consultation and approval process and the role of Islands Trust.

The consultant consulted a number of people in the creation of this draft report, including trustees, Islands Trust staff (current and former), staff from ISED, and industry representatives. Staff from ISED reviewed the draft report and made a number of comments, attached as appendix 2. These comments show support for the report; they have been incorporated into the draft report.

Based on the discussions with a representative from TELUS, as well as a guideline published by the ISED, the consultant has recommended that the Islands Trust have direct formal discussions with the telecommunication industry regarding the draft protocol. TELUS has made it clear that they do not support the draft in its current form. Consultation with industry representatives would improve the Islands Trust

strategy for a model policy and communications protocol. Staff from the Federal government at ISED suggest that land use authorities have more success with the process to bring in telecommunications infrastructure when there has been good consultation with industry providers.

The consultant also recommends that in addition to establishing consultation protocols, each Local Trust Area should establish a fee for reviewing antenna system proposals. The Regional District of Nanaimo has established a flat fee of \$4,000. LTAs could have reduced fees for local businesses, emergency services providers, and amateur radio operators.

REPORT/DOCUMENT:

1. "Model Program for Antenna Systems," dated November 01, 2017.
2. Feedback from ISED staff

KEY ISSUE(S)/CONCEPT(S):

Create model bylaws and policies to assist local trust committees with responding to applications for radio broadcast and cellular towers, which is the jurisdiction of the federal government.

DESIRED OUTCOMES:

Trust Council endorsement of a model strategy to assist local trust committees in responding to radio broadcast and cellular tower applications through a consistent policy framework.

RESPONSE OPTIONS

Recommended:

1. That the Local Planning Committee requests staff to extend the consultant's contract to consult with industry representatives and suggest amendments to the draft report, "Model Program for Antenna Systems," dated November 01, 2017.

Alternatives:

1. That the Local Planning Committee endorses the draft Model Program for Antenna Systems and direct staff to bring a final report for consideration by Trust Council.
2. That the Local Planning Committee requests the draft report to be amended as follows...

Prepared By: Justine Starke, MCIP, RPP
Island Planner

Reviewed By/Date: David Marlor/ November 6, 2017
Director, Local Planning Services

MODEL PROGRAM FOR ANTENNA SYSTEMS LOCAL PLANNING COMMITTEE



Figure 1 Innovation Science Economic Development Canada --Information for citizens about towers in their community.

Draft prepared November 1, 2017

V A N H E M E R T & C O .

Intelligence, Innovation, Inspiration

Table of Contents

1	Introduction	4
2	Interviews and Review of Literature.....	5
2.1	Introduction	5
2.2	Local Trust Committee Jurisdiction and ISED’s Requirements and Recommendations	5
2.3	Islands Trust Experience	6
2.4	Experience in Other Jurisdictions	7
3	Model Consultation Program.....	8
3.1	Information Science & Economic Development Canada (ISED) Application & Default Public Consultation Process	8
3.2	Model Public Consultation Protocol for Local Trust Areas	15
4	Land Use Siting Criteria	31
4.1	Introduction	31
4.2	Criteria	31
5	Model Official Community Plan Policies	35
5.1	Advocacy Policies	35
5.2	Land Use Policy	35
6	On-line Brochure on the Default ISED Public Consultation & Approval Process and the Role of Islands Trust	38
7	Definitions.....	41

1 INTRODUCTION

Local Trust Committees (LTC) have recently been grappling with how best to consult with the public and to address local concerns around proposed cellular and radio communication towers. At the same time Innovation Science and Economic Development Canada (ISED) notes that there is a growing demand for denser wireless connectivity for small business and 911 services. While people enjoy the relatively remote Gulf Island life, it also means they need to have adequate wireless access, including emergency services. This is especially true for the aging population on the islands who require access to health care more often.

The model *protocol* within this document has been prepared to help Local Trust Areas (LTA) effectively and efficiently assess antenna system proposals within their own unique contexts. The document provides a description of ISED’s default public consultation process, a model public consultation *protocol*, model siting criteria, model Official Community Plan policies, and definitions. The model *protocol* may be adopted in its current form as a stand-alone document; or it may be customized for local considerations. The model siting criteria and the Official Community Plan policies may be incorporated into the *protocol* or included within an Official Community Plan. Existing processes and by-laws for each separate Local Trust Area should be reviewed in light of adopting the model *protocol* and be revised or rescinded.

The *protocol* has been developed with input and insight from Islands Trust planning staff, Local Trust Area Trustees, ISED, other land use authorities and representatives from the telecommunications industry. It should be noted, however, that input from the industry does not necessarily constitute support.

Note that words in *italics*, and not otherwise a document, legislative act or agency, are words defined in Section 7 Definitions.

2 INTERVIEWS AND REVIEW OF LITERATURE

2.1 Introduction

The model consultation *protocol* is informed by the department of Innovation Science and Economic Development (ISED) Canada's foundational guides, the Federation of Canadian Municipalities *protocol* template¹, and Health Canada's Safety Code 6 (2009) regarding limits to human exposure to radiofrequency electromagnetic fields. A discussion on the respective roles of federal government and local land use authorities sets the foundation for a defensible and effective *protocol*. Documents and telephone interviews with staff and a trustee served as an overview of the Islands Trust experience in reviewing antenna system proposals. This information provides a practical and experiential foundation of the local context. Rounding out the review, interviews were conducted with IEDC, other local government jurisdictions, and representatives of the telecommunications industry.

2.2 Local Trust Committee Jurisdiction and ISED's Requirements and Recommendations

The ISED's *Radiocommunication and Broadcasting Antenna Systems Client Protocol Circular CPC 2-0-03* (CPC) is the foundation for understanding public consultation requirements and the appropriate role of the land use authority. It identifies the **mandate**, established in Section 5 of the *Radiocommunications Act* states that the Minister (of ISED) may, taking into account all matters considered relevant for ensuring the **orderly development** and **efficient** operation of radiocommunication in Canada, issue radio authorization, and approve each site on which radio apparatus, including *antenna systems*, may be located. A certain measure of flexibility is required in siting *antenna systems* in order to achieve adequate coverage for service areas.

The CPC emphasizes the importance of considering **local surroundings** in deploying *antenna systems*. Accordingly, the default public consultation process requires *proponents* of *antenna systems* to engage land-use authorities with regard to **site options, local public engagement and review processes, addressing reasonable and relevant concerns**, and ultimately obtain **land-use authority concurrence** in writing. Land-use authorities are encouraged to establish **reasonable, relevant, and predictable** consultation processes specific to *antenna systems* and consider matters such as designation of suitable contacts or responsible officials, proposal submission requirements, public consultation, documentation of concurrence process, and the establishment of milestones to ensure consultation process completion within 120 days. To that end, the ISED publishes the *Guide to Assist Land-use Authorities in Developing Antenna System Siting Protocols* which was referred to in developing this model strategy.

¹ *Antenna System Siting Protocol* template published by the Federation of Canadian Municipalities in consultation with the telecommunications industry. Available online at: https://fcm.ca/Documents/reports/FCM/Antenna_System_Siting_Protocol_Template_EN.pdf Accessed on October 2017.

Certain types of proposals (listed below) are excluded from land-use authority and public consultation requirements; however, all *proponents* must consider whether or not it is prudent to undertake consultation for an excluded proposal on the basis of:

- the proposal's physical dimensions, including the antenna, mast, and tower, compared to the local surroundings;
- the location and proximity to neighbouring residents;
- the likelihood of an area being a community sensitive location; and
- Transport Canada's marking and lighting requirements for the proposed structure.

Exclusions include the following:

- new *antenna systems* where height is less than 15 metres, but does not apply to *antenna systems* proposed by telecommunications carriers, broadcasting undertakings or third-party tower owners;
- existing *antenna systems* where modifications are made, antenna added or the tower replaced, including to facilitate sharing, provided that the total cumulative height increase is no greater than 25% of the height of the initial *antenna system* installation;
- non-tower structure antenna on buildings, water towers, lamp posts, etc. may be excluded provided the height of the ground of the site of the non-tower structure, exclusive of appurtenances, is not increased by more than 25%; and
- temporary *antenna systems* used for special events or emergency operations.

The CPC provides examples of relevant concerns that may be raised during public consultation, including, for example, why use of existing *antenna systems* may not be used, alternative sites, and what is being done to integrate antenna into local surroundings. Concerns that are **not** relevant include disputes with members of the public relating to *proponent's* service, potential effects that proposed *antenna system* will have on property values or municipal taxes, and questions whether or not *Safety Code 6*, locally established by-laws, other legislation, procedures or processes are valid or should be reformed in some manner.

2.3 Islands Trust Experience

Information about Islands Trust experience was gleaned from special studies, staff reports and *protocol* documents from the following Local Trust Areas: Galiano Island, Gabriola Island, Hornby Island, and Salt Spring Island. Documents reviewed included:

- Local Planning Committee briefing of January 28, 2015
- Galiano Island LTA:
 - Rogers Cell Tower referral, April 24, 2015
 - Telecommunications Strategy staff report to LTC, March 30, 2016
 - Telecommunication Strategy Project staff report, March 27, 2017
 - Antenna System and Siting Consultation Protocol, March 2017

- Hornby Island LTA--TELUS tower, public consultation package, staff reports of November 22, 2016 and May 5, 2017
- Gabriola Island LTA--Resolution GB-025-2010 regarding Communication Towers and Antennae
- Salt Spring Island:
 - Cellular Antennae Proposal Form
 - Procedural Guideline, April 26, 2001

Interviews for gaining insights and information were conducted with current and former Islands Trust planning staff with experience managing *antenna system* proposals. These included Marnie Eggen, Justine Starke, Aleksandra Brzozowski, and Robert Kojima. Tony Law, a trustee for Hornby Island LTA was also interviewed for his perspective on dealing with a particularly controversial application.

Additionally, to round out the perspective from other stakeholders, representatives from the industry (Doug Anastos, TELUS) and their process consultant, Brian Gregg (SitePath), were interviewed. Telecommunication industry input, however, does not necessarily mean support for the draft *protocol* as presented.

ISED representative, Jeff Stanhope, was interviewed and he also provided comments on a draft of the public consultation *protocol*. No red flags were raised regarding consistency with the CPC, the foundational guiding document of ISED.

2.4 Experience in Other Jurisdictions

- Regional District of Nanaimo
- District of North Saanich
- District of Maple Ridge
- City of North Vancouver
- Village of Pemberton

3 MODEL CONSULTATION PROGRAM

3.1 Information Science & Economic Development Canada (ISED) Application & Default Public Consultation Process

A. *Description of ISED's Application and Default Public Consultation Process*

ISED provides on its website a user-friendly text summary and infographic about how decisions are made regarding cell towers. The five-step process applies to all *telecommunication antenna systems*.

1. **Share**

Is a new tower necessary? Rules require companies to share towers, whenever possible, instead of building new ones.

2. **Propose**

Companies must submit a plan to the local municipality.

3. **Notify**

Once a company has a plan, it must notify local residents of the upcoming consultation. Rules require notifications be clearly marked – no confusion with junk mail. All residents within an area 3x the height of the tower must be notified.

4. **Consult**

The company must consider the community's views.

Impasses are rare. <0.1% of cases require Industry Canada's decision.

5. **Build**

Following the consultation, and once the company and local municipality agree, the tower must be built within three years.

CELL TOWERS IN YOUR COMMUNITY: HOW THE DECISION IS MADE

The Government of Canada regulates tower siting decisions, settles disputes, and sets health and safety standards.

New towers give wireless customers better, more reliable mobile service.



NO SERVICE



1 SHARE

Is a new tower necessary? Rules require companies to share towers, whenever possible, instead of building new ones

2 PROPOSE

Companies must submit a plan to the local municipality.

3 NOTIFY

Once a company has a plan, it must notify local residents of the upcoming consultation.

* Rules require notifications be clearly marked – no confusion with junk mail. All residents within an area 3x the height of the tower must be notified.

4 CONSULT

The company must consider the community's views

* Impasses are rare. <0.1% of cases require Industry Canada's decision.

BUILD 5

Following the consultation, and once the company and local municipality agree, the tower must be built within three years.



Canada

Proponents of siting and constructing an *antenna system* are required to present their plans and consult with the local land use authority; they are not required to make a formal application to ISED for siting an antenna facility. They are required, however, to provide information and notify ISED at the following points in the process in order to proceed:

- **public notification**: provide notification package;
- **responding to the public**: copy of all public reply comments; and
- **concluding consultation**: if applicable, *proponent* may request ISED to confirm its concurrence that the public consultation process requirements have been met.

The ISED Default Public Consultation Process applies to *proponents* if the land-use authority does not have its own established and documented consultation process for antenna siting. ISED's default process has three steps for consultation with the public and land-use authority whereby the *proponent*:

- provides **written public notification** of the proposed *antenna system* installation or modification;
- engages and **responds to the public** to address relevant questions, comments and concerns; and
- provides an opportunity for **public reply** in writing to the *proponent* regarding measures taken to address reasonable and relevant concerns.

Details on timing, content, communication channels, and style of communication for each step are summarized below.

1. *Public Notification*

- a) *Proponent* must provide a **notification package** to the following within a **radius of three times the tower height**:
 - the local public (including residences, community gathering areas, public institutions, schools, etc.);
 - neighbouring land-use authorities, and
 - businesses, and property owners.
- b) The notice of an upcoming consultation must be clearly marked, making reference to the proposed *antenna system*.
- c) Must provide at least **30 days** for written public comment.
- d) In areas of **seasonal residence**, the *proponent* must work with the land-use authority to determine the best manner to notify such residents to ensure their engagement.

- e) In addition, for *antenna system* of 30 metres or greater in height, notice must be placed in a local community newspaper circulating in the proposed area. Timing must be synchronized with the distribution of the public notification package, must be legible and placed in the public notice section of the newspaper. Further, it must include:
 - description of proposed installation;
 - location and street address;
 - *proponent* contact information and mailing address; and
 - invitation to provide public comments to *proponent* within 30 days of the notice.
- f) In areas without a local newspaper, other effective means of public notification must be implemented.

2. *Responding to the Public*

Proponents must address all reasonable and relevant concerns, make all reasonable efforts to resolve them in a mutually acceptable manner and must keep a record of all associated communications. When a question comment or concern is raised the *proponent* is required to:

- respond to the party in writing within **14 days** acknowledging receipt;
- address in writing all reasonable and relevant concerns within **60 days** of receipt or explain why concerns are not reasonable or relevant; and
- in written communication referred to above clearly note that the party has **21 days** from date of correspondence to reply to *proponent's* response.

The *proponent* may respond to a party via telephone, engaging in a community meeting or having an informal personal discussion.

3. *Public Reply Comments*

Examples of relevant concerns to address may include:

- Why is the use of an existing *antenna system* or structure not possible?
- How is the *proponent* trying to integrate the antenna into the local surroundings?
- What is the *proponent* doing to ensure that the *antenna system* is not accessible to the general public?
- What options are available to satisfy aeronautical obstruction making requirements at this site?
- What are the steps the *proponent* is taking to ensure compliance with the general requirements of the *Innovation Science Economic Development Canada's Client Procedures*

CPC 2-0-03 (hereinafter referred to as the CPC), the Canadian environmental Assessment Act (CEAA), and Safety Code 6 of the Health Act?

Concerns that are **not relevant** include:

- Disputes with members of the public relating to the *proponent's* service, but unrelated to antenna installations;
- Potential effects that a proposed *antenna system* will have on property values or municipal taxes;
- Questions whether the *Radiocommunication Act*, this document, *Safety Code 6*, locally established bylaws, other legislation, procedures or processes are valid or should be reformed in some manner.

4. *Concluding Consultation*

Installation or modification of an *antenna system* may only be commenced after the consultation process has been completed by the land-use authority, or ISED confirms concurrence of the consultation portion of the default process, and after all other process requirements have been met by the *proponent*.

B. Analysis and Observations of ISED's Default Public Consultation Process

1. *ISED Limits of Public Consultation*

The limits of ISED's CPC include the following matters on which it is either silent or does not have a requirement:

- application requirements to the land use authority;
- cost recovery;
- pre-consultation; and
- a means for community based dialogue beyond providing public information.

Further, the time restrictions on notice, responses, as well as the overall consultation time frame could be restrictive in addressing controversial proposals and the efforts needed to mitigate and search for alternatives.

2. *Analysis*

The CPC clearly notes that its default consultation process is a **minimum** process and anticipates through direct reference that local land-use authorities may **augment** the process by developing its own *protocol* which can address, for example, notification of additional entities, expanded minimum prescribed notification distances, pre-consultation meetings, and community information sessions.

The CPC also contains an important clause suggesting that even though a proposal may otherwise be exempt from public consultation, there are cases where “it may be prudent for the *proponent* to consult even though the proposal meets an exclusion.” Considerations for this decision include:

- the *antenna system*’s physical dimensions, including the antenna, mast, and tower, compared to the local surroundings;
- the location of the proposed *antenna system* on the property and its proximity to neighbouring residents;
- the likelihood of an area being a community-sensitive location; and
- ISED’s marking and lighting requirements for the proposed structure.

The companion *Guide to Assist Land-Use Authorities in Developing Antenna Siting Protocols* complements the CPC and addresses the role *land use authorities* (LUA)s can play in effectively participating and influencing decisions with respect to the proposed *antenna system* within the ISED’s siting procedures and sets out elements that LUAs might wish to include in establishing their own local *protocol*. These elements are incorporated in the model *protocol* described in this document.

Local knowledge is valued, particularly with regard to amenities, cultural or environmental sensitivities, planning priorities and other relevant characteristics of the area.

Although recognizing that the LUA or public’s preferred locations for siting may not always be feasible for strategic and technical reasons, the guide notes:

LUAs are encouraged to develop protocols that are clear and within their area of responsibility. Protocols can include promoting the placement of antennas in optimal locations from a land-use point of view, or excluding certain types of installations from protocol requirements. Through protocols, an LUA can highlight its local knowledge and expertise related to area sensitivities, including environmental or cultural concerns, and land-use compatibility.²

It is appropriate, therefore, for a local government to establish by way of policy in its Official Community Plan, Land Use Bylaw, and/or via a *protocol* document, land use preferences as well as land use sensitivities for siting of an *antenna system*. This conclusion has been confirmed in a conversation with an ISED representative.³

The guide suggest LUAs may consider preliminary consultation which will serve to inform, advise, guide, and indicate preferences to *proponents*. Communities such as the Regional District of Nanaimo have established a preliminary consultation step in the form of a site investigation meeting.

² Guide to Assist Land-use Authorities in Developing antenna system Siting Protocols, Industry Canada (now Innovation, Science, Economic Development Canada), Issue 2, August 2014, Section 2.1, page 3.

³ Conversation with Jeff Stanhope, Spectrums Operations Manager, Spectrum Management Operations Branch, ISED, September 29, 2017.

Further, the guide acknowledges that a LUA can set the format for public consultation in its *protocol*. These formats may take the form of a community open house, town hall style meeting, or another format preferred by the LUA. Ideally, the LUA and *proponent* will arrive at a mutually agreeable format.

In its outline template, the guide provides a set of considerations and suggested principles for a community in developing its own local *protocol*. The Regional District of Nanaimo, for example, has used this template effectively for establishing a *protocol* for all its Electoral Areas.

C. Addressing the Limitations of the ISED's Default Process

A model *protocol* for the Local Trust Areas can effectively compliment and address the inherent limitations of ISED's default process in the following manner:

- specify application requirements in detail;
- require pre-consultation;
- require information to the Local Trust Area, even if public consultation is not required;
- address cost recovery separately through an application fee;
- establish the desired format for public consultation beyond information packages;
- increase written notification area;
- establish siting criteria via OCP policy or via incorporation within a separate *protocol* document; and
- establish its own time frames, provided they do not exceed limitations of the CPC; however, the CPC provides for an opportunity to extend time frames under certain circumstances, particularly if there is an opportunity to mitigate and review options.

3.2 Model Public Consultation Protocol for Local Trust Areas

A. Objectives

The objectives of this *protocol* are:

1. to acknowledge that ISED has exclusive jurisdiction over the approval of the siting and installation of telecommunication infrastructure in Canada;
2. to establish a siting and consultation process for use by all Local Trust Areas (LTA)s that is harmonized with ISED's *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular (CPC-2-0-03)* and *Guide to Assist Land-use Authorities in Developing Antenna Siting Protocols* for reviewing land use issues associated with *antenna system* siting proposals;
3. to set out an objective process, criteria and guidelines that are transparent, consistent and predictable for the evaluation of *antenna system* siting proposals that:
 - minimize the number of new antenna sites by encouraging co-location;
 - encourage designs that integrate with the surrounding land use and public realm;
 - establish when local public consultation is required; and
 - allow ISED and *proponents* to identify and resolve any potential land use, siting or design concerns with the LTA at an early stage in the process.
4. to provide an expeditious review process for *antenna system* siting proposals;
5. to establish a local land use consultation framework that ensures the LTA and members of the public contribute local knowledge that facilitates and influences the siting--location, development and design (including aesthetics) --of *Antenna system* within LTA boundaries;
6. to contribute to the orderly development and efficient operation of a reliable, strong radiocommunication network within all LTAs;
7. to provide LTAs with the information required to satisfy the requirements of ISED regarding local land use consultation, resulting in an informed statement of concurrence, concurrence with conditions, or non-concurrence from the LTA to ISED at the end of the process; and
8. to recover costs from telecommunication *proponents* with consideration given to the costs to Islands Trust to evaluate and process proposals.

B. Jurisdiction

1. Role of Innovation, Science and Economic Development Canada

Under the *Radiocommunication Act*, the Minister of ISED has sole jurisdiction over inter-provincial and international communication facilities. The final decision to approve and license the location of *telecommunication antenna system* is made only by ISED. All technical aspects and siting of telecommunication and broadcasting services are regulated by the Federal government under the *Radiocommunication Act*. ISED has an established procedure, *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular (CPC-2-0-03)*, which prescribes the process and review of proposed telecommunication structures. As part of the process, *proponents* are required to notify the local land-use authority and nearby residents. Moreover, the *proponent* is required to address the public's questions, concerns and comments through ISED's prescribed public consultation process.

2. Other Federal Legislation

With regard to public health, ISED refers to the standards set by Health Canada for determining acceptable levels of radiofrequency electromagnetic energy produced by telecommunication infrastructure. All telecommunication *proponents* are required to follow the guidelines outlined in Health Canada's *Safety Limits of Human Exposure to Radiofrequency Electromagnetic Fields in the Frequency Range from 3 kHz to 300 GHz – Safety Code 6 (2009)*.⁴ This code is accompanied by the *Technical Guide for Interpretation and Compliance Assessment of Health Canada's Radiofrequency Exposure Guidelines*, to assist users in understanding and assessing the safety of electromagnetic exposures in working and living environments. This code is also accompanied by a fact sheet, *What is Safety Code 6?* (available online at <https://www.canada.ca/en/health-canada/services/environmental-workplace-health/reports-publications/radiation/fact-sheet-what-safety-code-6.html>). The document is self described as 'busting myths' with a summary of facts.

In addition to Health Canada's requirements, *proponents* must comply with the Canadian Environmental Assessment Act and any painting and lighting requirements for aeronautical safety prescribed by NAV Canada and Transport Canada.

3. Role of Local Government

⁴ LTAs do not assess any submission for an Antenna System with respect to health and radiofrequency exposure issues or any other non-placement or non-design related issues. Any questions or comments the public may wish to make regarding health issues related to cell phones, cell towers and radiofrequency exposure guidelines (Safety Code 6) should be directed to Health Canada on-line at healthcanada.gc.ca and to the *proponent's* representative. The document is available online at <https://www.canada.ca/en/health-canada/services/environmental-workplace-health/consultations/limits-human-exposure-radiofrequency-electromagnetic-energy-frequency-range-3-300.html> (accessed October 27, 2017).

Local governments are referred applications for proposed towers and are given the opportunity to comment on the proposal. Ultimately, the role of the Local Trust Committee (LTC) is to issue a statement of concurrence or non-concurrence to the *proponent* and ISED.⁵ The statement considers the land-use compatibility of the antenna structure, the responses of the impacted residents and the *proponent's* adherence to this *protocol*. In addition, local government can communicate and provide guidance to the *proponent* on the particular sensitivities, planning priorities, and characteristics of an area. Moreover, local government can establish siting guidelines, which includes reasonably augmenting the public consultation process as defined in ISED's *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular* (CPC-2-0-03).

C. *Antenna Structures for which Public Consultation is Required*

- **New antenna systems:** where the height is greater than 15 metres
- **New antenna systems:** where the height is less than 15 metres proposed by telecommunication carriers, broadcasting undertakings or third-party owners
- **Existing antenna systems:** where modifications exceed a cumulative height increase of greater than 25%
- **Non-Tower Structures:** where the height above ground of the non-tower structure, exclusive of appurtenances, is increased by more than 25%

D. *Excluded Antenna Structures & Information Requirements*

This section outlines the criteria for identifying *Antenna system* excluded from the consultation process by ISED, the need to consider local circumstances for all exempt structures, and the process for *proponents* to notify and discuss proposed exempt structures with the LTA.

1. *Exemptions from Antenna System Siting Proposal Review and Public Consultation*

For the following types of installations, *proponents* are generally excluded by ISED from the requirement to consult with the LTA and the public, **but must still fulfill the General Requirements outlined in Section 7 of the CPC.**

- **New antenna system:** where the height is **less than 15 metres** above ground level proposed by business, government, Crown agencies, general public; this exclusion does not apply to *antenna system* proposed by telecommunications carriers, broadcasting undertakings or third-party tower owners;
- **Existing antenna system:** where modifications are made, antennas added or the tower replaced⁶, including to facilitate sharing, provided that the total cumulative height increase

⁵ Regardless of whether the LTA issues a statement of concurrence or non-concurrence, ISED has exclusive jurisdiction over the approval of the siting and installation of telecommunication infrastructure in Canada.

⁶ The exclusion for the replacement of existing antenna systems applies to replacements that are similar to the original design and location.

is no greater than 25% of the height of the initial *antenna system* installation⁷. No increase in height may occur within one year of completion of the initial construction. This exclusion does not apply to *antenna system* using purpose built antenna supporting structures with a height of less than 15 metres above ground level operated by telecommunications carriers, broadcasting undertakings or third-party tower owners;

- **Non-tower structure:** antennas on buildings, water towers, lamp posts, and similar structures, may be excluded from consultation provided that the height above ground of the non-tower structure, exclusive of appurtenances, is not increased by more than 25%; and
- **Temporary antenna systems:** used for special events or emergency operations and must be removed within three months after the start of the emergency or special event.

No consultation is required prior to performing maintenance on an existing *antenna system*.

2. *Voluntary Public Consultation*

The CPC states that:

Individual circumstances vary with each antenna system installation and modification, and the exclusion criteria above should be applied in consideration of local circumstances. Consequently, it may be prudent for the proponents to consult the LTA and the public even though the proposal meets an exclusion noted above.

Therefore, when applying the criteria for exclusion, *proponents* are encouraged to seek public consultation when it is **prudent** to do so in consideration of any of the following:

- The *antenna system*'s physical dimensions, including the antenna, mast, and tower, is significant compared to the local surroundings;
- The relative location of the proposed *antenna system* on the property and its proximity to neighbouring residents;
- The likelihood of an area being in a community-sensitive location; and
- The nature of Transport Canada's marking and lighting requirements for the proposed structure.

E. *Notification and Municipal Review of Exempt Antenna system*

Notwithstanding ISED's exemption criteria for certain *Antenna system*, LTAs should be informed of all new *antenna system* installations within their boundaries so they can:

- be prepared to respond to public inquiries once construction/installation has begun;
- be aware of site *co-location* within the LTA;
- maintain records to refer to in the event of future modifications and additions; and

⁷ Initial antenna system installation refers to the system as it was first consulted on, or installed.

- engage in meaningful dialogue with the *proponent* with respect to the appearance of the *antenna system* and structure prior to the *proponent* confirming a final design.

Therefore, *proponents* are required to undertake the following steps for **all exempt antenna system installations before commencing construction**.

1. *Building/Structure-Mounted Antenna System:*

The *proponent* will in all cases provide the following information for all new *antenna system* or modifications⁸ to existing *antenna system* that are mounted to an existing structure, including (but not limited to) a building/rooftop, water tower, utility pole or light standard, and which are exempted from public consultation in sub-section 3.2 D. 1.:

- a) the location of the *antenna system* (address, name of building, rooftop or wall mounted);
- b) description of proposed screening or ***stealth design*** measures with respect to the measures used by existing systems on that site;
- c) the height of the *antenna system*;
- d) the height of any modifications to existing systems.

The LTA may notify the *proponent* of any inconsistency with the preferences and sensitivities expressed in the siting criteria and the parties will work towards a mutually agreeable solution.

2. *Additions that Increase the Height of Freestanding Antenna system:*

The *proponent* will confirm to the LTA that an addition that extends the height of an existing *freestanding antenna system* meets the exclusion criteria in subsections 3.2 D. 1 by providing the following:

- a) the location, including its address and location on the lot or structure;
- b) a short summary of the proposed addition including a preliminary set of drawings or visual rendering of the proposed system; and
- c) a description of how the proposal meets one or more of the Article 3.2 D. 1 exclusion criteria.

The LTA will review the documentation and will contact the *proponent* where there is a site-specific basis for modifying the exemption criteria based on the siting criteria preferences and discouragements expressed of the *protocol*. In such cases, the LTA and the *proponent* will work toward a mutually agreeable solution, which may include the LTA requesting the proposal be subject to all or part of the pre-consultation, proposal submission and public consultation process defined in Subsections F. 2. a) b) and F. 2. of this *protocol*, as applicable, concluding with a letter of concurrence or non-concurrence.

⁸ Notification is required for modifications that materially or noticeably change the appearance of the system. Maintenance works that do not result in such changes are excluded from the notification requirement.

3. *Additional Exemptions*

Local Trust Areas may exclude from all or part of the consultation process any *antenna system* installation in addition to ISED's basic exemptions listed in articles 3.2 B. 1. & 3.

- a) A new *antenna system* proposed to be located outside the *prescribed distance* (of six times the height of a tower) from a residence;
- b) Notwithstanding Subsection E. 1. Building/ Structure Mounted Antenna System, the LTA may additionally, on a case-by-case basis, exempt a *proponent* from all or part of the consultation requirements under Section F of this *protocol*.⁹ For example, exemptions may be granted where the proposed location is separated from a *residential area* or heritage area or structure by an arterial roadway, and/or is buffered by substantial tree cover, topography, or buildings.
- c) Antenna system greater than 15 metres in height proposed by government agencies such as police, fire protection, ambulance, other emergency services, BC ferries, and BC Hydro who maintain their own two-way telecommunication networks, except, however, such systems are not exempt if they are proposed in partnership with a commercial telecommunication service provider.

F. *Consultation Process*

1. *Consultation Objectives*

The *protocol* for public consultation is designed to:

- inform;
- incorporate local knowledge;
- harmonize with ISED regulations and guidelines;
- be transparent;
- be consistent;
- be predictable; and
- be expeditious.

2. *Process Steps, Requirements and Time lines*

- a) Pre-Consultation with the LTA

Commentary

⁹ For example, a LTA may decide to exclude certain proposals from the requirement to hold a public meeting, but not from issuing a public notification to affected property owners/tenants within the *Prescribed distance*.

Pre-consultation is one of the most important elements in the antenna siting process as it generally occurs at a point before the proponent is committed to a site or design. As a result, it represents the best opportunity to influence the siting decision since the proponent will more likely become committed to a site once the detailed engineering has been completed. While a discussion of submission requirements is appropriate, the proposal will benefit most from early direction on matters of siting and design. Proponents are strongly encouraged to initiate pre-consultation as early as possible in the antenna siting process for exempt and non-exempt structures. The process of building a good working relationship with telecommunication providers may begin even before a proposal is considered: Local Trust Areas are encouraged to invite potential proponents for a conversation about telecommunication at any time, the earlier the better.

Prior to submitting an *antenna system* proposal that does not meet any of the exemptions listed in Subsection D. 1. 3. the *proponent* will undertake the following preliminary consultations with the LTA:

i. Notification

- the *proponent* notifies the LTA representative that locations in the community are being physically assessed for potential *antenna system* siting; and
- the *proponent* determines whether or not a siting proposal and /or consultation process is required.

ii. Preliminary Consultation (Site Investigation Meeting)

The proponent will bring information pertaining to the following to the site investigation meeting:

- the proposed location;
- potential alternative locations;
- the type and height of the proposed *telecommunication antenna system* and alternatives considered;
- preliminary drawings or visual renderings of the proposed *telecommunication antenna system* superimposed to scale;
- information about all proposed partners in the venture (Note: they cannot be added as an after-thought later once the consultation process is already started; for example, the three-way partnership of CREST (public safety), a cell carrier, and the local internet service provider (ISP). This would also apply to re-building and extending existing tower.); and
- documentation regarding the investigation of *co-location* potentials on existing or proposed *telecommunication antenna system* within the entire Local Trust Area.

The purpose of the site investigation meeting is to:

- identify preliminary issues of concern;
- give opportunity for the *proponent* to outline the proposal to the LTA;
- give opportunity for the LTA to provide initial feedback to the *proponent*;
- identify any potential *sensitive community* locations as defined by this policy;
- identify any potential *neighbouring land-use jurisdictions, school districts, emergency service providers and community associations* that may be required to provide comment on the proposal as outlined in this policy;
- guide the proponent on creating *localized content* for public notification and distribution; and
- Inform the *proponent* of the LTA's preference of taller towers over shorter towers for the reason of public safety and supporting future *Co-location* opportunities.

iii. *Following the Site Investigation Meeting / Confirmation of LTA Preferences and Requirements*

Following the site investigation meeting, planning staff will provide the proponent with an information package that includes:

- the ***public consultation protocol***, which outlines the process, excluded structures, requirements for public consultation and guidelines regarding site selection;
- proposal ***information*** requirements;
- a list of plans and studies that may be required (i.e. environmental impact statements);
- a list of any other agencies, jurisdictions, and First Nations to be consulted; and
- an indication of the LTA's preference regarding *co-location* for the site (s) under discussion.

b) *Application Submission to the LTA: Initial Application Proposal*

Except for specific waivers granted for amateur operators (see Subsection 3) the *proponent* must include the following information when submitting a *telecommunication antenna system* siting proposal to the LTA that does not meet the exemption criteria for the proposal review and public consultation requirement:

- i. a letter or report from the *proponent* indicating the need for the proposal, the proposed site, the rationale for site selection, a map of radio frequency (RF) coverage and capacity of existing *antenna system* in the general area and a summary

of opportunities for *co-location* potentials on existing or proposed *antenna system* within the LTA;

- ii. a list of all potential partners in the venture;
- iii. a written and signed attestation that there are no *co-location* opportunities within the LTA;
- iv. engineering plans of the proposed structure which includes information outlining the number of antennas proposed on the structure, the type of wireless service each antenna provides, and the structure's ability to accommodate future antennas (including *co-location*);
- v. visual rendering(s) of the proposed *antenna system* superimposed to scale;
- vi. a site plan showing the proposed development situated on the site;
- vii. a map showing the horizontal distance between the property boundary of the proposed site and the nearest property in residential use;
- viii. confirmation of legal ownership of the lands subject to the proposal, or a signed letter of authorization from the registered property owner of the land, their agent or other person(s) having legal or equitable interest in the land;
- ix. a copy of Certificate of Indefeasible Title (dated within the past 30 days of proposal submission) and any restrictions, restrictive covenants, easements or rights-of-way registered against the lands the *telecommunication antenna system* is proposed on;
- x. a written and signed attestation that the *telecommunication antenna system* will respect Health Canada's *Safety Code 6* which sets safe radiofrequency emission levels for these devices including the cumulative effects of multiple *telecommunication antenna system* at the location and in the immediate area;
- xi. a map showing the maximum electromagnetic radiation power levels as watts per square metre, at ground level within 1000 metres of the proposed *telecommunication antenna system*. The map should include the cumulative effects of multiple *telecommunication antenna system* at the proposed location with any other existing *telecommunication antenna system* broadcasting in the area;
- xii. a preliminary geotechnical site investigation report where the potential for geotechnical hazards exist;
- xiii. any other documentation as identified by the LTC following the site investigation meeting; and
- xiv. the application fee as required by Local Trust Area Bylaw No. ____.

c) *Submission to the LTA: Prior to Public Notification*

Prior to public notification, the proponent must include the following information to the LTA:

- i. a draft of all public notices to be delivered by mail to the public, *School Districts*, *community associations* and *neighbouring land-use jurisdictions*, which is to be approved by LTA staff prior to mail out;
- ii. an address list and map indicating all properties **and residents** which are to be notified by mail of the proposal;
- iii. a draft of newspaper advertisements indicating the time and date of any public information meeting, which is to be reviewed by LTA staff prior to publication (if a public information meeting is required); and
- iv. a copy of written correspondence indicating that the *proponent* has referred the proposal to local fire, police and ambulance services, and if given, any comments received emergency services should be submitted to LTA staff prior to mail out.

3. *Waivers to Application Submissions*

- a) The LTA may waive any of the Initial Application or Public Notification requirements for amateur radio operators on a case by case basis, specifically those requiring information not readily available to amateurs such as:
 - a map showing the maximum electromagnetic radiation power levels as watts per square metre, at ground level within 1000 metres of the proposed telecommunication antenna system.

4. *Public Consultation*

In addition to ISED's public consultation requirements as prescribed in *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular (CPC-2-0-03)*, the LTA has incorporated into the requirements a number of **augmentations** to the public consultation process. Itemization of the augmented elements may be found in Table A: "Consultation and Information –Process Steps and Requirements: ISECD & Augmentation."

a) *Notification Requirements for Non-exempt Antenna Systems*

- i. The *proponent* will provide written notice, sent by regular mail or hand delivered, to all property owners and residents with a *notification distance* of 10 metres for every one metre in height for both a *freestanding antenna system* and for a *building/structure-mounted antenna system*.
- ii. The *proponent* will provide written notice, sent by regular mail or hand delivered, to all *neighbouring land-use jurisdictions*, *emergency service providers* and *school districts* with a *notification distance* of 1000 metres.

- iii. The *proponent* will provide notice to ISED's regional office.
- iv. The *proponent* will provide written notification to Community Associations identified at the site investigation meeting.
- v. The proponent will place notice of the *telecommunication antenna system* proposal in at least two editions of a local newspaper.
- vi. Where a public information meeting is to be held for a proposed *telecommunication antenna system*, a notice of the meeting shall be placed in at least two editions of a local newspaper and the proponent will provide written notice of the meeting sent by regular mail or hand delivered, to all property owners, *land-use jurisdictions*, *emergency service providers* and *school districts* with a *notification distance* of 10 metres for every one metre in height for a *freestanding antenna system* and for a *building/structure-mounted antenna system*

b) *Notice Content Requirements*

The *proponent* shall include at a minimum the following information in any mailed or otherwise delivered public notice:

- i. Information on the location, height, type, design and colour of the proposed telecommunication antenna system, including a copy of the site plan submitted with the application;
- ii. The rationale, including height and location requirements, of the proposed telecommunication antenna system;
- iii. Clear information on the role of ISED as the sole approving authority for the siting of telecommunication Antenna system and that the LTA only provides a statement of siting concurrence/non-concurrence at the request of the proponent;
- iv. Information that comments and responses should be directed to the proponent and that all submissions received by the proponent will be forwarded to ISED and the LTA for their records;
- v. Information that citizens may request their name and contact information be kept confidential within the published records;
- vi. The name and contact information of a contact person for the *proponent*;
- vii. The name and contact information of ISED;
- viii. The name and contact information of the LTAs planner;
- ix. An attestation that the *telecommunication antenna system* will respect Health Canada's *Safety Code 6* which sets safe radiofrequency emission levels for these devices; and

- x. Notification that all concerns related to human health and safe radiofrequency emission levels will be forwarded to Health Canada; and
- xi. The date, time and location of the public information meeting where required.
- xii. The notification shall be sent in an envelope addressed to the "Occupant" and/or "Tenants" and shall clearly show in bold type on the face of the envelope the statement: "NOTICE FOR RESIDENTS: NEW PROPOSED CELL TOWER - INFORMATION IS ENCLOSED."

5. *Public Information Session*

The LTA requests the *proponent* chair a public information meeting for all proposed *telecommunication Antenna system* exceeding 15 metres in height **or where there is significant public interest in the proposed telecommunication antenna system**. The type of public meeting to be conducted is up to the discretion of the proponent, however:

- an appropriate date, time and location for the public information meeting will be determined in consultation with the LTA's Island Planner;
- the *proponent* will make available at the public information meeting an appropriate visual display of the proposal, including a copy of the site plan submitted with the application and an aerial photograph of the proposed site;
- all information and materials presented should consist of *localized content*;
- the *proponent* shall not schedule a public information meeting less than seven day prior to the close of the public consultation period; and
- the *proponent* may request LTA staff attendance and participation in the meeting.

Table A: Consultation and Information –Process Steps and Requirements: ISED & Augmentation		
Step	Default ISED Requirement	LTA Augmentation
Pre-consultation		
Informal meetings	None	Yes
Information about exempt antenna systems	None	Yes
Notification	None	Yes
Site investigation meeting	None	Yes
Confirmation of LTA preferences and requirements	None	Yes
Application		
Initial application proposal	None	Yes
Submission Prior to Notification –for staff review and approval	None	○ Draft of all public notices ○ Address list and map of all property owners and residents to be notified ○ Draft of newspaper advertisements ○ Copy of written notice referencing emergency services providers referral comments
Public Consultation		
Written notice	Property owners within 3 X tower height prescribed distance	○ Include property owners and all residents, including seasonal residents ○ <i>Prescribed distance</i> of 10 X height
	Neighbouring land use jurisdictions, emergency service providers, and school districts within 3 X tower or building/structure height	○ <i>Prescribed distance</i> of 10 X height ○ Community associations
Newspaper notice	Notice regarding proposal in one edition of a local newspaper	○ Proposal and information meeting ○ Two editions of local newspaper ○ Website and/or social media notification
Notice content	12 points of the CPC Appendix 1 'Public Notification Package'	○ Site plan ○ Statement on respective roles of ISED and LTA
Public information session	None	○ For all proposals exceeding 15 m in height or where there is significant public interest

6. Close of Consultation and Request for Concurrence

a) Submission to the LTA: Request for Concurrence

Model Program for Antenna Systems—Local Planning Committee

Prior to submitting a formal request for siting concurrence, the proponent must include the following information to the LTA:

- i. A summary of and a copy of all public submissions and responses, as well as the proponent's response to public submissions as outlined in ISED's *Radiocommunication and Broadcasting Antenna Systems Client Procedures Circular* (CPC-2-0-03);
- ii. A letter outlining any NAV Canada and Transport Canada requirements for lighting and painting on the proposed *telecommunication antenna system*;
- iii. A copy of all plans and studies (i.e. Environmental Review, Geotechnical Reports, etc.) required for the construction of the proposed *telecommunication antenna system*;
- iv. A package summarizing the results of the public information meeting containing at a minimum, the following:
 - The time, date, location and number of people in attendance of any public information meeting held;
 - A List of attendees, including names, addresses and phone numbers (where provided voluntarily);
 - Copies of all letters and other written communications received; and
 - A letter outlining how all the concerns and issues raised by the public were addressed.

b) *Statement of Concurrence or Non-concurrence*

Commentary

The purpose of this protocol is to provide the LTC with consistent procedures and information in which to evaluate the siting of a telecommunication antenna system. Following the commencement of the consultation period, the proponent may request a statement of concurrence from the LTC. Once a request is received, Islands Trust staff will prepare a report with a recommendation to the LTC. The staff report will include information on the proposed telecommunication antenna system, a site plan, the location of the proposal, an overview of the application and all public consultation materials submitted by the proponent for the Committee's review. It is the discretion of the LTC to provide a statement of siting concurrence, non-concurrence or to provide no comment with respect to the proponent's proposal. A non-answer for concurrence, in ISED's judgment, is the same as giving non-concurrence. The proponent can ask for a decision from the LTC. If nothing is forthcoming, after a certain amount of time, they can ask ISED what to do next. Should a proposal ever go to impasse (rare), ISED will look at the default process as a minimum and also consider the LTC's protocol. In reaching a decision the ISED will consider

such questions as 'Did the proponent address all requirements?', 'Did the proponent adequately address all reasonable and relevant concerns?' and 'Can the proponent argue that the LTC's process was overly onerous and unrealistic?'

The statement of concurrence or non-concurrence shall occur within 120 days of acceptance of a complete application, unless otherwise agreed to by the proponent and ISED.

c) Rescinding a Concurrence

- i. The LTA may rescind its concurrence if following the issuance of a concurrence statement, it is determined by the LTA that the proposal contains a misrepresentation or a failure to disclose all the pertinent information regarding the proposal, or the plans and conditions upon which the concurrence was issued in writing have not been complied with, and a resolution cannot be reached to correct the issue. In such cases, the LTA will provide notification in writing to the proponent and to ISED and will include the reason(s) for the rescinding of its concurrence.

d) Duration of Concurrence

- i. Concurrence remains in effect for a maximum period of 3 years from the date it was issued by the LTC. If construction has not commenced within this time period, the concurrence expires and a new submission and review process, including public consultation as applicable, is necessary prior to any construction activity.
- ii. Request notification of intent to construct 60 days prior commencement of construction activity (OR, building permit).
- iii. Once concurrence has been issued, it may be transferred from the original proponent to another proponent without the need for further consultation provided that:
 - All information gathered by the original *proponent* is transferred to the new *proponent*;
 - The structure and *antenna system* for which the concurrence was issued to the original *proponent* is what the new *proponent* builds, and
 - Construction of the structure is begun within the duration of the concurrence period.

e) Letter of Undertaking

The Proponent may be required by the LTC to provide a Letter of Undertaking which may include the following requirements:

- i. posting of a security for the construction of any proposed fencing, screening or landscaping or
- ii. building permit requirements determined by the regulations of the _____Regional District.

G. Terms of Use of This Policy

The LTA is not in any way bound by this policy and is free to apply, or not apply, any evaluation criterion it deems appropriate in its consideration of applications.

4 LAND USE SITING CRITERIA

4.1 Introduction

Antenna systems should be sited and designed to respect local sensitivities and preferences as identified by the LTA, including being unobtrusive and inconspicuous, minimizing visual impact, avoiding disturbance to natural features and reduce the need for future facilities in the same area, where appropriate.

Commentary

An outright ban on any type of antenna system is not defensible and may ultimately not be in the LTA's best interest as the ISED has the ultimate approval authority; better to have a progressive policy that recognizes telecommunication antenna systems need to go "somewhere" and use siting criteria to help proponents find the "least worst" spot. Siting criteria puts the LTA in a position of having some control, rather than being ultimately powerless.

These criteria address co-location, re-use, use of existing infrastructure, and new *antenna systems*.

Consideration is requested in the following order of priority:

1. **Co-location** on an existing Antenna System
2. **Re-use** of an existing telecommunication facility
3. Use of **existing infrastructure** such as a building rooftop or utility pole
4. **Stealth design** of a new antenna system
5. **New antenna system** structure

The proponent should review the guidelines identified below as early as possible and should attempt to resolve any outstanding issues prior to submitting its *antenna system* siting proposal and undertaking the public consultation, where required by the LTC. Because expressed preferences may be location or site specific, the proponent is encouraged to discuss the guidelines fully with Islands Trust planning staff at the site investigation meeting.

Proponents are also required to obtain all applicable building permits for additions and/or modifications to existing buildings.

4.2 Criteria

Before submitting a proposal for an *antenna system* on a new site, the *proponent* must explore the following options:

- consider *co-location* by sharing an existing *antenna system*;
- explore modifying or replacing a structure if necessary; and
- locate, analyze and attempt to use any feasible **existing infrastructure**, including (but not limited to) rooftops, water towers, utility poles or light standards; and

- explore the feasibility of designing a *stealth design* for a new antenna system.

Where *co-location*, re-use, modification, use of existing infrastructure, or a *stealth design* of a new structure is not feasible, a new *antenna system* should be designed with *co-location* capacity, including in *residential areas* when identified as the LTA's preference.

The LTA recognizes that the objective of promoting *co-location* and the objective of making *antenna systems* less noticeable may sometimes come into conflict. Nevertheless, the LTA intends to review each submission on its merits with a view to promoting both objectives and, where necessary, will determine the appropriate balance between them. The *proponent* should, in all cases, verify the LTA's site-specific criteria preferences during the pre-submission consultation process before investing in a final design or site.

A. Preferred locations

When new *Antenna systems* must be constructed, ***where technically feasible***, the following locations are preferred:

1. Buildings & Infrastructure

- Existing buildings and/or structure mounted *antenna systems*
- Areas that can access fiber optic networks to allow for backhauling into the fiber optic network

2. Land Use Preferences

- Industrial use land
- Agricultural use land
- Highway or service commercial use land (excluding mixed residential use)
- Utility institutional use land were appropriate, but not limited to those institutions that require telecommunications technology, emergency services, hospitals, colleges
- BC Hydro utility corridor rights of way
- Low density *residential areas* as defined by the Local Trust Area

B. Prescribed Distance Setback Considerations

- Set backs of new free-standing towers from existing residential uses shall be at least six times the height of the proposed tower
- Notwithstanding the setback distance of six times the height of a proposed tower from residential uses, the distance may be increased by up to 25% if it is reasonably anticipated

that the tower may be **increased** in height by up to 25% in the future and otherwise be exempt from any public consultation process.

- Notwithstanding the setback distance of six times the height of a proposed tower from residential uses, the setback distance may be **decreased** if the location is consistent with the land use preferences of Article 4.2 A. 2 Preferred Locations and avoids discouraged locations of Article 4.2 C Discouraged Locations.
- Set backs from non-residential uses shall be determined on the basis of the Land Use Bylaw and should serve to separate *Antenna systems* from adjacent development without unduly affecting the development potential of the lot over the lease period

C. Discouraged Locations

- Locations directly in front of doors, windows, balconies or residential frontages
- Medium and high density *residential areas* as defined by the Local Trust Area
- Schools, daycare facilities, playgrounds and similar facilities
- Community gathering places such as community halls, churches, commercial eating & drinking establishments
- Areas that adversely impact view corridors
- Heritage areas (unless visibly unobtrusive) or on heritage structures unless it forms an integrated part of the structure's overall design (i.e. through the use of stealth structures).
- Land zoned for nature protection
- Environmentally sensitive ecosystems as defined in the Official Community Plan
- Sites of topographical and geographic prominence

D. Incentives

All or part of the public consultation requirements may be waived for *antenna systems* proposed on sites that are consistent with OCP policy, preferred siting locations, that exceed setback considerations, and avoid discouraged locations.

In all cases, however, the *proponent* is required to provide **information** regarding the proposed antenna system in accordance with Section 3.2 E. Notification and Municipal Review of Exempt Antenna system.

E. Criteria not to address

As described in the CPC, *proponents* have specific obligations subject to federal requirements. Additional obligations may not be imposed; however, it is appropriate to ask questions and seek clarification concerning their steps and alternatives available to satisfy these requirements.

Proponents must comply with the following:

- Health Canada's public radio frequency exposure guidelines – Safety Code 6 (Limits of Human Exposure to Radio Frequency Electromagnetic Energy in the Frequency Range from 3 kHz to 300 GHz – Safety Code (2009);
- Radio Frequency Interference and Immunity – EMCAB-2—Criteria for Resolution of Immunity Complaints Involving Fundamental Emissions of Radiocommunications Transmitters;
- Canadian Environmental Assessment Act, 2012 –CEAA 2012; and
- Aeronautical Safety.–Transport Canada and NAV CANADA requirements for aeronautical safety.

5 MODEL OFFICIAL COMMUNITY PLAN POLICIES

5.1 Advocacy Policies

1. Health Canada should continue to evaluate health impacts of electromagnetic radiofrequencies from telecommunication facilities, including towers, to ensure that detrimental effects on human health do not occur.
2. Support efforts to expand electronic communications and infrastructure within the community provided it can be demonstrated that such is in compliance *with the Canadian Environmental Assessment Act (CEAA), and the Safety Code 6 of the Health Act.*
3. Support multi-Island public organizations such the Southern Gulf Islands Economic Sustainability Commission in its objective of improving the telecommunications services in the Gulf Islands.
4. Endorse the Canadian Radio and Television Commission policy statement on high speed broadband, especially by cable, as a basic service.
5. Encourage telecommunication providers to retain and increase the number of pay telephones in areas with poor cell coverage as an emergency back-up.
6. Encourage telecommunication providers to re-assess its fibre optic cable within the Local Trust Area (LTA) for public and institutional access and to allow third party access.
7. Promote the role of public and private wireless “hot spot” providers in improving connectivity.
9. Establish a fee schedule to recover reasonable staff and process expenditures to recover costs from telecommunication *proponents* with consideration given to the costs to Islands Trust to evaluate and process proposals.

5.2 Land Use Policy

A. Siting Objectives

Commentary

An outright ban on any type of antenna system is not defensible and may ultimately not be in the LTA’s best interest as the ISED has the ultimate approval authority; better to have a progressive policy that recognizes telecommunication antenna systems need to go “somewhere” and use siting criteria to help proponents find the “least worst” spot. Siting criteria puts the LTA in a position of having some control, rather than being ultimately powerless.

1. Antenna Systems should be sited and designed to respect local sensitivities and preferences as identified by the LTA, including being unobtrusive and inconspicuous, minimizing visual impact,

avoiding disturbance to natural features and reduce the need for future facilities in the same area, where appropriate.

2. Where *antenna systems* are proposed consideration is requested in the following order of priority:
 - a) **co-location** on an existing antenna system;
 - b) **re-use** of an existing telecommunication facility;
 - c) use of **existing infrastructure** such as a building rooftop or utility pole;
 - d) *stealth design* of a new antenna system; and
 - e) **new** antenna system structure.
3. Where *co-location*, re-use, modification, or use of existing infrastructure is not feasible, a new *antenna system* should be designed with *co-location* capacity, including in *residential areas* when identified as the LTA's preference.
4. The LTA recognizes that the objective of promoting *co-location* and the objective of making *Antenna systems* less noticeable may sometimes come into conflict. Nevertheless, the LTA intends to review each submission on its merits with a view to promoting both objectives and, where necessary, will determine the appropriate balance between them.

B. Land Use Preferences

1. When new *antenna systems* must be constructed; **where technically feasible**, and such systems are not of *stealth design* or otherwise exempt from public consultation, they should be sited in the following land use categories:
 - industrial use land;
 - highway or service commercial use land (excluding mixed residential use);
 - utility institutional use land is appropriate, but not limited to those institutions that require telecommunications technology, emergency services, hospitals, colleges;
 - BC Hydro utility corridor rights of way;
 - low density *residential areas*; and
 - agricultural use land.
2. In all land use designations, the following building and infrastructure considerations are preferred:
 - use of existing buildings and/or structure mounted *antenna systems*; and
 - siting in areas that can access fiber optic networks to allow for backhauling into the fiber optic network.

C. *Setback Considerations*

1. Setback from existing residential uses should be at least six (6) times the height of a proposed antenna system tower.
2. Notwithstanding the setback distance of six times the height of a proposed tower from residential uses, the distance may be increased by up to 25% if it is reasonably anticipated that the tower may be **increased** in height by up to 25% in the future and otherwise be exempt from any public consultation process.
3. Notwithstanding the setback distance of six times the height of a proposed tower from residential uses, the setback distance may be **decreased** if the location is consistent with the land use preferences of Article 5.2 B. 2 Land Use Preferences and avoids discouraged locations of Article 5.2 D Discouraged Locations.
4. Setbacks from non-residential uses shall be determined on a case by case basis and should serve to separate *antenna systems* from adjacent development without unduly affecting the development potential of the lot over the lease period.

D. *Discouraged Locations*

1. *Land use*

- Medium and high density *residential areas*
- Schools, daycare facilities, playgrounds and similar facilities
- Areas that adversely impact view corridors
- Heritage areas (unless visibly unobtrusive) or on heritage structures unless it forms an integrated part of the structure's overall design (i.e. through the use of stealth structures).
- Nature protection areas
- Environmentally sensitive ecosystems

2. *Other considerations, irrespective of land use designation*

- Locations directly in front of doors, windows, balconies or residential frontages
- Community gathering places such as community halls, churches, commercial eating & drinking establishments
- Sites of topographical and geographic prominence

6 ON-LINE BROCHURE ON THE DEFAULT ISED PUBLIC CONSULTATION & APPROVAL PROCESS AND THE ROLE OF ISLANDS TRUST

Under the *Radiocommunication Act*, the Minister of Innovation, Science and Economic Development (ISED) has sole jurisdiction over inter-provincial and international communication facilities. The final decision to approve and license the location of *telecommunication Antenna system* is made only by ISED. The ultimate role of the Local Trust Committee (LTC) is to issue a statement of concurrence, concurrence with conditions, or non-concurrence to the *proponent* and ISED. The statement will consider the land-use compatibility of the proposed Antenna System with reference to the OCP, responses from affected residents, and the *proponent's* adherence to this *protocol*.

The Local Trust Committee also helps guide and facilitate the siting process by advising *proponents* of particular sensitivities, community amenities, planning priorities, other relevant concerns and community consultation expectations. The ISED Default Public Consultation Process applies to *proponents* if the land-use authority does not have its own established and documented consultation process for antenna siting.

The default public consultation process is summarized in the following five steps.

1. Share

Proponents must ask 'is the new tower necessary?' ISED rules require companies to share towers, whenever possible, instead of building new ones.

2. Propose

Companies must submit a plan to the Local Trust Area. (LTA)

3. Notify

- Once a company has a plan, it must notify local public—including residents, community gathering areas, local businesses, and public institutions—neighbouring land use authorities, and First Nations of the upcoming consultation.
- The rules require notifications be clearly marked--no confusion with junk mail.
- All residents within an area three times the height of the tower must be notified.
- Must provide at least **30 days** for written public comment.
- In areas of **seasonal residence**, the *proponent* must work with the LTA to determine the best manner to notify such residents to ensure their engagement.
- In addition, for *antenna system* of 30 metres or greater in height, notice must be placed in a local community newspaper circulating in the proposed area. Timing must be synchronized

with the distribution of the public notification package, must be legible and placed in the public notice section of the newspaper.

4. Consult

The company must consider the community's views.

Examples of relevant concerns to address may include:

- Why is the use of an existing antenna system or structure not possible?
- How is the *proponent* trying to integrate the antenna into the local surroundings?
- What is the *proponent* doing to ensure that the antenna system is not accessible to the general public?
- What options are available to satisfy aeronautical obstruction making requirements at this site?
- What are the steps the *proponent* is taking to ensure compliance with the general requirements of the *Innovation Science Economic Development Canada's Client Procedures CPC 2-0-03 (hereinafter referred to as the CPC)*, the *Canadian environmental Assessment Act (CEAA)*, and *Safety Code 6 of the Health Act*?

Concerns that are **not relevant** include:

- Disputes with members of the public relating to the *proponent's* service, but unrelated to antenna installations;
- Potential effects that a proposed antenna system will have on property values or municipal taxes;
- Questions whether the *Radiocommunication Act*, this document, *Safety Code 6*, locally established bylaws, other legislation, procedures or processes are valid or should be reformed in some manner.

Proponents must address all reasonable and relevant concerns, make all reasonable efforts to resolve them in a mutually acceptable manner and must keep a record of all associated communications. When a question comment or concern is raised the *proponent* is required to:

- respond to the party in writing within **14 days** acknowledging receipt;
- address in writing all reasonable and relevant concerns within **60 days** of receipt or explain why concerns are not reasonable or relevant; and
- in written communication referred to above clearly note that the party has **21 days** from date of correspondence to reply to *proponent's* response.

- The *proponent* may respond to a party via telephone, engaging in a community meeting or having an informal personal discussion.

Statement of Concurrence or non-concurrence

- Within 120 days of formal notification of a proposed antenna system, the Local Trust Area must make a determination of whether or not it concurs or does not concur with the proposal.
- Impasses are rare. <0.1% of cases require ISED decision.

5. Build

- Installation or modification of an antenna system may only be commenced after the consultation process has been completed by the land-use authority, or ISED confirms concurrence of the consultation portion of the default process, and after all other process requirements have been met by the *proponent*.
- Tower must be built within three years.

7 DEFINITIONS

Antenna system (also telecommunication antenna system) means an exterior transmitting device – or group of devices – used to receive and/or transmit radio-frequency (RF) signals, microwave signals, or other federally-licensed communications energy transmitted from, or to be received by, other antennas. *antenna system* includes the antenna, and may include a supporting tower, mast or other supporting structure, and an equipment shelter. This *protocol* refers to the following three types of *telecommunication antenna system*, defined below;

Building/structure-mounted antenna system means a *telecommunication antenna system* mounted on an existing structure or building and for the purposes of height calculations, height shall be measured from the base of any building or structure to the most elevated portion of any antenna system.

Freestanding antenna system means a structure built from the ground for the expressed purpose of hosting transmitting devices; and

Tree-mounted antenna system: means an antenna system mounted on a tree.

Co-location means the placement of antennas and equipment operated by one or more *proponents* on a *telecommunication antenna system* owned by a different party, thereby creating a shared facility;

Community association means an active area or neighbourhood specific group or association within a LTA;

Emergency service providers means any police, fire, ambulance or search and rescue organization with a typical response area within the *notification distance* of a proposed *telecommunication antenna system*;

Localized content means any public consultation materials, supporting documentation and/or other relevant promotional material provided by a *proponent* for a proposed *telecommunication antenna system* which has been tailored specifically to the context of the LTA;

Neighbouring land-use jurisdiction means any land-use authority or First Nations within a Prescribed Distance of any proposed *telecommunication antenna system*;

Notification distance means the prescribed horizontal distance measured from the base of a proposed *freestanding antenna system* or the base of any building or structure that a *building/structure-mounted antenna system* is mounted to;

Prescribed distance: [TO BE DETERMINED BY THE LTA]¹⁰, measured horizontally from the outside perimeter of the supporting structure of the proposed *freestanding or building/structure-mounted*

¹⁰ ISED recommends in the CPC a distance of three times the height of the proposed tower. The CPC also states that “Proponents are advised that municipalities may set reasonable public *notification distances* appropriate for their communities when establishing their own protocols.” An example of a *prescribed distance* is the 1,000-metre distance considered by the Galiano island LTA in a draft protocol.

antenna system. The outside perimeter begins at the furthest point of the supporting mechanism, be it the outermost guy line, building edge, face of the self-supporting tower;

Proponent: means a company or organization, including contractors or agents undertaking work for telecommunication carriers, for the purpose of providing commercial telecommunication services;

Protocol: means any written local guideline, policy or process that addresses the issue of antenna placement;

Residential area: means lands used or zoned to permit residential uses, including mixed uses (i.e. where commercial use is permitted with residential use on the same lot).

School District: means an area created or constituted as a school district under the *School Act*;

Sensitive community locations: means institutions and services, such as schools, daycares, recreation facilities, public parks, or other sensitive locations;

Stealth design: means a design of an antenna system that camouflages the antenna and supporting structure as something else such as a tree, water tower, flag pole, component of a building, or similar means.

Telecommunications antenna system: see antenna system definition

COMMENTS FROM JEFF STANHOPE

FEDERAL MINISTRY OF INNOVATION, SCIENCE AND ECONOMIC DEVELOPMENT CANADA (ISED)

October 30, 2017

The following document offers comments from ISED staff on the draft report, "Model Program for Antenna Systems," dated November 01, 2017, which has been prepared by a consultant (James Van Hemert) under contract with Islands Trust. The results of this feedback have been addressed and incorporated into the draft report.

"Over-all an excellent document and very thorough. In my rush to scan through it, I also may have missed some things. This document addresses both Land Use Authority (LUA) notification, as well as the public consult process.

Perhaps, as a suggestion, the addition of a balanced pre-amble along the lines of something like:

- *Acknowledge local concerns around towers, but also acknowledge a growing demand for denser wireless connectivity for small business and 911 services. While people like to live in remoter places (say, compared to metropolitan areas like Nanaimo or Victoria), it also means they need to have adequate wireless access, including emergency services. This is especially true for older demographics who retire to the islands, requiring access to health care more often. They should not have to stand on the roof to make a 911 call for their neighbour. [ADDRESSED]*

- *I like the section on pre-consultation. The LUAs generally get more mileage and satisfactions from these process when they work in good faith with the proponents right from the start. In fact, why not invite them over well before the proponents are even thinking of any new towers. You don't have to have a proposal to start this process and the earlier the better to build quality relationships. [ADDRESSED]*

Other points in random order, some of which you may have already considered:

- *Proposals for new towers should include all proposed partners from the start. They cannot be added as after-thought later once the consult process is already started. Example might be CREST (pub safety) , a cell carrier, and the local ISP. This would also apply to re-building and extending existing towers. [ADDRESSED]*

- *A non-answer for concurrence, in ISED's judgment is the same as giving non-concurrence. The proponent can ask for a decision from the LUA. If nothing is forthcoming, after a certain amount of time, they can ask us what to do next. [ADDRESSED]*

- *Wireless services generally have to go somewhere. Copper lines are disappearing like phone booths. I don't think you can have a broad by-law saying "no twrs on this island at all" . It's better to have a progressive policy that recognizes they need to go "somewhere" and this is how we best find that "least worst" spot. This puts the LUA in a position of having some control, rather than being ultimately powerless if they simply issue a blanket "no" decree. [ADDRESSED]*

- *Regards exemption 3 on Page 16 – quite often these safety service will partner with cell companies and others. You may want to clarify how this exemption would work in those situations. For example, we had a situation like this a year or so ago on one of the islands with Rogers, an ISP, and CREST. I think it was Galliano? [ADDRESSED]*
- *Don't limit alternative site sharing to only within 1KM. Cell towers in less densely populated areas like the Gulf Islands can be much more than 1 or 2 KMs apart (page 19, point a) [ADDRESSED]*
- *Does j (same page) apply to low budget community or otherwise non-engineer types such as amateur radio operators? That's a pretty involved and expensive thing to demonstrate. [ADDRESSED]*
- *Should something ever go to impasse (rare), the Department will look at the default process as a minimum and also consider the LUA's. Did the proponent address all requirements? Did the proponent adequately address all reasonable and relevant concerns? Can the proponent argue that the LUA's process was overly onerous and unrealistic? [ADDRESSED]*
- *Existing processes and by-laws for each separate island jurisdiction should be review in light of adopting this and throwing others out. For example on Gabriola they have one, can't recall it right now. [ADDRESSED]"*



Top Priorities

Local Planning Committee

No.	Description	Activity	R/Initiated	Responsibility	Target Date
1	Community Housing Needs	Current: Housing Needs Assessment - Southern & Northern LTCs Planned: To Be Determined	18-Nov-2016	Justine Starke	01-Feb-2018
2	Shoreline Marine Planning	Current: Est. a Project Charter Planned: To be determined by the Local Planning Committee	03-Mar-2016		
3	Land Use Consultation for Radio Communication Towers	Current: Develop model consultation process (work being undertaken by consultant) Planned: Report with recommendations to Trust Council	24-May-2017	Justine Starke	01-Feb-2018

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



Local Planning Committee

No.	Description	Activity	R/Initiated	Responsibility	Target Date
	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
	Appropriate Economic Development	To be determined by the Local Planning Committee			18-Nov-2016
	Protect Coastal-Douglas Fir and Associated Ecosystems	Trust Council - strategic plan item			24-May-2017
	Develop tool kit to assist LTCs and island municipalities to reduce ecological footprint.	Trust Council - strategic plan			17-Aug-2017



Islands Trust Executive Committee 2018 Meeting Schedule

October 11, 2017

All meetings will be held in the Islands Trust Victoria office (#200, 1627 Fort Street) on Wednesdays, starting at 8:45 a.m., unless otherwise noted.

January 17

February 7

February 28

March 13, 12:00 pm (Salt Spring Island – Trust Council)

April 11

May 9

June 6

June 19, 12:00 pm (Saturna – Trust Council)

July 18

August 15

September 5

September 18, 12:00 pm (Gambier – Trust Council)

October 10

October 24

November 6, 12:00 pm (Victoria – Trust Council)

November 28

December 12

Trust Council Meetings

March 13-15, 2018 – Salt Spring Island

June 19-21, 2018 – Saturna Island

September 18-20, 2018 – Gambier/Keats

November 6-8, 2018 – Victoria

Council Committee Meetings

TPC – Feb 13, May 22, Aug 21, and Oct 9

LPC – Feb 15, May 24, Aug 23, and Oct 11

FPC – Jan 16, Feb 21, May 30, Aug 29, Oct 17