



Regional Planning Committee Agenda

Date: August 25, 2021
Time: 10:00 am - 3:00 pm
Location: Electronic Zoom Meeting

	Pages
1. CALL TO ORDER	10:00 AM - 10:00 AM
2. APPROVAL OF AGENDA	
2.1. New Items and Re-Ordering of the Agenda	
2.2. Approval of the Agenda	
3. TOWN HALL	
4. DELEGATIONS	
None	
5. ADOPTION OF MINUTES/COORDINATION	
5.1. Minutes of Meetings	
5.1.1. <u>May 12 RPC Meeting Minutes</u>	3 - 7
5.2. Resolutions Without Meeting	
None	
5.3. Follow-up Action List	8 - 9
6. WORK PROGRAM ITEMS	
6.1. Local Planning Services Renewal - RFD	10 - 15
6.2. Shoreline Protection and Floor Area Ratio - RFD	16 - 108
6.3. Freshwater Sustainability Strategy - RFD	109 - 113
6.4. Groundwater mapping - 3 projects: southern, northern first phase, northern this year - verbal update	
7. BUSINESS	

- 7.1. Salt Water Intrusion - verbal briefing
- 7.2. Update on the eelgrass mapping - verbal update
- 7.3. Update on Heritage Conservation Mapping - verbal update
- 7.4. Fees Bylaw - verbal update
- 8. NEW BUSINESS
- 9. CORRESPONDENCE
 - 9.1. 2021-01-08 Island Marine Construction Services Ltd. 114 - 115
 - 9.2. 2021-01-18 J Roy-Allen 116 - 118
- 10. WORK PROGRAM
 - 10.1. Regional Planning Committee Work Program 119 - 121
- 11. NEXT MEETING

The next RPC meeting is scheduled for Wednesday, September 29th, 2021.
- 12. ADJOURNMENT 3:00 PM - 3:00 PM



Regional Planning Committee Minutes of a Regular Meeting

Date: May 12, 2021
Location: Electronic Meeting

Members Present: Laura Busheikin, Chair
David Maude, Vice Chair
Jeanine Dodds, Local Trustee
Kees Langereis, Local Trustee
Laura Patrick, Executive Committee Representative
Timothy Peterson, Local Trustee
Kate-Louise Stamford, Local Trustee
Jane Wolverton, Local Trustee
Peter Luckham, Ex Officio Member

Staff Present: David Marlor, Director, Local Planning Services
Clare Frater, Director, Trust Areas Services
Narissa Chadwick, Island Planner
William Shulba, Senior Freshwater Specialist
Lisa Wilcox, Senior Intergovernmental Policy Advisor
Dilani Hippola, Senior Policy Advisor
Dionne LoForte, Local Planning Services Administrative Assistant
Robert Barlow, Legislative Services Clerk/Recorder

Others Present: Kirk Stinchcombe, Econics
Elan Failing, Econics
Scott Colbourne, Local Trustee
Sue Ellen Fast, Local Trustee
Doug Fenton, Local Trustee
Peter Johnston, Local Trustee
Dan Rogers, Local Trustee

1. CALL TO ORDER

The meeting was called to order at 10:02 a.m. Chair Busheikin acknowledged that the meeting was being held on Coast Salish traditional and treaty territories.

2. APPROVAL OF AGENDA

2.1 New Items and Re-ordering of the Agenda

None

2.2 Approval of Agenda

By general consent the Regional Planning Committee approved the agenda.

3. BUSINESS

3.1 Freshwater Sustainability Strategy

All trustees were invited to attend an informational presentation provided by Kirk Stinchcombe of Econics in regards to Freshwater Sustainability Strategy. Trustees provided some general feedback in regards to the Strategy.

4. TOWN HALL

None

5. DELEGATIONS

None

6. ADOPTION OF MINUTES/COORDINATION

6.1 Minutes of Meetings

6.1.1 Regional Planning Committee Minutes of March 17, 2021

By general consent the Regional Planning Committee minutes of March 17, 2021, were approved as presented.

6.2 Resolutions Without Meeting

None

6.3 Follow-Up Action List

Director Marlor spoke to the one item on the FUAL that is in progress:

- The report of the Trust Programs Committee affordable housing discussions will be presented at the August RPC meeting.

7. WORK PROGRAM ITEMS

7.1 Local Planning Service Delivery

Director Marlor presented a briefing, Update on Regional Planning Team Work Program, that provides an update on the status of projects generally, and projects currently assigned to the Regional Planning Team planners. He noted an intent to provide draft policy amendments that would provide guidance for the prioritization of projects to the August RPC meeting. The briefing will be provided to the June Trust Council meeting for information.

Discussion involved the impact of having a current workload of 43 planning bylaws and 106 administrative bylaws requiring updating which could take 14 to 20 years to accomplish.

RPC-2021-005

It was MOVED and SECONDED,

that Regional Planning Committee direct staff to report on alternative approaches to maintaining and updating OCPs and LUBs.

CARRIED

7.2 Trust Council Strategic Plan Action Items

Director Marlor presented a briefing, Status of Strategic Plan Items Assigned to the Regional Planning Committee, indicating that staff will bring project charters for Strategic Plan items 2, 9 and 16iv to the August RPC meeting.

Discussion included consideration of the possibility of a special meeting prior to the August regular meeting.

Committee recessed at 12:06 p.m and reconvened at 12:41 p.m.

8. BUSINESS

8.1 2020/21 Annual Report – Regional Planning Committee section

The Committee suggested two minor edits to the text:

- replace “...developing of communication materials...” in the third sentence of the first paragraph of the 2020/21 Highlights section with “...the development of communication materials...”
- replace “...increase housing affordability.” in the first sentence of the second paragraph of the 2020/21 Highlights section with “...increasing housing options.”

RPC-2021-006

It was MOVED and SECONDED,

that Regional Planning Committee approve the attached text as amended for inclusion in the 2020/21 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs and Housing.

CARRIED

8.2 Policy Statement Draft Amendment Recommendations

Senior Policy Advisor Hippola provided a presentation, indicating that the first draft has incorporated input from the public, trustees, other agencies and organizations, and staff. She highlighted the development and review process of the Policy Statement Amendment Project and potential changes to the Policy Statement. The Committee provided general feedback and asked clarifying questions.

The Committee recessed at 2:04 p.m. and reconvened at 2:17 p.m.

8.3 Application Processing Services Policy

Director Marlor introduced the Request For Decision, noting that the Model Development Approval Information Bylaw needs further work and is not ready to be presented to the Committee. What was presented for consideration of final endorsement was the Application Processing Services Policy and attached Model Fees Bylaw. Planner Chadwick indicated that individual trustees can send suggested minor edits directly to her and the Committee suggested some minor edits for clarification purposes.

Chair Busheikin lost electronic connection at 2:50 p.m.; Vice Chair Maude assumed responsibility as Chair of the meeting.

RPC-2021-007

It was MOVED and SECONDED,

that Regional Planning Committee request staff to add a \$100 per lot fee to the fee schedule under the Application for Subdivision Review under item 1 of Table 3 of the Model Bylaw.

CARRIED

Chair Busheikin reconnected at 2:53 by telephone only and did not resume acting as the Chair.

RPC-2021-008

It was MOVED and SECONDED,

that Regional Planning Committee request staff to bring back further analysis on fee-per-lot structure, including consideration of a cap and park dedication.

CARRIED

Trustee Stamford left the meeting at 3:00 p.m.

RPC-2021-009

It was MOVED and SECONDED,

that Regional Planning Committee endorse the Application Processing Services Policy with attached Model Fees Bylaw As amended.

CARRIED

RPC-2021-010

It was MOVED and SECONDED,

that Regional Planning Committee approve the attached Request for Decision and send it, along with the Application Processing Services Policy with attached Model Fees Bylaw, as amended, to Trust Council for approval.

CARRIED

RPC-2021-011

It was MOVED and SECONDED,

that Regional Planning Committee direct staff to prepare, in cooperation with the Regional Planning Committee Chair, a presentation to Trust Council to

explain the process and anticipated impacts of the Application Process Services Policy.

CARRIED

Chair Busheikin was able to reconnect by computer and resumed acting as Chair of the Committee.

9. NEW BUSINESS

None

10. WORK PROGRAM

The Committee reviewed the current Work Plan and had no comments.

11. NEXT MEETING

Wednesday, August 25, 2021, from 10:00 a.m. to 3:00 p.m.

Trustee Dodds left the meeting at 3:18 p.m. and Trustee Patrick left the meeting at 3:19 p.m.

RPC-2021-012

It was MOVED and SECONDED,

that Regional Planning Committee request staff to schedule an additional meeting to discuss the Shoreline Protection report and the Floor Area Ratio report.

DEFEATED

12. ADJOURNMENT

By general consent the meeting adjourned at 3:30 p.m.

Laura Busheikin, Chair

Certified Correct:

Robert Barlow, Legislative Services Clerk/Recorder



Follow Up Action Report

Regional Planning Committee

09-Nov-2020

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee request staff to report on the Trust Programs Committee affordable housing discussions on the next Regional Planning Committee agenda.	David Marlor	Target: 25-Aug-2021	In Progress

12-May-2021

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee direct staff to report on alternative approaches to maintaining and updating OCPs and LUBs.	David Marlor	Target: 25-Aug-2021	Completed
2 Director Marlor presented a briefing, Status of Strategic Plan Items Assigned to the Regional Planning Committee, indicating that staff will bring project charters for Strategic Plan items 2, 9 and 16iv to the August RPC meeting.	David Marlor	Target: 29-Sep-2021	In Progress
3 that Regional Planning Committee approve the attached text as amended for inclusion in the 2020/21 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs and Housing.	David Marlor	Target: 25-Aug-2021	Completed
4 that Regional Planning Committee request staff to add a \$100 per lot fee to the fee schedule under the Application for Subdivision Review under item 1 of Table 3 of the Model Bylaw.	David Marlor Narrisa Chadwick	Target: 25-Aug-2021	Completed

Follow Up Action Report

Regional Planning Committee

12-May-2021

Activity	Responsibility	Dates	Status
5 that Regional Planning Committee request staff to bring back further analysis on fee-per-lot structure, including consideration of a cap and park dedication.	David Marlor Narrisa Chadwick	Target: 29-Sep-2021	In Progress
6 that Regional Planning Committee endorse the Application Processing Services Policy with attached Model Fees Bylaw As amended.	David Marlor Narrisa Chadwick	Target: 25-Aug-2021	Completed
7 that Regional Planning Committee approve the attached Request for Decision and send it, along with the Application Processing Services Policy with attached Model Fees Bylaw, as amended, to Trust Council for approval.	David Marlor Narrisa Chadwick	Target: 25-Aug-2021	Completed
8 that Regional Planning Committee direct staff to prepare, in cooperation with the Regional Planning Committee Chair, a presentation to Trust Council to explain the process and anticipated impacts of the Application Process Services Policy.	David Marlor Narrisa Chadwick	Target: 25-Aug-2021	Completed

REQUEST FOR DECISION

To: Regional Planning Committee **For the Meeting of:** August 25, 2021

From: David Marlor, Director, Local Planning Services **Date Prepared:** August 5, 2021

SUBJECT: Draft Trust Council Policy Amendments to support Regional Planning Team

RECOMMENDATION:

1. That the Regional Planning Committee request that Staff draft amendments to Trust Council Policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” to support a strategic approach to official community plan and land use bylaw reviews that:
 - include a standardized process (timeline and activities) for undertaking review of OCPs and LUBs in three categories – Major, Minor and Extraordinary;
 - define Major as a project that would take about one 12-18 months and be undertaken by the Regional Planning Committee, and follow a prescribed process established in the Policy;
 - define Minor as a project that would take six months or less and would be undertaken by the local planning team;
 - define extraordinary as a project that requires more time and resources than “major”, and would require external consultants and additional funding considerations;
 - include a standardized OCP and LUB format that all new OCPs and LUBs would use as a starting point, with local customization to deal with local issues permitted;
 - include criteria for making recommendations as to which OCPs should receive priority; and
 - limit the number of reviews started to two per 12 month period and staggered to accommodate resource requirements.
2. That the Regional Planning Committee request that Staff draft amendments to Trust Council Policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” to establish the following as criterion for recommendations on projects that should be undertaken by the Regional Planning Team:
 - The project will further Trust Council’s strategic plan
 - The project will further reconciliation
 - The project will address climate change mitigation or adaptation
 - The project is necessary to add required content to an OCP as required by legislation
 - The project has a business case that clearly addresses scope, timeline and budget
 - The project is endorsed or has been requested by a local trust committee resolution
 - The project is a top priority of a local trust committee
 - The project can be combined, or has harmonization potential with other projects, and therefore makes sense to undertake at the same time

3. That the Regional Planning Committee request that Staff draft consequential amendments to Trust Council Policy “6.2.1 Priority Setting/Review Guidelines” and “Policy 6.7.1 Work program, Follow-up Action List and Priorities Matrix.”

DIRECTOR COMMENTS:

The proposed amendments support the implementation of the Local Planning Services renewal project, and will lead to more clarity around resource allocation.

1 PURPOSE:

To provide the Regional Planning Team with recommendations on policy amendments to support the regional planning team, a standardized strategic process and format for official community plan and land use bylaw updates, and establishing criteria for prioritization of project to be undertaken by the Regional Planning Team.

2 BACKGROUND:

Following an internal review of the delivery of planning services in 2018, on November 1, 2020, management created a Regional Planning Team consisting of three Island Planners, and a Local Planning Team consisting of the remaining planners and Planning Technician. As part of the transition, the planners assigned to the Regional Planning Team brought projects with them that were already underway.

The intent of the Regional Planning Team is to dedicate their time to land use planning policy work, and proactive land use bylaw regulation amendments. The intent of the Local Planning Team is to undertake the day-to-day processing of land use planning applications and referrals, administration and management of local trust committee meetings, and undertake minor policy and regulatory bylaw amendments as requested by local trust committees, and as time permits given volumes of applications, referrals and meeting requirements.

The jurisdiction for adoption of land use policy and regulations is held by the 13 local trust committees. It would be impossible to undertake even one project per trust committee, given that there are only three planners assigned to the Regional Planning Team; therefore, there needs to be policy direction on how to prioritise projects in a way that meets the “preserve and protect” mandate of the Islands trust, and is fair to all local trust committees.

Official community plans and land use bylaws – keeping them up to date:

There are currently 20 official community plans and 20 land use bylaws between the 13 local trust committees. Most have one OCP and one LUB; however, five local trust areas have more than one OCP and/or one LUB (or older zoning and subdivision bylaws). These local trust areas are Salt Spring, North Pender, Thetis, Gabriola and Gambier.

To maintain the OCPs and LUBs to ensure they remain current with legislation, case law and community needs, they should be updated on a regular basis. Often, every five years is quoted, however, there is no requirement in the legislation for this. The only requirement is that OCPs must include policies that provide for housing growth over a five year period, and some have taken this to mean the OCP must be updated every five years.

In order to undertake a regular update, staff suggest that Trust Council’s policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” be amended to:

- Include a standardized process (timeline and activities) for undertaking review of OCPs and LUBs in three categories – Major, Minor and Extraordinary.

- Define Major as a project that would take about one 12-18 months and be undertaken by the Regional Planning Committee, and follow a prescribed process established in the Policy.
- Define Minor as a project that would take six months or less and would be undertaken by the local planning team.
- Define extraordinary as a project that requires more time and resources than “major”, and would require external consultants and additional funding considerations.
- Include a standardized OCP and LUB format that all new OCPs and LUBs would use as a starting point, with local customization to deal with local issues permitted.
- Include criteria for making recommendations as to which OCPs should receive priority
- Limit the number of reviews started to two per 12 month period and staggered to accommodate resource requirements.

Major Projects

The Regional Planning Team is also intended to take on the work of the Regional Planning Committee as well as major topic driven policy and regulatory work of local trust committees. To accommodate this, there needs to be a way to determine which projects receive priority. To undertake this, staff recommend that Trust Council’s policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” be amended to include the following criteria for staff recommendations on which projects should proceed:

- The project will further Trust Council’s strategic plan
- The project will further reconciliation
- The project will address climate change mitigation or adaptation
- The project is necessary to add required content to an OCP as required by legislation
- The project has a business case that clearly address scope, timeline and budget
- The project is endorsed or has been requested by a local trust committee resolution
- The project is a top priority of a local trust committee
- The project can be combined, or has harmonization potential with other projects, and therefore makes sense to undertake at the same time

Staff further suggest that the policy include a timeline for consideration to align with the budget process, as well as a role for making recommendations to Trust Council by the Regional Planning Committee.

Local Trust Committee Top Priorities

Trust Council Policy” 6.2.1 Priority Setting/Review Guidelines” and Policy “6.7.1 Work program, Follow-up Action List and Priorities Matrix” each require that local trust committees report their top three priorities. The intent is to provide a method for managing the work programs of all of the local trust committees. The policy does not state that work will actually be undertaken on any of the top priorities; however, the perception is that if an item is on one of the three top priorities of the local trust committee it will be actively resourced and worked on.

At its February 3, 2021 meeting, Executive Committee passed the following resolution:

EC-2021-014

It was Moved and Seconded,

That Executive Committee request staff to continue this discussion to a future Executive Committee meeting and the pros and cons of reducing the projects per local trust committee to one.

The intent of Trust Council policies 6.2.1 and 6.7.1 is not to allocate resources to three top priorities for each local trust committee, but rather to provide a means to manage and report back

to Council on the work program priorities. Section B.2.7 of policy 6.7.1 states that “Implementation of activities for top priorities is subject to available staff resources and assigned fiscal resources through the annual budget.”

Staff propose that consequential amendments be made to policy 6.2.1 and 6.7.1 to refer to Policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” in regards to resource allocation, and remove or amend any language in policies 6.2.1 and 6.7.1 that reference resource allocation for local trust committee projects.

Reducing the number of projects per local trust committee to one may not be practical nor desirable. There is a wide-range of needs on the islands, related to population, geography or environmental concerns. Further, projects vary in resource demands based on the scope of the project. However, there does need to be a means to fairly allocate resources between the local trust committees.

Staff propose that each local trust committee still maintain a list of top priorities, but these be delinked from commitment to resources them. The priorities will form one of the criteria to be established in the revised Policy 5.9.1 for consideration of resourcing a particular project.

There is and will always be a need to make minor amendments to the OCP and LUB documents; these amendments are usually “housekeeping” amendments to address an issue. These relatively minor amendments could be undertaken by as a project by local planning team planners. Therefore, in practice, a local trust committee could have one minor project to be undertake by their local planner, and then could have one or more other larger projects undertaken by the regional planning team.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

No organizational implications of the recommendations

FINANCIAL:

No financial implications of the recommendations

POLICY:

No policy implications of the recommendations

IMPLEMENTATION/COMMUNICATIONS:

No implications of the recommendation.

FIRST NATIONS:

No policy implications of the recommendations

OTHER:

4 RELEVANT POLICY(S):

- 5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees
- 6.2.1 Priority Setting/Review guidelines
- 6.7.1 Work program, Follow-up Action List and Priorities Matrix

5 ATTACHMENT(S):

No attachments

RESPONSE OPTIONS

Recommendation:

1. That the Regional Planning Committee request that Staff draft amendments to Trust Council Policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” to support a strategic approach to official community plan and land use bylaw reviews that:
 - include a standardized process (timeline and activities) for undertaking review of OCPs and LUBs in three categories – Major, Minor and Extraordinary;
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 - include a standardized OCP and LUB format that all new OCPs and LUBs would use as a starting point, with local customization to deal with local issues permitted;
 - include criteria for making recommendations as to which OCPs should receive priority and
 - limit the number of reviews started to two per 12 month period and staggered to accommodate resource requirements.
2. That the Regional Planning Committee request that Staff draft amendments to Trust Council Policy “5.9.1 Best Management Practices for Delivery of Local Planning Services to Local Trust Committees” to establish the following as criterion for recommendations on projects that should be undertaken by the Regional Planning Team:
 - The project will further Trust Council’s strategic plan
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 - The project has a business case that clearly addresses scope, timeline and budget
 - The project is endorsed or has been requested by a local trust committee resolution
 - The project is a top priority of a local trust committee
 - The project can be combined, or has harmonization potential with other projects, and therefore makes sense to undertake at the same time
3. That the Regional Planning Committee request that Staff draft consequential amendments to Trust Council Policy “6.2.1 Priority Setting/Review Guidelines” and “Policy 6.7.1 Work program, Follow-up Action List and Priorities Matrix”.

Alternative:

1. Amendments to the relevant policies as determined by the Regional Planning Committee.
-

Prepared By: David Marlor, Director, Local Planning Services

Reviewed By/Date:

REQUEST FOR DECISION

To: Regional Planning Committee **For the Meeting of:** August 25, 2021

From: David Marlor, Director, Local Planning Services **Date Prepared:** August 18, 2021

SUBJECT: Shoreline and Residential Density Reports – Strategic Plan

RECOMMENDATION:

That the Regional Planning Committee recommend that Trust Council forward the “Residential Floor Area Ratio Model Bylaw Report” dated March 2021 to local trust committees and Bowen Island Municipality for information.

That the Regional Planning Committee recommend that Trust Council forward the “Shoreline Protection Model bylaw Report” dated March 2021 to local trust committees and Bowen Island Municipality for information.

That the Regional Planning Committee recommend that Trust Council request local trust committees and Bowen Island Municipality to advise the Regional Planning Committee if they intent to undertake policy or regulatory amendments based on the recommendations in the “Residential Floor Area Ratio Model Bylaw Report” or the “Shoreline Protection Model bylaw Report.”

DIRECTOR COMMENTS:

This approach maximizes efficient use of the resources available to the Regional Planning Committee.

1 PURPOSE:

To provide the reports from the consultants to local trust committees and Bowen Island Municipality.

2 BACKGROUND:

As indicated in the Strategic Plan for 2018-2022, the Regional Planning Committee in Fiscal Year 2020/21 commissioned two reports; one on a review of bylaw regulations related to shoreline protection, and the other related to the use of residential density as a means to provide more affordable housing. The intent for both was to develop model bylaw language that could be incorporated into local trust committees’ and Bowen Island Municipality’s regulatory bylaws.

Due to limitations of the budget, we were not able to develop the model bylaw language as part of the contract.

The Regional Planning Committee could request that Staff undertake the work to develop model bylaws based on the recommendations and findings in the reports. To do this, these two items would need to be added to the Regional Planning Committee work program and staff resources allocated to this work.

An alternative would be to circulate the reports to the local trust committees and Bowen Island Municipality for information, and ask the local trust committees and Bowen Island Municipality to advise the Regional Planning Committee if any have interest, or plan to undertake regulatory amendments based on the reports. If there is only one interested, the work of developing the regulations could be shared via the Regional Planning Committee as a model for other local trust committees and Bowen Island Municipality. The work could also be added to the upcoming standardized land use bylaw for future reference. If more than one local trust committee/Bowen Island Municipality are interested in developing regulations, the Regional Planning Committee could assist by coordinating the work.

Given the workload and other priorities of the Regional Planning Committee, staff recommend the second approach above.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL:

No organizational implications.

FINANCIAL:

No financial implications.

POLICY:

No policy implications.

IMPLEMENTATION/COMMUNICATIONS:

Staff will draft an RFD to Trust Council from the Regional Planning Committee with the recommendations.

FIRST NATIONS:

No First Nations implications.

OTHER:

No other implications.

4 RELEVANT POLICY(S):

Strategic Plan item 2.3 and 4.4 iii

5 ATTACHMENT(S):

1. Residential Floor Area Ratio Model Bylaw Report” dated March 2021
2. Shoreline Protection Model bylaw Report” dated March 2021

RESPONSE OPTIONS

Recommendation:

That the Regional Planning Committee recommend that Trust Council forward the “Residential Floor Area Ratio Model Bylaw Report” dated March 2021 to local trust committees and Bowen Island Municipality for information.

That the Regional Planning Committee recommend that Trust Council forward the “Shoreline Protection Model bylaw Report” dated March 2021 to local trust committees and Bowen Island Municipality for information.

That the Regional Planning Committee recommend that Trust Council request local trust committees and Bowen Island Municipality to advise the Regional Planning Committee if they intent to undertake policy or regulatory amendments based on the recommendations in the “Residential Floor Area Ratio Model Bylaw Report” or the “Shoreline Protection Model bylaw Report.”

Alternative:

That the regional Planning committee request staff to develop model bylaws based on the recommendations in the “Residential Floor Area Ratio Model Bylaw Report” or the “Shoreline Protection Model bylaw Report.” This would require that the Regional Planning Committee add this as a work program item and allocate Staff resources to undertake the work.

Prepared By: **David Marlor, Director, Local Planning Services**

Reviewed By/Date:



Islands Trust

Residential Floor Area Ratio
Review Model Bylaw Report
March 2021

ACKNOWLEDGEMENTS

This Report is possible through the financial support of the Islands Trust. We would like to thank all those who participated in the Islands Trust Residential Floor Area Ratio Review Model Bylaw Project.

Islands Trust

Laura Busheikin
Denman Island Local Trustee
Chair, Islands Trust Council Regional Planning Committee

Islands Trust Staff

David Marlor, MCIP RPP, Director of Local Planning Services
Lisa Wilcox, kwakwemtenaat, Senior Intergovernmental Policy Advisor
Robert Kojima, Regional Planning Manager, Southern Team
Heather Kauer, RPP, MCIP, AICP, Regional Planning Manager, Northern Team
Sonja Zupanec, RPP, MCIP, Island Planner, Northern Team
Jaime Dubyna, MSc.Pl., Planner 2, Northern Office
Kristine Mayes, Planner 1, Salt Spring Island

Consulting Team

Jean Porteous, MCIP RPP Fraser Simpson Consulting Inc.
Serena Klaver, MCIP Klaver Strategic Planning
Sharon Horsburgh, MCIP RPP Bayshore Planning Inc.

It is a privilege to write this guide and we acknowledge the lands described in this report are within the ancestral territory of the Coast Salish people and as a reminder we are all connected. We are in a sacred relationship with all things in the natural world – the land, waters, and air, and all of the plants and animals we live with. Respect for the spirit and life in each of these, and the intricate relationships and interconnectedness we are all in together is a key value and principle of our culture.



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OVERVIEW

Located in the islands and waters of the Salish Sea, between the British Columbia mainland and southern Vancouver Island, the Islands Trust encompasses 13 major and more than 450 smaller islands, covering 5,200 square kilometers. The area is home to the highest density of species at risk in Canada and some of the most diverse and sensitive marine ecosystems in the world. The region's rich forests, soils, wetlands, and ocean vegetation act as important carbon sinks, mitigating greenhouse gas emissions and buffering communities against the impacts of climate change. The ecological significance and sensitivity of the region, and the need for protective measures, were internationally recognizing in 1973.

The Islands Trust Area is located within the Coast Salish territory and is the homeland to over 28,000 Coast Salish Peoples who have called this place home since time immemorial. In 2019, Islands Trust Council passed a Reconciliation Declaration and committed to a Reconciliation Action Plan as per the Truth and Reconciliation Commission (TRC) Calls to Action. We are committed to building meaningful relationships with First Nations in the Trust Area, protecting cultural heritage, and upholding the principles embodied within the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), the *BC Declaration on the Rights of Indigenous Peoples Act* (DRIPA); the Truth and Reconciliation Commission (TRC) Calls to Action; and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice. Islands Trust Council recognizes that the work of reconciliation is key to preserving and protecting this place for generations to come.

Project

The Islands Trust Council adopted a Strategic Plan for the 2018-2022 term. Item 16 of the Strategic Plan is to: Develop model bylaws that use floor area ratio as a density metric for consideration of implementation in local trust area land use bylaws. This is a community planning project that is being advanced by the Islands Trust Council Regional Planning Committee. It is intended that this work will be consolidated into a template of standard bylaws to be used for all Islands within the Islands Trust Area that will be available for Local Trust Committees and Bowen Island Municipality to use when developing policies and regulations pertinent to residential housing with a focus on affordability and environmental protection.

Project Deliverables

- Review literature on means to measure density for residences in rural areas.
- Review existing official community plans and land use bylaws on how they each measure residential density.
- Review a selection of other jurisdictions that use Floor Area Ratio as an alternate means (other than dwelling units per area or lot) to measure residential density.
- Provide options to measure residential density with focus on use of floor area ratio, and evaluate against affordability and environmental protection, and the policies of the Islands Trust Policy Statement.

- Provide a report with options, and recommendations on regulations that could be used by all local trust committees and Bowen Island Municipality to regulate housing density.

Background on the Requirements of Zoning

- Divide area into zones.
- Provide development requirements for each zone including the character of the zone, the nature of the proposed uses of land and buildings, and the suitability for particular uses.
- Siting of buildings and Form and Character. There are six common zoning methods to regulate Siting and Form and Character:
 - 1) Site Area;
 - 2) Site Dimensions;
 - 3) Site/Lot Coverage;
 - 4) Required Setbacks;
 - 5) Building Height; and
 - 6) Design Features.

Site Area: Zoning bylaws can regulate the area of a site. Setting a minimum or maximum site area can encourage a particular density in a zone. There are also other reasons to regulate site area. In an agricultural zone, a minimum site area (of 80 acres or 32 hectares, for example) can help to minimize the fragmentation of prime agricultural land [Provincial Planning Regulation, 3.1.4].

Another example, a minimum site area (of 2 acres or 0.8 hectares) for a rural residential zone will allow landowners to use a septic field for on-site treatment of wastewater.

Site Dimensions: Zoning bylaws can also regulate the dimensions of lots, parcels, and other units of land. Like site area, site dimension regulations (like width and depth restrictions) can encourage a particular density in a zone. Regulating site dimensions can also encourage a particular character of development (for example, narrow site widths may be more suitable for streets with smaller storefronts).

Site Coverage: Zoning bylaws can regulate the coverage on a site. This is usually expressed in a maximum percentage of the site that can be covered by structures. Limiting maximum site coverage can allow for taller building development (for example, a one storey building with 100 per cent site coverage has the same floor area as a two-storey building with 50 per cent site coverage) and leave more open space between buildings.

Required Setbacks: Zoning bylaws can regulate yard size the location of buildings on parcels of land through setbacks from property lines and. A standard method using zoning bylaws is used to regulate the location of buildings on a site is through the requirement of minimum setbacks. A setback is an open area between the exterior wall of a building and the boundaries of the lot (property lot lines) on which the building is located. Required setback minimums can be used, for example, to maintain spaces between houses in a residential neighbourhood to allow access to sunlight, to provide separation for fire safety or to mitigate nuisances (like noise) that might come from adjacent buildings. Alternately, required setback maximums can be used to encourage building construction in close proximity to sidewalks or other buildings. This strategy might be used in pedestrian-oriented commercial areas.

Source: Municipal Planning Guide to Zoning Bylaws in Manitoba Nov 2015

Density Indicators

Density is a way of measuring the land uses and development intensity, including housing, on a specified unit of land. Several indicators are commonly used to measure density in regard to residential development.

For example, **gross density**, includes all land uses within a given area and can be expressed as persons per hectare or acre, or housing units per hectare or acre.

A second measure, **net density**, refers to the number of dwellings located on residential building sites and excludes roads, parks,

and other non-residential uses. Net density can also be used as an indicator of density for a given form of housing.

A third measure, **floor area ratio (FAR)** which is sometimes referred to as floor space ratio, is a ratio between the number of square feet of floor space in buildings to the square footage of the property or lot. For example, a one storey building that covers the entire site on which it sits has a coverage or floor space ratio of 1.0 as does a two-storey building on half its lot, or a four-storey building on one quarter of its lot.

(Source: Mark Roseland – Toward Sustainable Communities 2005)

Pictures of Houses - Alternative Densities / Floor Area Ratio (FAR)



Kitsilano, Vancouver (Served Land) FAR = 0.54



Cottage Developments, Washington, (Served Land) FAR = 0.31



Salt Spring Strata Home (Served Land) FAR = 0.24



Salt Spring Rammed Earth + Solar (Served Land) FAR = 0.16



Salt Spring Island (Community Water) FAR=0.05



Salt Spring Multi-Generational (Unserviced land) FAR= 0.05

ISLANDS TRUST ACTION PLANNING - HOUSING

This current study arose from the recommendation “Trust Council request staff to 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.”

In particular, the recommended approach was to develop model bylaws that use Floor Area Ratio as a density metric for consideration of implementation in local trust area bylaws as suggested in the 2010 Tool Kit. Floor Area Ratio means the figure obtained when the total gross floor area of all buildings and structures on a parcel, is divided by the area of the parcel.

The Project includes a review of the approaches to measure density for residences in rural areas.

Key Findings:

Many new Zoning Bylaws in rural areas across Canada use buildings per lot; for example, Rural Comox (2019) and Rocky View County Alberta (2020) limit residential density to two dwelling units.

Bylaws in rural areas also use lot setbacks as a means to establish parameters in the regulation of land uses and siting of development. Parkland County Alberta (2017) includes the following regulations for Country Residential development:

Setbacks for Principal and Accessory Buildings for residential Parcels:

- A minimum Setback of 12.0 m shall be provided from the Property Line of an adjacent internal subdivision road; and
- A minimum Setback of 12.0 m shall be provided from the Property Line of an adjacent municipal road right-of-way.

Lot coverage is another typical approach. For example, Osoyoos Rural Electoral Area “A” (2008) includes a maximum parcel coverage of 35% in Low Density Residential Zones. Summerland (2011) Summerland (2011) provides for a range of lot coverage, dependent on the size of the lots.

Examples of Density Measurement based on Floor Area ratio exist – primarily on serviced land.

The regulations in the District of Peachland Zoning Bylaw (2014) includes a section on Density Measurement.

Development intensity is measured in:

Units/Area: Residential Density shall be determined by dividing the number of dwelling units by the area of the lot to be developed in hectares excluding that portion of a lot comprising a utility right of way granted to an entity other than the District from the total area of the lot. For example, 23 units on 1.6 hectares equals $23 \text{ units} / 1.6 \text{ ha} = 14.3 \text{ units per hectare}$.

Lot Coverage: Density shall be determined by calculating the total ground level area of all principal and accessory buildings and structures of any kind located on a lot, measured to the outside of the foundations or footings, divided by the lot area and expressed as a percentage but excluding the areas of the following: .1 balconies located above the first storey which are cantilevered from a building without footings or support extending to the ground; .2 canopies and awnings; .3 uncovered decks and patios that are not more than 0.6m (2.0ft) above grade; and .4 uncovered swimming pools.

Floor Area Ratio (FAR): Density shall be determined by the numerical value obtained when the net floor area on all levels of all buildings and structures constructed on a lot is divided by the area of the lot excluding: 0.1 all that portion of a lot comprising a utility right of way granted to an entity other than the District, or in the case of a lot whose area is reduced below the applicable minimum lot area by the exclusion of such portion, divided by the applicable minimum lot area; and 0.2 Indoor private amenity space.

Another approach being used in some new Bylaws is "Density Bonus" pursuant to Section 482 of the Local Government Act which is an incentive-based planning tool that permits developers to increase the maximum allowable development on a property in exchange for helping the community achieve public policy goals. Increased density may be in the form of developed square footage, the number of developed units, or the number of created lots which can be used either on site or transferred off site. Public policy goals could typically include parks, heritage preservation and affordable housing. Offering increased density in exchange for "greener" development can also be seen as an

amenity to the community (e.g., high performance buildings that offer energy-efficient building features that reduce operating costs for occupants).

Case Study Communities

Peachland, where the Floor Area Ratio may be increased to 3.0 if the owner of the land proposed to be developed pays to the District prior to the time of Building Permit issuance \$1,877.00 per additional unit [beyond the number of units that would be permitted under the base density] be as a Community Amenity contribution or for a housing development approved and funded by the B.C. Housing Commission under the Non-Profit Housing Program.

Duncan (2017) uses Floor Area Ratio in all zones and provides a base density plus extra density in Medium and High Density Residential, as well as Commercial Zones. The density bonus is based on the developer entering into a housing agreement with the City, to require rental or affordable housing units. The **Low-Density Zone**, for example, provides for a Maximum Parcel Coverage 35% for the principal building and 40% for all buildings and structures combined, along with a Maximum Floor Area Ratio of 0.5:1

Rural Comox (2019) This draft Bylaw includes an increase in density based on Community Amenity contributions. For example, Density in the Rural 20 Zone is limited to two dwellings units on a lot greater than 10 ha or one single detached dwelling and one carriage house, secondary suite, or secondary dwelling on a smaller lot.

However, with Community Amenity Contributions, 11 dwellings could be developed. The Community Amenity Contributions include:

- Donation to the Comox Valley Regional District (CVRD) of land for use as a public park.
- Construction of a gravel parking area of the park space designed in accordance with CVRD.
- Registration of a conservation covenant as defined through a Riparian Area Protection Regulations (RAPR) assessment prepared by a qualified environmental professional.
- Provision of a rainwater management plan (prepared by a qualified professional), to ensure that rainwater is managed on-site to prevent increases in potential flooding and erosion risks on adjacent and downstream properties, as required by provincial guidelines. The report should achieve Ministry of Transportation and Infrastructure design requirements, including reference to Stormwater Planning, A Guidebook for British Columbia, and the Water Balance Model for British Columbia. The report will be registered via restrictive covenant on the property (and on the titles of the future subdivided parcels).
- Construction of approximately 1.6 km of multi-use trails.

Tiny Homes – Cottage Communities

The development of Tiny Homes or Cottage Communities in a rural setting was also explored as part of the research into density measurements. A Provincial-Territorial-Municipal Working Group on Tiny Homes presented a paper on Tiny Houses in Canada's Regulatory Context: Issues and Recommendations.

Using the Tiny Homes Discussion Paper (*Source: mhaprairies.ca 2016*) there is no one definition for a tiny house but the paper used the definition of a residential building containing a single dwelling unit intended for year-round use, typically with a maximum floor area of 400 square feet (approximately 37 m²) and a compact house as a residential building containing a single dwelling unit intended for year-round use with a floor area or footprint less than the minimum permitted by zoning bylaws.

The group found that the greatest barriers to compliant tiny and other compact houses are zoning bylaws that:

- specify minimum lot sizes, frontages or setbacks that are greater than needed for these houses;
- preclude land-lease (including short term rental) for other than Mobile Homes, Park Model Trailers (PMT)s or Recreational Vehicles (RVs);
- do not recognize or are unclear with respect to year-round land-lease or condo/strata developments for very small single-family homes; and
- specify minimum sizes for dwelling units or other criteria that have similar implications.

Rural lots may be less expensive than urban but there are more costs and environmental impacts due to longer travel distances and limited if any access to public transit. Minimum lot sizes frontages and setbacks may apply equally to land leases and condo/strata developments designed for year-round use.



Source: Avalon House EcoBuilders 1200 square foot Home (111m²)

Washington State is home to a number of “Cottage” home developments which provides condominium-type ownership with the cottages situated around a shared garden with a common building and toolshed. Third Street Cottages on Whidbey Island, Washington was comprised of eight homes under 300 square feet (~28 m²) on a site of 32,000 square feet (~2900 m²); 11 dwelling units per acres. Zoning bylaws have been amended to accommodate this form of housing development and the provisions include a FAR of 0.31 (on serviced land). Typically, the developments are up to double the density that is typical for detached homes.



Source: The Cottage Company

Eco-Village / Eco-Community

Another type of development is an Eco-Village or Eco-Community and includes Villages in Chilliwack and the Cowichan Valley Regional District. They are part of the Global Eco-Village Network which describes an Eco-Village as an intentional, traditional or urban community that is consciously designed through locally owned participatory processes in all four dimensions of sustainability (social, culture, ecology and economy) to regenerate social and natural environments. Two different approaches have been used in terms of zoning. Yarrow which is a settlement of 3,000 within the City of Chilliwack, aims to achieve a more socially, ecologically, and economically sustainable way of life. The Ecovillage's master plan for the 10-hectare (25-acre) former dairy farm, foresaw three main legal entities: An 8-hectare organic farm, a 33-unit multigenerational cohousing community and a mixed use of about 2800 m² of commercial space, a 17-unit senior cohousing community and a learning centre. Note that this is on un-serviced land and a Solar Aquatics greenhouse (a.k.a. a “living machine”)—a system using solar energy and aquatic plants and other organisms to convert graywater and even blackwater into potable water.

Chilliwack B.C. EV (Eco-Village Zone)

Permitted Uses: *Principal Uses* (A) Child Care Facility (B) Club or Lodge (C) Convenience Commercial (D) Cultural Facility (E) Duplex (F) Indoor Recreation (G) Outdoor Recreation (H) Religious Assembly (I) Restricted Agriculture (J) School (K) Single Detached Dwelling (L) Theatre (M) Townhouse ***Ancillary Uses*** (N) Boarding (O) Cottage Industry (P) Farm Retail Sales (Q) Off-Street Parking (R) Rural Ancillary Uses (S) Supportive Recovery Home

Density (Maximum): (a) A maximum of 37 DUs (b) Maximum development within the Overall Development Parcel Shall Be: Parcel 1: Maximum 4 DUs (All Uses); Parcel 2: Maximum 33 DUs (All Uses Except Agricultural Sales, Convenience Commercial, Religious Assembly, Theatre, School, Cultural Facility, Indoor Recreation, Childcare Facility, Club or Lodge).

Lot Coverage: Residential Uses 20%

Floor Area Ratio: Maximum 0.4

Cowichan Valley Regional District - Comprehensive Development Zone

A different approach was taken in the Cowichan Valley Regional District; The *Eco-Village* is being regulated using a Comprehensive Development (CD) Zone. Inherent in this new CD Zone is the understanding that the full 10 hectares of land will become a 'classroom' of sorts as the use within all sectors will involve demonstration and education of ecological principles.

The following is an overview of the general sectors defined within this CD Zone.

Sector 1 Woodlands/Wetlands Conservation

1. Mapped with Cowichan Community Land Trust to inventory and defined areas for 'sensitive-ecosystem' conservation covenants.
2. Will manage regenerative ecosystems projects to reintroduce native plant/animal species.

3. Plan integrated natural water systems management Woodlot management involving selective harvesting within existing alder stand and reforestation with deciduous & coniferous trees Increase diversity of woodlot species including mushrooms, medicinal herbs, and craft materials.
4. Introduce & manage hedgerows along perimeter line of property and driveway to provide a buffer to the neighbouring properties.

Sector 2 Agricultural

1. Combination of poultry, small livestock [sheep, goats, etc] for residents' food and agricultural revenue. Enlargement of fruit, nut, and berry orchards. Expansion of vegetable, herb, and flower gardens. Further development of greenhouse and nursery operation.
2. Production of 'value-added' agricultural products (seeds, dried flowers and herbs, and processed foods).

Sector 3 Residential

1. Building designed to be energy and space efficient with density and building footprints comparable to the existing property zoning.
2. Shared facilities (such as utilities, recreational and workshops).
3. Will continue to work with Development Services, other agencies, and private businesses to integrate conventional and innovative sustainable building and renewable energy technologies.
4. Pedestrian focus with access road to be approved for use by emergency vehicles.

Sector 4 Ecological Education and Infrastructure

1. Situated in the area where existing residential, agricultural, and accessory buildings are located.
2. Provides central gathering area for community educational activities.
3. Conversion of existing residence to include Bed and Breakfast accommodation with the potential creation of a Bed & Breakfast accessory building.

4. Expand accessory buildings to include a workshop and studio.
5. Small tenting area to be provided for limited number of overnight workshop participants.

Additional Uses: accommodations [Eco-B&B, dorm space, camping] and food service (adjacent to the educational programming), small businesses related to 'value-added' agriculture.

OPTIONS TO MEASURE DENSITY

This section examines options to measure residential density with focus on use of floor area ratio, and evaluates the tool using the policies of the Islands Trust Policy Statement; particularly affordability and environmental protection. The expectation is that the use of Floor Area Ratio as a density metric will protect natural values while giving people more flexibility to provide different forms of housing on residential properties.

Groups that may have affordability issues include:

- Seniors;
- Shared homes;
- Families;
- Multigenerational Housing; and
- Homeless.

Seniors: Actions to provide suitable housing for seniors are provided in the Seniors Housing Strategy 2010 *Source: Seniors housing strategy : a seniors housing strategy for Island and rural communities in British Columbia (leg.bc.ca)*. Included are: Accessory dwelling units, suites and carriage houses are options for making existing single-family dwellings more usable for an aging population. Accessory units can be created by converting part of a home into an apartment suite, building an addition to accommodate an additional living space, constructing a carriage home in the yard or by utilizing an existing structure or building a new secondary cottage on the property. Senior homeowners may create an accessory suite to either live in themselves while a younger family lives in the primary residence. Senior homeowners may also create a suite or secondary dwelling unit such as a carriage home or

cottage and rent it for additional income or have a younger family live in the suite to provide support or companionship. Such suites or dwelling units can also be used by middle aged homeowners to house their aging parent or relative. Zoning regulations to allow accessory suites and secondary dwelling units would need to be permitted in most residential areas. Specific conditions of use of these suites may be included, such as the registration of a covenant to exclude the use of the suite or dwelling unit for temporary tourist accommodation or be restricted in floor area and height, only permitting a suite to take up a maximum percentage of the primary house or other conditions. Many of the zones for island or rural areas permit secondary housing in order to encourage affordability and to diversify the housing stock

Age Friendly Project Strategy Samples:

- Plan for affordable housing near transit and services.
- Permit carriage houses on existing lots.
- Permit mobile home parks in appropriate locations.
- Plan for senior-oriented housing projects such as congregate care or assisted living units in locations that have adequate servicing, services, and transit.
- Review floor area provisions of secondary residences to make sure they are appropriate for seniors needs.
- Review zoning regulations to provide for innovative standards to encourage age- friendliness, affordability, and ecological goals (i.e., zero-lot setbacks, multiplexes, cottages, apartments, carriage houses, heights, etc.)

Shared Housing: Renting a room in a shared house used to be something associated with students or young people. But, this type of renting arrangement is becoming much more common, and many people live in shared housing well past their student years. Farms and local businesses on Salt Spring Island sometimes house unrelated people in a Detached Dwelling. Note that the Land Use Bylaw definition states: “dwelling, single family” means a building consisting of one dwelling unit that is not attached to any other dwelling unit by any means. The reference to “family” is not required and enforcement of the Bylaw leads to problems for people living in Shared Housing. Alternatively, the definition could be amended to something like that in the City of Victoria where “Family” means one person or a group of persons who through marriage, blood relationship or other circumstances normally live together. . the Terminology is similar in the other Land Use Bylaws in the Islands Trust Area, but the issue of Shared Housing may not be an issue.

Family Housing: Housing within the Islands Trust Area has become expensive so tools to accommodate Affordable Housing needs to be explored. One possibility is to use the Floor Area Ratio technique along with a Density Bonus pursuant to Section 482 of the Local Government Act. which is an incentive-based planning tool that permits developers to increase the maximum allowable development on a property in exchange for helping the community achieve public policy goals. In this instance, the public goals would be environmental pursuant to the Islands Trust mandate.

Source: Density Bonusing / BC Climate Action Toolkit

The impacts of increased density on services and the neighbourhood should be carefully considered. When creating a density bonus program, local governments should clearly:

- Establish the purpose of the program;
- Establish a maximum overall density in the Official Community Plan (concentrate density in strategic areas to encourage transportation choice);
- Calculate the value of the increased density and what amenities can be bought with it; and
- Define and prioritize amenities or housing needed by the community.

Source: Density Bonusing / BC Climate Action Toolkit

Items that might be considered include Build Green / Energy star as well as Rainwater Catchment, Alternative Energy such as Solar and Environmentally sustainable building and site development (ie. maintenance of natural environment / no logging.

Cluster Development is another form of development which can range from Multigenerational Housing to Eco-Villages.

Multigenerational is a sub-group of Family Housing where different generations live together and may want individual dwelling units / kitchens. An option is to allow extra dwelling units with kitchens on large lots.

Eco-Village Zoning can use a Floor Area Ratio approach but is best developed with the Group in order to customize the Zone based on the Vision of the Group.

Tiny Homes: This is another circumstance where the Zone is best developed with the Housing Management Group in order to customize the Zone based on the approach.

FLOOR AREA RATIO IN THE ISLANDS TRUST AREA

The Islands Trust receives many development applications with affordable housing as a focus. These are most often represented as rezoning applications with the intent to increase density. One such application referenced here is Croftonbrook Affordable Housing (SS-LTC-2017.4) Bylaw No. 507 and Bylaw No. 513 (Affordable Housing Bylaw), which was a condition of final adoption, were adopted in 2019. The purpose of Bylaw 507 was to rezone lands located within Ganges Village on Salt Spring Island from Agriculture 1, Residential 1 and Residential 6 zones to Residential 1 (b) to allow for development of an additional 34 affordable dwelling units and office use.

Dragonfly Commons is a not-for-profit initiative to bring about an innovative solution to the local workforce housing crisis. It emulates a similar design model to the Cottage type developments in the United States. The housing was originally for home ownership but, due to several factors, including water system requirements, it was changed to rental. According to the developer, the Water Sustainability Act, which was instituted in 2016, makes it virtually impossible to create a subdivision in a rural area where there is not a Water Utility in place to supply water. The costs of establishing a Water Utility are prohibitive for an affordable ownership development model. The current goal of the development is to provide affordable rental in a secluded

eco-friendly development on Drake Road, walking distance to Ganges. The project proposes to create 30 small, detached houses ranging in size from 40 – 70 sq/meters on a 4.25 hectare property. This would be a FAR of about 0.04.



(Source: <http://Dragonfly Commons> – changing from home ownership to rental – Dragonfly Commons)

Within the Islands Trust Area, Pender Island Planning Staff undertook an analysis of the Opportunities and Constraints of the use of Floor Area Ratio (FAR) for rural areas.

Opportunities	Constraints
One of the stated objectives of the Pender Island OCP policy is the preservation of rural character, which is notoriously difficult to define, and while moderately sized homes may be an aspect of that objective, consideration should be given to the question.	Reducing resource and energy demands is the other stated objective, however such demands are related as much to occupancy and age of construction as to the size of a dwelling. There are also other tools, such as development permit areas, which may be more directly applicable to addressing resource use in new construction rather than floor area limits.
An advantage in using an FAR is that it would directly relate to the maximum buildable area of the lot (larger lot, more developable floor area), and is flexible in that it allows an owner to build higher (limited by the maximum height) but with a smaller footprint.	FAR is not typically used for residential development in rural areas with disparate lot sizes. It is a tool that works best in denser areas with consistent lot sizes and configurations and with the goal of implementing density in a manner that provides both flexibility and achieves public benefit and objectives.
There may be a need for detailed plans and surveys. In order to determine the maximum FAR, an accurate plan incorporating the floor area of the proposed building and a current survey with the area of the lot would be required.	Because of the variability in lot sizes, even within the Rural Residential zones, settling on a single FAR may prove challenging.
It may be challenging for an owner to readily understand or determine their maximum permitted floor area.	It would still permit large or massive dwellings on larger lots.
Small lots (older lots or stratas) could be disadvantaged.	Density bonus provisions could be established with a base FAR and higher FAR where a specific amenity is to be provided, but it may be challenging to implement as the amenity must be defined in the bylaw and is not a discretionary approval. Note that many jurisdictions in BC have managed to do this but leave it.

Source: Pender OCP Implementation Report

Analysis of potential opportunities and constraints in using Floor Area Ratio (FAR) as a density metric was supplemented through interviews with some Islands Trust Planning Staff representing each office across the Islands Trust Area. Feedback is presented in the table below.

Opportunities	Constraints
Floor Area Ratio is a way to balance density with appropriate massing and open space in urban areas – to allow flexibility of building form and massing.	Floor Area Ratio however is not a planning tool that is often considered as it has not been proven to be useful in a rural context.
Affordability, opportunities for homeownership/stable housing.	Water availability and sewerage servicing requirements.
On some lands zoned Rural on Salt Spring Island, where a 33 percent lot coverage is permitted, two storeys, and only one dwelling unit is permitted. At that lot coverage allowance, an increase in dwelling units could be considered (through such avenues as a “rezoning”-OCP/bylaw amendment application). Floor Area Ratio may or may not be considered.	The Mayne Local Trust Committee is currently undertaking a project (MA-6500-20 Housing Regulations and Policy Review) that may permit a second, small, dwelling on lots where an overall maximum floor area is not exceeded. While FAR is not explicitly being considered, it may be similar to the concept posed in the question.
Salt Spring Island has OCP policies in respect to this concept (B.2.2.2), specifically flexible housing and multi-family dwellings and is also tied into our new full-time rental cottages zoning.	Depending on the specifics of the bylaw in question, FAR may be a ‘size’ regulation rather than regulation of density, and thus could be increased by variance.

RECOMMENDATIONS

There are a variety of possible tools to be used in the development of affordable housing. Our research indicates that meeting servicing requirements can be an issue, especially in rural areas when density increases are being considered. In response to the requirement to develop model bylaws that use floor area ratio as a density metric for consideration of implementation in the Islands Trust Area land use bylaws our suggested approach is that the Islands Trust may wish to consider the following strategies:

1. Floor Area Ratio (FAR) as the measurement of density in combination with
2. Density Bonus provisions based on Affordable Housing, where appropriate, and Green Building Provisions in other areas.

Recommended strategies are pursuant to Section 482 of the Local Government Act, which is an incentive-based planning tool that permits developers to increase the maximum allowable development on a property in exchange for helping the community achieve public policy goals. Increased density may be in the form of developed square footage, the number of developed units, or the number of created lots which can be used either on site or transferred off site. Public policy goals could include typically include parks, heritage preservation and affordable housing, but offering increased density in exchange for greener development can also be seen as an amenity to the community (e.g., energy-efficient building features that reduce costs for occupants).

There are many examples of Density Bonus provisions for Affordable Housing. For example, the Duncan Medium Density

Zone includes a FAR of 0.5:1 and the accompanying Policy 4.7.1 says Development in the MDR zone is subject to the following: A density bonus of up to 0.2 above the base density is permitted if the developer enters a housing agreement with the City, to require that a minimum of 30% of the dwelling units in the entire development are rental or affordable housing units.

The precise details of the Bylaw would need to be worked out by each Local Trust Committee as circumstances differ throughout the Islands Trust.

We suggest that the FAR be in line with existing development and meet the mandate of the Islands Trust including the Islands Trust Policy Statement policy “neither the density or intensity of land use is increased in areas known to have a problem with the quality or quantity of the supply of freshwater”.

We also see that the use of FAR might assist in another way. Residents on large lots might not be willing to build rental housing per se but might be interested in housing for families or caregivers. Current regulations do not always allow for this form of development due to regulations on number of dwelling units.

Some suggestions for possible development strategies using FAR within the Islands Trust Area are presented below.

FAR Strategy No. 1 - Village Affordable Housing (Villages with serviced land)

Floor Area Ratio means the figure obtained when the total gross floor area of all buildings and structures on a parcel, is divided by the area of the parcel.

FAR 0.22

Subject to Septic and Water regulations

Density Bonus: A density bonus of up to 0.02 above the base density is permitted if the developer enters into a housing agreement with the Local Islands Trust, to require that a minimum of 30% of the dwelling units in the entire development are rental or affordable housing units.

FAR Strategy No. 2 - Village Green Building Development

Floor Area Ratio: means the figure obtained when the total gross floor area of all buildings and structures on a parcel, is divided by the area of the parcel.

FAR 0.16

Green Building Development. Items that might be considered include:

- Build Green
- Energy star as well as Alternative Energy such as Solar

- Rainwater Catchment

Density Bonus: A density bonus of up to .04 (subject to servicing)

FAR Strategy No. 3 - Rural Development on Small Lots and Community Water

Needs further investigation to determine the feasibility of this option.

FAR Strategy No. 4 - Rural Development on Large Lots

Floor Area Ratio: means the figure obtained when the total gross floor area of all buildings and structures on a parcel, is divided by the area of the parcel.

FAR without Density Bonus: 0.04

Density bonus of 0.01

Regulations: In Rural zones (including cluster housing, multigeneration homes, homes for caregivers):

Conditions: Subject to Septic and Water regulations

- Build Green
- Energy star as well as Alternative Energy such as Solar
- Rainwater Catchment

REFERENCES

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Baseline Report: Affordable Housing In The Islands Trust Area (2019 Version)

BC Housing: New Affordable Housing For Salt Spring Island (2019)

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Gabriola Island Affordable Housing Needs Assessment (2009)

Galiano Island Advisory Planning Commission Referral Report: Affordable Housing (2018)

Hornby Island Advisory Housing Committee Report (2004)

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Housing Needs On Hornby And Denman (2008)

Islands Trust Affordable Housing Strategic Actions (2019)

Islands Trust Projects & Initiatives: Mayne Island Housing Review

Islands Trust Strategic Plan

Mayne Island Bylaw No. 159 (Secondary Suites)

Mayne Island Housing Options Task Force Report (2011)

Mayne Island Housing Regulations and Policy Review – Charter (Updated 2019)

North Pender Affordable Housing Report (2008)

North Pender Land Use Bylaw (OCP Implementation) Review Project

Salt Spring Community Housing Tool Kit (2010)

Salt Spring Island Housing Action Plan 2020-2021

Seniors Housing Strategy (2010)

Seniors Housing Strategy: A Seniors Housing Strategy For Island And Rural Communities in British Columbia (leg.bc.ca)

Southern Gulf Islands Housing Needs Assessment (2018)

Staff Report: Bowen Island Review of Materials & Next Steps (2018)

APPENDICES

ISLANDS TRUST DEFINITIONS

Across the Islands Trust, each Local Trust Area has adopted individual Official Community Plans (OCP) and Land Use (Zoning) bylaws. Terms related to housing density are defined by some island communities through these regulatory documents. The Baseline Report Housing Affordability in the Trust Area Updated January 2019 included definitions related to Housing. Definitions related to Floor Area Including Net Floor Area, Floor Space Ratio and Floor Area Ratio are added to the content.

Bowen Island Municipality

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

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

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

"Floor Area" means the sum of the horizontal areas on any storey of a building or structure, including basements, measured to the outer surface of exterior walls and windows minus 15 centimetres, but not including stairs, vertical service spaces and their enclosed assemblies. For the purpose of this definition, all areas of a building or structure having a floor and a ceiling two (2) metres or more apart constitutes a storey. The horizontal area of all buildings and structures where more than 60 percent of the area between the roof and the floor is enclosed by walls and windows shall be included in the calculation of floor area. (Land Use Bylaw 57).

"Floor Area, Net" means 90% of floor area. (Land Use Bylaw 57).

"Floor Space Ratio and FSR" means a) in respect of fee simple lots, the figure obtained by dividing the sum of the floor areas of all buildings and structures on a lot by the lot area. b) in respect of strata lots the figure obtained by dividing the sum of the floor areas of all buildings and structures on all strata lots in the same strata plan by the area of the strata plan exclusive of any access routes.

Denman Island Local Trust Area

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

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

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

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

"Gross Floor Area" means the sum of the area of all storeys in a building or structure, measured to the outermost wall surface, including the areas of roofed porches, roofed terraces, and roofed decks; assemblies. For the purpose of this definition, all areas of a building or structure having a floor and a ceiling two (2) metres or more apart constitutes a storey. The horizontal area of all buildings and structures where more than 60 percent of the area between the roof and the floor is enclosed by walls and windows shall be included in the calculation of floor area. (Land Use Bylaw 186).

Gabriola Island Local Trust Area

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

"Affordable Housing" housing that costs no more than 30% of a household's gross income applied to those households with incomes at or below 60% of the median household income for Gabriola Island (using Canada Census information). (Official Community Plan).

"Secondary Suite" a self-contained dwelling unit consisting of one or more habitable rooms and a cooking facility for residential occupancy accessory to a principal dwelling unit located on the same lot. (Land Use Bylaw)

"Multiple-dwelling affordable housing" three or more residential dwelling units on a parcel restricted to affordable housing as defined by this Plan and governed by a housing agreement. (Land Use Bylaw)

"Dwelling-multiple family" a building consisting of three or more dwelling units with common or individual cooking facilities. (Land Use Bylaw)

"Dwelling-single family" a detached building consisting of one dwelling unit. (Land Use Bylaw)

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

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

"Floor area" is the total area of all floors for each storey of a building measured to the interior surface of the exterior walls and if there are no walls, measured to the outer edge of the drip line, and for the purposes of calculating floor area, the following apply:

1. All areas of a building having a floor and ceiling of at least one metre apart constitute a storey.
2. The floor area occupied by any cistern used for the collection of rainwater for domestic use or fire protection is excluded; and
3. Covered walkways up to 1.8 meters (5.9 feet) in width adjacent to a building's exterior in this Bylaws Commercial and Institution zones area is excluded; and
4. a sustainable energy utility room in a secondary suite, up to a maximum of 2.3 square meters (25 square feet) is excluded. (Land Use Bylaw 177)

"Floor area ratio" means the figure obtained by dividing the floor area of all buildings on the lot by the lot area (Land Use Bylaw 177).

Policy: Commercial Zones (Village Commercial, District Commercial, Tourist Commercial and Light Industrial use FAR

Mudge Island Land Use Bylaw 228

"Floor area" means the sum of areas of a building measured to exterior faces of walls and if there are no walls, measured to the outer edge of the drip line, including the area of roofed porches and roofed terraces.

Policy: The total floor area of a single family dwelling may not exceed 232 square metres (2500 square feet) (Land Use Bylaw 228)

DeCourcy Island

"Floor area" means the sum of the total area of all the floors, including lofts, enclosed porches, and enclosed balconies, measured to include exterior walls (Zoning Bylaw No. 44).

Gambier Island Local Trust Area

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

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

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

"Floor Area" means the total area of each floor in a building where the ceiling height is greater than 1.5 metres measured to the exterior surface of the perimeter walls or to the point where the ceiling height becomes less than 1.5 metres, and includes the floor area of balconies, decks, porches, and similar projections enclosed by siding, glazing, screening, or other materials, but excludes the floor area of any basement. (Land Use Bylaw 86)

Keats Island

"floor area" means the total area of each floor in a building where the floor to ceiling height is greater than 1.5 m (5 ft), measured to the exterior surface of the perimeter walls, and includes the floor area of balconies, decks, porches, and similar projections enclosed by siding, glazing, screening, or other materials. (Land Use Bylaw 78)

Gambier Associated Islands

"floor area" means the sum of the horizontal areas of all storeys in a building, measured to the outer surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the collection of rainwater for domestic use or fire protection, and exclusive of any space where a floor and a ceiling are less than 1.2 metres (4 feet) apart, and includes the floor area of balconies, decks, porches and similar projections fully enclosed by siding, glazing, screening or other materials. For certainty if a balcony, deck, porch, or similar projection is not fully enclosed then the floor area of such projections is excluded from any calculation of floor area.

"floor area ratio" means the ratio of the floor area of a dwelling to the area of the lot on which is located. (Land Use Bylaw 120)

Policy: Small Lot Rural Residential – (SRR)

Density:

The maximum density in the Small Lot Rural Residential SRR zone is:

One (1) dwelling per lot.

The maximum lot coverage in the SRR zone is 25 percent.

The maximum floor area ratio of any dwelling in the SRR zone is .20.

The maximum number of accessory buildings permitted in the SRR zone is two (2) per lot.

Bower and Passage Islands

"floor area" means the sum of the horizontal areas of all storeys in a building, measured to the outer surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the collection of rainwater for domestic use or fire protection, and exclusive of any space where a floor and a ceiling are less than 1.2 metres (4 feet) apart, and includes the floor area of balconies, decks, porches and similar projections fully enclosed by siding, glazing, screening or other materials. For certainty if a balcony, deck, porch, or similar projection is not fully enclosed then the floor of such projections is excluded from any calculation of floor area.

Rural Residential One – Passage Island (RR1) Density

The maximum density in the RR1 zone is one (1) dwelling per lot.

The maximum lot coverage in the RR1 zone is 25 percent. The maximum floor area ratio of any dwelling in the RR1 zone is 0.2. Information

Note: A floor area ratio is the ratio of the floor area of the dwelling to the lot area. A lot area of 1400 square metres (15000 sq. ft.) with a floor area ratio of 0.15 may have a dwelling of up to 210 square metres (2260 sq. ft.). (Land Use Bylaw 114)

Galiano Island Local Trust Area

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

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

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

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

"floor area" means the total area of all storeys of a building measured to the outer surface of the exterior walls, unless it is an Environmentally Friendly Building which is measured to the inner surface of the exterior walls, and for this purpose all areas of a building having a floor, including an earthen floor, and a ceiling at least 1.5 metres apart constitute a storey. If the building does not have exterior walls the floor area is to be measured to the drip line of the roof. (Land Use Bylaw 127)

"floor space ratio" means the ratio of the floor area of a building to the area of the lot on which it is located. (Land Use Bylaw 127)

Policy: Permitted Density in Visitor Accommodation Zone: One inn only is permitted per lot. Policy: 9.2.6 Lot coverage must not exceed 25% of any lot. and 9.2.7 On land referred to in subsections 9.2.4 to 9.2.7 the floor space ratio must not exceed .087.

Hornby Island Local Trust Area

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

"Dwelling unit" means a room or set of rooms:

- (a) used or capable of being used for human habitation by one or more individuals living in common occupancy as a single domestic unit and sharing facilities contained in that unit;
- (b) contained in a single building or manufactured home;
- (c) containing only one kitchen; and
- (d) under one roof with any covered walkway, covered patio or hall connecting two building portions being no longer than 4.0 m. (Land Use Bylaw 150)

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

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

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

"Special Needs Housing" is housing to accommodate persons who may have special needs due to age, health, disability or other factors that may require

special housing characteristics (Land Use Bylaw).

"Floor Area" means the total area of all floors in a building that have a floor to ceiling height greater than 1.2 m, including, where such use is permitted, floors in a recreational vehicle used for a residential use, measured to the exterior surface of the perimeter walls or, in the case of regulations dealing with floor areas within buildings, the interior surface of the walls of the relevant building area, and includes enclosed balconies, decks, porches and similar projections; but excludes cisterns and vertical service spaces that pierce a storey. (Land Use Bylaw 150)

Lasqueti Island Local Trust Area

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

"Floor area" means the total area of each floor in a building where the floor to ceiling height is greater than 1.5 metres (5 feet), measured to the interior surface of the perimeter walls, and includes the floor area of lofts, balconies, decks, porches and "similar projections enclosed by siding, glazing, screening, or other materials. (Land Use Bylaw 78)

Mayne Island Local Trust Area

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

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

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

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

"Floor Area" means the total area of all storeys of a building measured to the outer surface of the exterior walls, exclusive of the floor area

occupied by any cistern used for the collection of rainwater for domestic use or fire protection and for this purpose all areas of a building having a floor and ceiling at least 1.5 metres (5 feet) apart constitute a storey. (Land Use Bylaw 146)

"Floor Area Ratio (FAR)" means the figure obtained by dividing the floor area of all buildings on a lot by the lot area, or in the instance of split-zoned lot, by dividing the floor area of all buildings within a zone by the respective zoned area. (Land Use Bylaw 146)

Policy: Industrial 1 Zone provides Regulations for Density:

- (2) One principal building accommodating one principal use and one accessory dwelling unit per lot.
- (3) The maximum number of accessory buildings, other than an accessory dwelling unit, utility sheds, or woodsheds is 4.
- (4) The maximum floor area ratio is 0.25.
- (5) The maximum lot coverage is 35%. (Land Use Bylaw 146)

North Pender Island Local Trust Area

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

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

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

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

"Floor Area" means the total area of all storeys of a building measured to the outer surface of the exterior walls, exclusive of any floor area occupied by any cistern used for the collection of rainwater for domestic use or fire protection, and for this purpose, all areas of a building having a floor and a ceiling of at least 1.5 metres apart constitute a storey. (Land Use Bylaw 103).

"Floor Area, Ratio" means the figure obtained by dividing the total floor area of all buildings and structures on a lot by the total lot area. (Land Use Bylaw 103).

Policy: 8.5.3 The Floor Area Ratio on any lot in the C2 zone may not exceed 0.25.

Salt Spring Island Local Trust Area

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

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

“Special needs housing” is housing that provides for the residential accommodation of an individual or individuals who require specific housing designs or services to enable them to live relatively independently or in a supportive environment (Land Use Bylaw).

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

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

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

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

“Floor Area” means the sum of the horizontal areas of all storeys of a building or structure, including basements, measured to the outer surface of the exterior walls and windows minus the average thickness of the walls; for this purpose all areas of a building having a floor and a ceiling at least 1.8 m apart constitute a storey and the horizontal area of all buildings where more than 60 per cent of the area between the roof and the floor is enclosed by walls and windows shall be included in the calculation of floor area. (Land Use Bylaw 355)

“Floor Space Ratio” means the total floor area of all buildings and structures on a lot divided by the total lot area. (Land Use Bylaw 355)

Policy 9.9.2: Size, Siting and Density of Permitted Uses, Buildings and Structures Maximum Floor Space Ratio of .6 in R12 Zone: Senior’s Supportive Housing (Land Use Bylaw 355)

Piers Island

"floor area" means the sum of the horizontal areas of all storeys of a building or structure, excluding basements, measured to the outer surface of the exterior walls and windows minus the average thickness of the walls; for this purpose all areas of a building having a floor and a ceiling at least 1.8 m apart constitute a storey and the horizontal area of all structures where more than 60 per cent of the area between the roof and the floor is enclosed by walls and windows shall be included in the calculation of floor area. Notwithstanding this definition the entire area below the roof of a carport shall be included in the calculation of floor area. (Land Use Bylaw 373)

Prevost Island

"Floor area" means the sum of the total floor areas of each storey in a building, including exterior walls. (Capital Regional District Bylaw 103)

Saturna Island Local Trust Area

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

"Floor Area" means the sum of the horizontal areas of all storeys in a building, measured to the inner surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the collection of rainwater for domestic use or fire protection, and exclusive of any space where a floor and the ceiling above it are less than 1.5 metres (5 feet) apart, and includes the floor area of balconies, decks, porches and similar projections fully enclosed by siding, glazing, screening or other materials. For certainty if a balcony, deck, porch, or similar projection is not fully enclosed then the floor area of such projections is excluded from any calculation of floor area. (Land Use Bylaw 199)

South Pender Island Local Trust Area

"Dwelling" means a building, including a mobile home used as a residence for a single household and containing sleeping and living areas plus a single set of facilities for food preparation and eating. a mobile home.

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

"Floor Area" means the sum of the horizontal areas of all storeys in a building, measured to the outer surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the storage of water for domestic use or fire protection, and exclusive of all areas of a storey having a floor and a ceiling less than 1.5 metres apart. (Land Use Bylaw 114)

Policy: Section 5 provides Density regulations for Rural Residential Zones. The number of dwellings and cottages, as well as the floor area of each, is limited by the parcel size. Setbacks from property boundaries are established. Commercial accommodation in the Commercial Resorts zone is governed by floor area and lot setbacks.

Thetis Island Local Trust Area

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

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

"Floor area" means the total area of all storeys of a building measured to the outer surface of the exterior walls including the area of balconies, decks, porches, or similar projections fully enclosed by siding or glazing. (Thetis Island Land Use Bylaw 89)

Thetis Associated Islands (Ruxton, Reid, Pylades, Hudson, Scott, Dayman, Tree, and Whaleboat)

"Floor area" means the sum of the horizontal areas of all storeys in a building, measured to the outer surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the collection of rainwater for domestic use or fire protection, and exclusive of any space where a floor and a ceiling are less than 1.5 metres apart, and includes the floor area of balconies, decks, porches and similar projections fully enclosed by siding, glazing, screening or other materials. For certainty if a balcony, deck, porch, or similar projection is not fully enclosed then the floor of such projections is excluded from any calculation of floor area. (Land Use Bylaw No. 94, 2014)

Ballenas and Winchelsea

"Floor area" means the sum of the horizontal areas of all storeys in a building, measured to the outer surface of the exterior walls, exclusive of any floor area occupied by a cistern used for the collection of rainwater for domestic use or fire protection, and exclusive of any space where a floor and the ceiling above it are less than 1.5 metres (5 feet) apart.

Policy: The total floor area of a single-family dwelling may not exceed 232 square metres (2500 square feet). (Land Use Bylaw 28)

STRATEGIC ACTIONS FOR ISLANDS TRUST 2016: AFFORDABLE HOUSING IN THE TRUST AREA

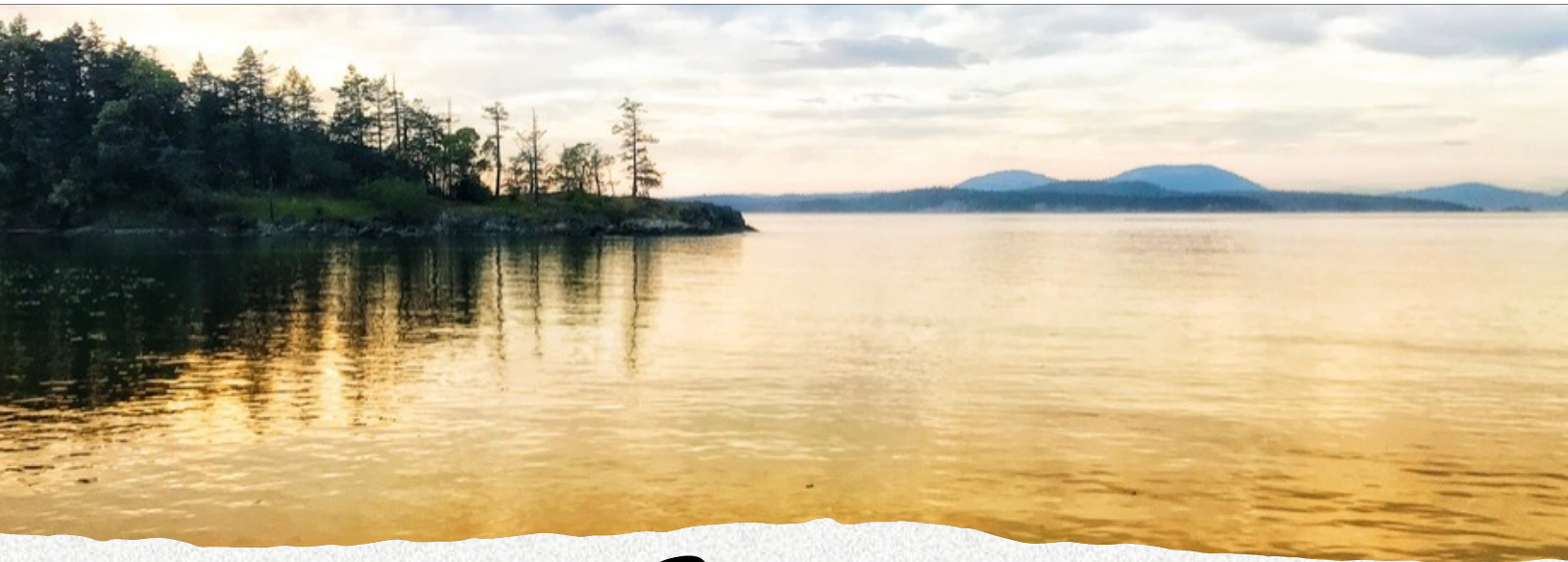
In March 2019, the Islands Trust Council received an updated Baseline Report: Affordable Housing in the Island Area and also the following Guide for Action Planning.

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

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

11.	Trust Council to use coordination authority of Islands Trust Act to strike a multi-stakeholder and interjurisdictional affordability committee by region. Make sure to include regional districts and the health authorities. Create terms of references based on mutual cooperation and a commitment to considering affordability in application processes and regulatory requirements.	New	High	Short term	Coordinate policy across different jurisdictions to ensure different regulations are not in conflict and to ensure affordability is considered and enabled wherever possible. This committee should consult mortgage experts and representatives from the building industry to inform policy coordination with current economic realities.
ADVOCACY					
12.	Advocate other regulatory agencies find a way to permit alternative solutions for affordable housing pilot projects.	Housing Tool Kit	Medium	Long Term	This is an advocacy item that requires discussion by Trust Council. Trust Council could advocate the BC Building Code include minimum standard exemptions that ensured environmental standards are met, as are health and safety standards of buildings. It could be addressed through coordination, as noted above.
13.	Initiate an ongoing Housing Council consisting of membership from a broad range of stakeholders.	Housing Tool Kit	Low	Long Term	The Islands Trust governance structure is prescribed by the Islands Trust Act. This recommendation is best directed at community groups. A community-based Housing Council could be initiated by community groups to coordinate affordable housing initiatives and speak with one voice to government agencies such as Trust Council.
14.	Advocate senior levels of government increase funding for affordable housing specifically targeting low density, rural communities.	Housing Tool Kit	High	Long Term	Affordable housing proponents need funding support which is a Provincial and Federal role.
15.	services, public transportation options, medical services, and for commercial establishments to upgrade with universal design standards.	Housing Forum Final Report	Medium	Long Term	Landowners and developers may need funding support to add community value to developments. Land use and transportation are in
TRUST FUND BOARD					
16.	Explore the potential for the creation of an affordable housing Land Trust.	Housing Tool Kit	Medium	Long Term	Trust Council could consider expanding the role of the Trust Fund Board to create an affordable housing land trust. This would be a fundamental change to the Islands Trust and should be explored in the context of the Trust Fund Board role, mandate, and legislative authority.
17.	Explore the potential for and required changes to the Trust Fund Board to allow it to hold land on an interim basis for affordable housing.	Housing Tool Kit	Low	Long Term	Trust Fund Board can own land and currently has a property acquisition role, however it may only hold land in support of furthering the mandate of Islands Trust. This is a key discussion for Trust Council in interpreting the Islands Trust mandate and the definition of unique amenities.
HOUSING NEEDS ASSESSMENTS					
18.	Continue on-going coordination and funding for Housing Needs Assessments across the Islands trust Area.	Housing Tool Kit	Medium	Long Term	Housing Needs Assessments have been completed for the Islands Trust Area. Legislation requires they be updated every five years.

19.	Support Bowen Island Municipality in updating its Housing Needs Assessment using a consistent methodological approach as done for the other regions of the Islands Trust Area.	New	High	Short term	The housing needs assessments conducted in 2018 excluded the Bowen Island Municipality. There may be opportunities for cost sharing or other coordinated supports that would assist the BIM in updating its 2008 HNA.
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Islands Trust

Shoreline Protection Model Bylaw Report
March 2021

ACKNOWLEDGEMENTS

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We would like to thank all those who participated in the Islands Trust Shoreline Review Model Bylaw Project.

Islands Trust

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It is a privilege to write this guide and we acknowledge the lands described in this report are within the ancestral territory of the Coast Salish people and as a reminder we are all connected.

We are in a sacred relationship with all things in the natural world – the land, waters, and air, and all of the plants and animals we live with. Respect for the spirit and life in each of these, and the intricate relationships and interconnectedness we are all in together is a key value and principle of our culture.



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OVERVIEW

Located in the islands and waters of the Salish Sea, between the British Columbia mainland and southern Vancouver Island, the Islands Trust encompasses 13 major and more than 450 smaller islands, covering 5,200 square kilometers. The area is home to the highest density of species at risk in Canada and some of the most diverse and sensitive marine ecosystems in the world. The region's rich forests, soils, wetlands, and ocean vegetation act as important carbon sinks, mitigating greenhouse gas emissions and buffering communities against the impacts of climate change. The ecological significance and sensitivity of the region, and the need for protective measures, were internationally recognized in 1973.

The Islands Trust Area is located within the Coast Salish territory and is the homeland to over 28,000 Coast Salish Peoples who have called this place home since time immemorial. In 2019, Islands Trust Council passed a Reconciliation Declaration and committed to a Reconciliation Action Plan as per the Truth and Reconciliation Commission (TRC) Calls to Action. Islands Trust is committed to building meaningful relationships with First Nations in the Trust Area, protecting cultural heritage, and upholding the principles embodied within the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), the BC Declaration on the Rights of Indigenous Peoples Act (DRIPA); the Truth and Reconciliation Commission (TRC) Calls to Action; and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice. Islands Trust Council recognizes that the work of reconciliation is key to preserving and protecting this place for generations to come.

The Islands Trust Council adopted a Strategic Plan for the 2018-2022 term. Item six of the Strategic Plan is to: Undertake a review of Local Trust Committees and Bowen Islands Municipality foreshore policies and regulatory bylaws and develop model policy and regulatory bylaws for the protection of the foreshore and nearshore. This is a community planning project that is being advanced by Islands Trust Council Regional Planning Committee. The work will be consolidated into a template of standard bylaws that will be available for local trust committees and Bowen Island Municipality to use when developing policy and regulation along the shoreline.

Project Deliverables:

- Review all 21 existing Official Community Plans and 21 Land Use Bylaws in the Islands Trust Area on foreshore and nearshore policies and regulations, and a selection of other BC coastal jurisdictions and San Juan County. Selection should have relevance to the Trust Area with similar shorelines and upland uses.
- Discussion with Islands Trust Senior Intergovernmental Policy Advisor on consideration of First Nations interests in the options and recommendations.
- Review Provincial guidelines on mitigation and adaptation to sea level rise.
- Review Islands Trust Policy Statement for compliance of any proposed policies and regulations.

- Develop options and make recommendations on model official community plan policy and land use bylaw regulations to protect foreshore and nearshore,

HERITAGE AND CULTURAL CONSIDERATIONS

Islands Trust Initiatives:

The Islands Trust acknowledges the value of Indigenous traditional knowledge and perspectives as part of its decision-making processes.

Some of the recent Official Community Plans (OCP) reviews included references to Heritage and Archaeological Resources. To guide development the Saturna, South Pender and Thetis Island OCPs include the following objectives:

1. To encourage the identification, protection, and conservation of archaeological sites, buildings and sites associated with early settlement, and natural heritage features.
2. To protect archaeological sites from damage due to development, land alteration or human use.
3. To increase public awareness of the Island's heritage resources.
4. To recognize first nations past and current presence on Thetis Island, its foreshore, and surrounding waters, and to protect archaeological and other cultural heritage resources in cooperation with First Nations.

The Saturna Island OCP also includes a Heritage designation which identifies known heritage sites and areas of historical or cultural significance. The objective is to preserve places of historical or cultural significance from destruction. These places are to be identified and means for their preservation should be sought. Furthermore, the Saturna Island Local Trust Committee

may create a Heritage Commission to study and recommend sites, areas, landmarks, buildings, roads, trails, and other features of historical or cultural significance for inclusion together with sites that are on a registry in a Heritage designation under the Local Government Act and archeological sites protected under section 13 of the Heritage Conservation Act.

The Heritage Commission may:

- a) develop a Community Heritage Registry to identify island heritage buildings or other heritage and archaeological sites and features;
- b) develop heritage conservation areas for inclusion in the plan;
- c) require heritage alteration permits for heritage features identified in the Community Heritage Registry and heritage conservation areas;
- d) require heritage impact assessments for designated heritage features and archaeological sites protected under section 13 of the Heritage Conservation Act.;
- e) encourage heritage conservation covenants to protect heritage features; and
- f) encourage dedication or donation of heritage features for long-term protection.

Furthermore, the Saturna Island Local Trust Committee shall encourage and support creation of a community heritage museum on Saturna Island to maintain and display heritage artifacts originally located within the Area.

South Pender Island heritage cultural resources include the archaeological evidence of First Nations use and buildings

associated with the island's more recent settlement. There are registered archaeological sites on South Pender Island, mostly midden deposits, and these are afforded protection from disturbance under the provisions of the Heritage Conservation Act.

South Pender Island OCP Heritage Cultural Resources Objectives include: a) To increase awareness and appreciation of the island's ancient and recent cultural heritage.

b) To encourage and support measures that identify, inventory, and protect heritage cultural resources.

c) To recognize First Nations presence on South Pender Island and to protect archaeological and other cultural heritage resources in cooperation with First Nations.

Heritage Cultural Resources Policies:

a) The Local Trust Committee is to encourage the formation of a Community Heritage Commission to provide it and the community with advice and assistance regarding:

i) criteria for determining community heritage values, e.g., archeological evidence, historical significance, socio-cultural context, and architectural relevance;

ii) identification, inventory, and information compilation regarding sites, artifacts, structures, buildings, and persons of interest;

iii) measures to increase general awareness and appreciation of the island's cultural heritage; and

iv) methods of securing protection for the island's cultural heritage resources.

b) Roads or portions thereof identified as Scenic/Heritage Road are not to be altered without consultation,

c) All development applications shall be reviewed for the presence of known and recorded archaeological sites. Applicants should modify or revise proposed development plans to avoid archaeological site impacts as the best means of preserving archaeological resources. Alteration of a protected archaeological site requires a Provincial Heritage Alteration Permit prior to land altering activities.

d) The Local Trust Committee should not approve applications that would result in disturbance to an archaeological site unless there are unavoidable conflicts with significant archaeological sites or other known First Nations cultural sites. If this is the case, the LTC should require measures to manage the impacts.

e) Recognizing the inter-relationship of community interests and services between North and South Pender Islands, the Local Trust Committee is to encourage opportunities for mutually beneficial co-operative efforts relating to heritage cultural resources.

f) The Local Trust Committee may consider designation of a Heritage Conservation Area or adoption of Heritage Bylaws to protect heritage cultural resources.

The Salt Spring Island Official Community Plan includes a General Community Objective designed to "identify and protect important components of our island's heritage, including archaeological and First Nations cultural sites, whether they are reminders of past or present lifestyles." (*Source: SSI OCP Volume 1 Section A4 Objective 15*)

Provincial Archaeological Requirements:

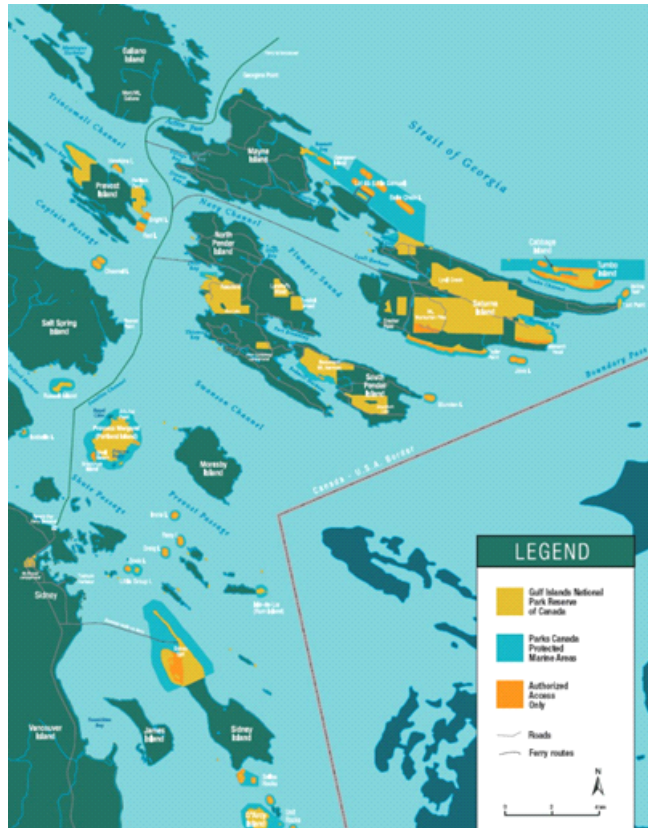
The protection of archaeological and heritage sites afforded under the Heritage Conservation Act is acknowledged by all the Local Trust Committees. The LTC recognizes that there are other buildings and landscapes of heritage value to Island residents and to the First Nations with a long and continuing history of life on the island. <http://www.islandstrust.bc.ca/trust-council/first-nations-reconciliation/>

This recognizes that marine shorelines were well used by First Nations people and as a result it is not uncommon for these areas to contain significant cultural sites and remnants. Any development activity along the marine shoreline must understand that there is a strong potential that these cultural remnants could exist on or below the surface. The BC Heritage Conservation Act governs the processes by which any development activity can occur in and around archeological sites and any indication of archeological artifacts requires adherence to this legislation.

It should be noted that information pertaining to archaeological sites is not available publicly, and Islands Trust planning staff are not authorized to share this information. Individual property owners can petition the BC Archaeology Branch for information regarding archaeological sites on their property, as the Archaeology Branch is responsible for maintaining and distributing archaeological information; however, the Archaeology Branch may not release data that could potentially damage archaeological sites. Property owners are encouraged to contact the Archaeology Branch for more information.

Federal Government Initiatives:

The Federal Government's Gulf Islands National Park Reserve (GINPR) comprises approximately 31 square kilometers of land and intertidal areas scattered over 15 of the southernmost Islands. The following map provides an overview of the national parks in the Gulf Islands.



(Source: [Camping - Gulf Islands National Park Reserve \(pc.gc.ca\)](http://Camping - Gulf Islands National Park Reserve (pc.gc.ca)))

Parks Canada is responsible for the management of about six square kilometers of marine area located offshore of waterfront portions and around islets of the national park reserve.

The southern Gulf Islands embody a rich human history stretching from thousands of years ago to the present. Coast Salish people have occupied the region since time immemorial and continue to live and use these islands.

These parklands help maintain a deep spiritual connection to the area and traditional use continues today. First Nations

archaeological sites as well as historical features from other groups provide tangible evidence of the history of the region's inhabitants who lived out their lives in this ecologically diverse landscape.

GINPR lies within the Dry Coastal Douglas-fir ecosystem—one of Canada's most at risk ecosystems. Although the national park reserve contains examples of many of the various components found within the Coastal Douglas-fir ecosystem, younger forest ecosystems make up the majority of the reserve, with significantly smaller amounts of mature forest and Garry Oak and associated ecosystems. To protect these ecosystems the Federal Government implemented the legislation to protect Species at Risk.

The Species at Risk Act (SARA) prohibits individuals and applies to species listed. All critical habitat in national parks and national historic sites must be legally protected within 180 days of being identified.

Recovery measures for species at risk will be integrated within the framework of Parks Canada's ongoing ecological integrity and management programs. The species-directed measures outlined in this plan will contribute to maintaining and improving ecological integrity of GINPR by improving the conservation status of native species and their habitat and maintaining biodiversity.

Provincial Initiatives

There are a number of Provincial recovery strategies and plans that complement the GINPR and provide guidance for the recovery of individual species, including strategic directions, recovery objectives, critical habitat, and threats. Multi agency cooperation links strategies and plans for more successful outcomes.

The measures presented in the action plan for GINPR could result in positive impacts on biodiversity and the value individuals place on preserving biodiversity (Federal, Provincial, Territorial Governments of Canada, 2014).

Intergovernmental collaboration and support will benefit park reserve visitors, local residents and Coast Salish groups. Voluntary stewardship opportunities will help build community knowledge which is an important consideration for species at risk management in GINPR. Some activities may create opportunities for local residents to become involved in the recovery of species at risk and for community partnerships to enhance recovery for Species at Risk. Benefits should be relatively evenly distributed across individuals in local communities. These include opportunities to learn about and take part in the recovery of culturally important species at risk, opportunities for integration of Coast Salish traditional knowledge into conservation issues in GINPR, and greater awareness of Coast Salish values and culture among local residents and visitors to the park reserve. Clam food harvesting brings communities together. This activity crosses cultural boundaries and is vital to BC coastal communities to have access to healthy Shell-Fish harvests.

Clam Garden Restoration

First Nations governance and inter-generational knowledge sharing helps to deepen knowledge. The Clam Garden Network is a group of First Nations, academics, researchers, and resource managers from coastal British Columbia, Washington State, and Alaska. Through collaborations across communities and disciplines participants explore the cultural and ecological

importance of traditional clam management practices and features to enhance regeneration of clam gardens.

Eelgrass Restoration

The Sea Change Society based in Brentwood Bay, Victoria, BC initiated coast-wide eelgrass mapping, restoration, and monitoring. Sea Change Society works with First Nations communities on Southern Vancouver Island including the Gulf Islands. Their strategy is to locate and restore sites that historically supported eelgrass. Sea Change transplants between 500 and 1000 eelgrass shoots into a test plot. If restoration is successful, the transplant areas are expanded with additional eelgrass shoots.

Source: [Home - SeaChange Marine Conservation Society \(seachangesociety.com\)](http://seachangesociety.com)



Source: Mapping in the Salish Sea (islandstrustconservancy.ca)

Local organizations such as Green Shores use ecological methods to protect shorelines from erosion and to address the impacts of climate change. The use of Eelgrass mapping as a planning tool is proving to be an effective method to consider erosion control.

GREEN SHORES

Green Shores is a program of the Stewardship Centre for British Columbia that promotes sustainable shoreline ecosystems for commercial, residential, institutional and park properties. It supports a broader vision for Canada's waterfront communities to increase capacity to minimize impacts of shoreline development and climate change while preserving or enhancing shoreline ecology and ecosystem services. Climate change is expected to impact the rate and nature of change across Canada's shorelines and affect its ecosystems. Green Shores incentivizes and provides a guideline for climate change adaptation and incorporates the most recent estimates of sea level rise to increase shoreline resilience for both ecosystems and property developments. The Green Shores guiding principles are to:

1. Preserve the integrity and connectivity of shoreline processes;
2. Maintain and enhance shoreline habitat diversity and function;
3. Minimize and reduce pollutants to the shoreline environment;
4. Reduce and reverse cumulative impacts to shoreline systems.

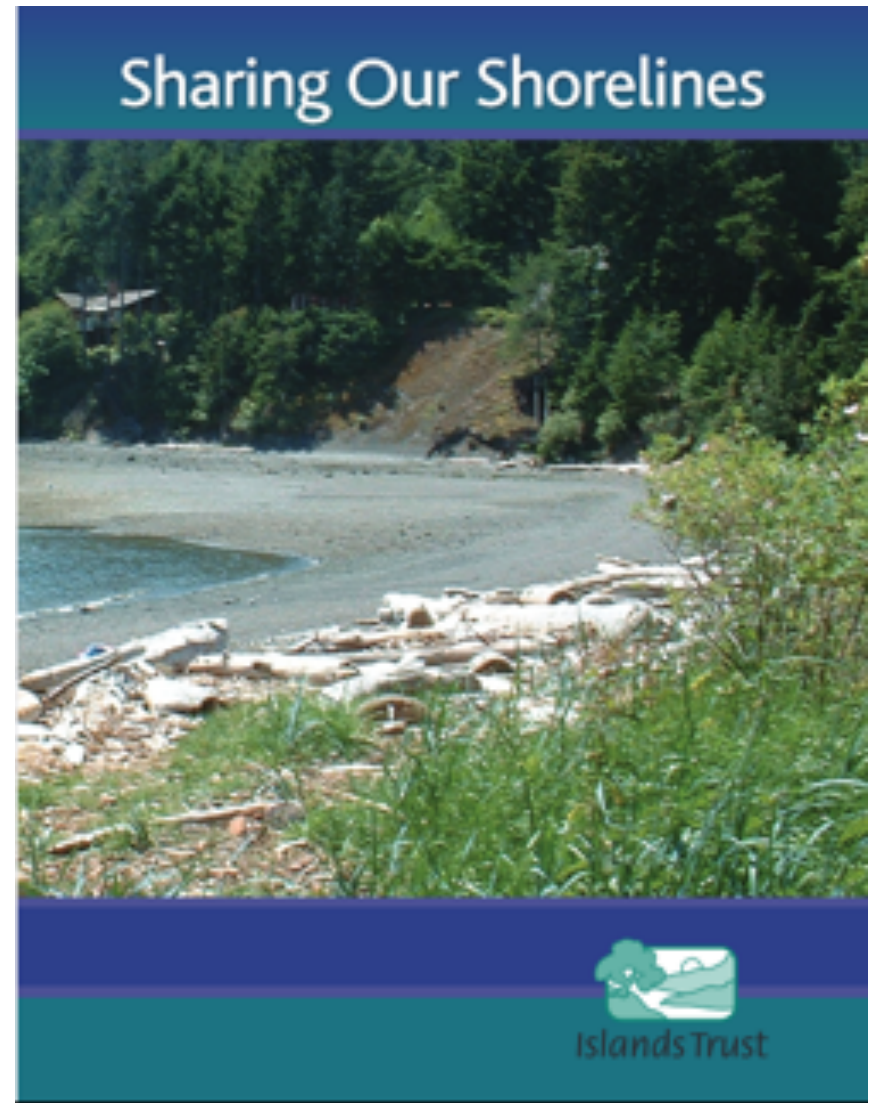
The Islands Trust promotes the Green Shores programs to the development community.

There are two programs –

Green Shores for Development provides a Credit and Ratings Guide for commercial, multi-family residential, subdivision, park, and institutional waterfront development.

Green Shores for Homes Program which is based on the four guiding principles:

1. Preserve or restore physical processes—the natural actions of water and sediment movement that maintain healthy shorelines.



2. Maintain or enhance habitat function and diversity along the shoreline.
3. Prevent or reduce pollutants entering the aquatic environment.
4. Avoid or reduce cumulative impacts—small individual effects that add up to large impacts on shoreline environments. (Source:

Green Shores for Homes - Stewardship Centre for BC (stewardshipcentrebc.ca) and Care for my Shoreline (islandstrust.bc.ca))

Examples of related policies include Salt Spring Island Official Community Plan B.9.2. shoreline conservation designation policy which states: shoreline conservation designation is encouraged to

help owners to implement best practices for shoreline development, such as green shores.

GUIDELINES ON MITIGATION AND ADAPTATION TO SEA LEVEL RISE

B.C.'s climate is changing, and climate scientists are projecting further changes over the next decades. Climate change mitigation and adaptation involves preparing for these changes and the impacts they will have on natural systems and communities. Communities are experiencing the impacts of climate change including more frequent and intense storms, increasing temperatures, drought, wildfire, sea level rise and flooding.

- Mitigations deal with how we can reduce the greenhouse gases that are the root cause of human caused climate changes.
- Adaptations are behavioral. Physical changes we make in our use of natural resources deal with the results of changing climate.

Mitigations

Mitigations in climate change can be undertaken by the Islands Trust by either reducing carbon dioxide emissions or increasing carbon sequestration (the amount of atmospheric carbon fixed into plants or other solid materials). Energy use is a key issue around reducing emissions. Maintaining forest cover is important for carbon sequestration. Several resources are available to help us with mitigation efforts such as:

- Plug in BC - <https://pluginbc.ca/>
- Climate Action to Go Kits -

<https://www.crd.bc.ca/education/climate-action/at-home/climate-action-to-go-kits>

- Efficiency BC - <https://betterhomesbc.ca/> to carbon sequestration by island, Here's a link <http://www.islandstrust.bc.ca/media/346674/cdf-toolkit-final-web.pdf>

The Islands Trust is committed to becoming a carbon neutral organization with no net increase in greenhouse gas emissions from its operations. Carbon neutrality has been achieved since 2012 through these steps:

- Performing an emissions inventory of our operations.
- Implementing an action plan to reduce emissions;
- Purchasing carbon offsets to counteract emissions that cannot be readily reduced.
- Improving transportation networks that are low carbon such as bike paths or other trail networks or installing EV stations.
- All Local Trust Committee Official Community Plans contain targets and policies related to Green House Gas (GHG) emission reduction.

Local Trust Committees have the following tools available for addressing climate change mitigation efforts:

- GHG Reduction Targets- Section 473 of the Local Government Act – required content for official community plans, inclusion of targets and policies with respect to reducing greenhouse gas emissions.
- Zoning Authority – Section 479 of the Local Government Act could cluster development, protect areas for conservation, limit extent of development, establish building size limits, and prohibit uses that contribute the most to GHG production.
- Development Permit Area to Promote Energy Conservation– Section 488(1)(h) of the Local Government Act can be used to reduce heating and cooling requirements through building siting, systems, and landscaping.
- Development Permit Area to Promote the Reduction of Greenhouse Gas Emissions - Section 488(1)(j) of the Local Government Act.
- Off-street Parking and Loading Regulations - Section 525 of the Local Government Act – establish parking requirements, electric vehicle and active transportation parking, surfacing and landscaping of parking areas.
- Impacts of climate change include sea level rise, possible saltwater intrusion into groundwater aquifer, warmer winters and summers, dryer summers, more intense storm events, and wildfire potential. Adaptations to changes resulting from climate warming include a wide variety of options. Such adaptations could be behavioural (e.g., Educating people to reduce food waste and drive less) or structural measures (e.g., Requiring water storage for household and fire suppression use).

The Province of B.C. has developed a Climate Change Secretariat to address climate change adaptations and has begun to produce numerous resources for communities to deal with climate change adaptations. These include:

- The site of climate change resources - <https://www2.gov.bc.ca/gov/content/environment/climatechang>

e

- The climate action toolkit - <https://www.toolkit.bc.ca/taking-action/community-wide> Local Trust Committees are being supported in understanding potential adaptations through staff reports.

A review of Islands Trust policies revealed a commitment to addressing climate change demonstrated by the islands of North Pender, South Pender, Galiano, Mayne and Saturna that are collaborating on a project to assess groundwater and establish water budgets.

Tools to support Local Trust Committees in understanding possible adaptations include:

- Zoning Authority - Section 479 of the Local Government Act require setback from the sea and water bodies, building location and size, appropriate uses, and density.
- Runoff Control Bylaw - Section 523 of the Local Government Act Regulations to address increased rain events.
- Development Permit Area to Protect Development from Hazardous Conditions – Section 488(1)(b) of the Local Government Act. Flood plain regulations along foreshore, rivers, and lakes. Tree and vegetation retention in areas prone to land slip.
- Development Permit Area to Promote Energy Conservation- Section 488(1)(h) of the Local Government Act. Siting, landscaping, and flooding.

Shoreline Management Plans: Oak Harbour. WA. U.S. Oak Harbour SMP

Shoreline Environment Designations

The basic intent of a shoreline environment designation is to preserve and enhance shoreline ecological functions and to encourage development that will enhance the present or desired future character of the shoreline as described in the

Comprehensive Plan, other adopted plans and the Shoreline Management Plan. To accomplish this, shoreline segments are given an environmental designation based on existing development patterns, biological capabilities and limitations, and community objectives. This Master Program establishes seven shoreline environments for the City of Oak Harbor. These shoreline environments shall include the shorelines of the City of Oak Harbor, including shorelands, surface waters, and bed lands. These environments are derived from and based on policy direction contained in the Oak Harbor Shoreline Inventory and Characterization Report, the Oak Harbor Comprehensive Plan, the Shoreline Management Act, and the Shoreline Master Program Guidelines. The seven Oak Harbor shoreline environment designations are: Maritime, Urban Mixed Use, Residential, Residential - Bluff Conservancy, Urban Public Facility, Conservancy, and Aquatic.



Storm surge flooding, Victoria. Photo: B.C. Ministry of Environment

The Summary List of Recommended Actions [Appendix A: Summary List of Recommended Actions Page 1 \(washington-apa.org\)](#) includes a number of options that LTC could use to outline how protection of marine ecology will be managed.

BC MARINE COASTAL SHORELINES JURISDICTION

Jurisdiction over coastal areas in B.C. is split among federal, provincial, and local governments, depending on the location along the coast and the relationship to the shore.

Within the Islands Trust Communities there are six types of shorelines that are shaped by complex processes that connect the land to the sea.



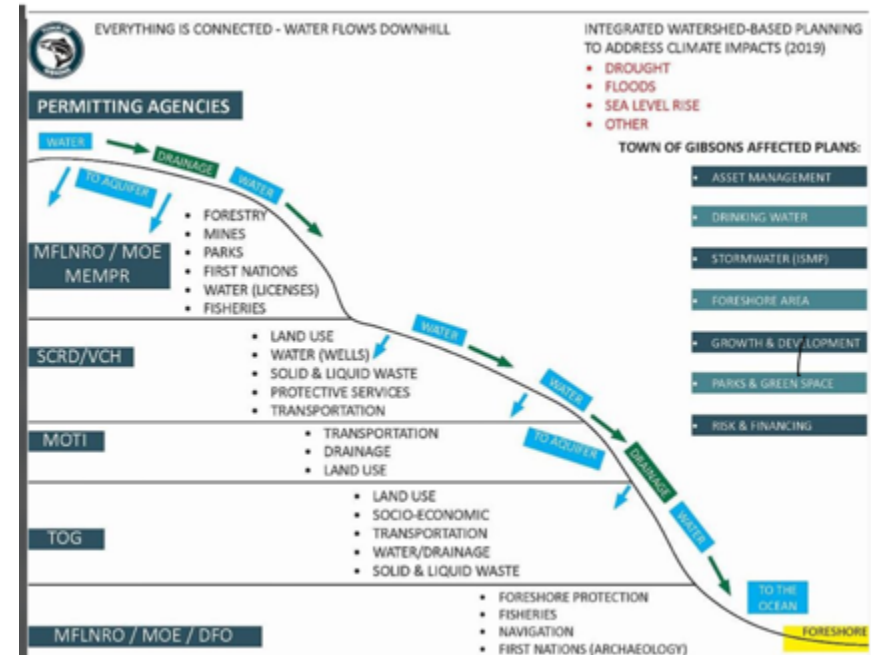
The land and surrounding environment protect the natural processes that form the shoreline. Marine and terrestrial habitat, as well as sensitive habitat and features exist, which are important to support a vibrant marine ecosystem.

The Islands Trust interactive mapping (MapIT) application is available online and provides more information about regulations. Although mapping is informative, it cannot replace observations made by walking the site and surrounding areas, particularly noticing seasonal and other changes over time.

It is important to note that while the following points refer to ownership and jurisdiction, all of B.C.'s coast is subject to aboriginal claims based on traditional use by First Nations and constitutional recognition of Aboriginal Title and Rights.

To highlight the multiple jurisdictions that regulate water the following water model in Figure 1 highlights how watershed planning can help to address climate impacts such as droughts, floods, and sea level rise.

Figure 1: Permitting Agencies | Integrated Watershed Model



Source: [2020-07-28 Gibson's Source to Sea Project.pdf \(civicweb.net\)](#)

The federal government has jurisdiction over offshore waters – from the low water mark out to 12 nautical miles along the outer coast. The Federal Department of Fisheries and Oceans (DFO) is responsible for fisheries protection provisions to prevent serious harm to commercial, recreational, and Aboriginal fisheries under the *Fisheries Act*, including shoreline “riparian” habitats, as well as for maintaining maritime safety through the Coast Guard. Transport Canada is responsible for preserving the public right of navigation under the *Navigation Protection Act* (2014) in waters listed in the schedule to that Act. The public right of navigation

will continue to be recognized in common law for navigable waters not listed in the Act. Port Authorities are also established under federal legislation to manage major harbours and facilities that are federal Crown lands, such as Victoria, Metro Vancouver, Port Alberni, Prince Rupert, and Nanaimo harbours.

On B.C.'s coast, the area between high tide and low tide (the foreshore area) is owned and controlled by the provincial government as well as the beds of inland seas such as the Strait of Georgia, Juan de Fuca Strait and Johnstone Strait. Foreshore area is never privately owned, though the Province may grant leases and licences for special uses of the foreshore – like gathering oysters or building docks and wharves. [Land Use - Private Moorage - Province of British Columbia \(gov.bc.ca\)](#)

The Land Tenure Branch (under the Ministry of Forests, Lands, Natural Resource Operations and Rural Development) administers lands in the foreshore area and issues permits, licences or leases for a wide range of uses – private and public moorage, wharves, marinas, aquaculture, and log storage to name a few. Consultation with First Nations is an important consideration with development around the coastal lands. It is part of land and resource decision-making. The following link outlines communications protocols with First Nations.

[Consulting with First Nations - Province of British Columbia \(gov.bc.ca\)](#)

The Province may also establish regional coastal zone or estuary management plans. Use of the foreshore is also subject to local

government land use regulations. *Source: Regulations Affecting BC Marine Coastal Shorelines Green Shores™ Background Report Shoreline Regulations and Permitting Processing BC 2014*

Professional Organizations Engineers have been involved in shoreline ecological restoration for some time. For example, in 2010 Jericho Beach enabled the opportunity to return the shoreline to its natural state and allowed for return of native plant habitat. Dangerous materials, such as creosote treated piles were removed.

The experience in undertaking flood plain restoration shows that a co-ordinated approach is essential and Community buy-in is required. An example of a multidisciplinary team has been the Shoreline Protection for the Town of Comox which commenced in 2011.

(Source: [Waters | Nanwakolas Council](#))

The Team included the K'omox First Nation, an archaeologist, a biologist/fisheries expert, a wave modelling/coastal engineering specialist, and a geotechnical engineer. The Foreshores dynamic nature made the Project extraordinarily complex. In addition, an archaeological site was located. *(Source: Innovation 2018 Engineers and Geoscientists BC). In 2016, the Association of Professional Engineers of BC (APEGBC) released a position paper entitled Human-Induced Climate Change which was followed in 2017 by professional practice guidelines, Flood Mapping in BC.*



1. Low Bank Beach of Jericho Beach, Vancouver, BC



Pictures 3 and 4 depict Low Bank Beaches in Comox, B.C. Rocks and logs are used as a natural approach to slow tidal flows and to prevent erosion.



2. Beach Images: Stanley Park, Vancouver, BC
Rocks placed to slow tidal action



LEGISLATIVE FRAMEWORK FOR SHORELINE PROTECTION STRATEGIES

An overarching goal of government regulation is to strengthen opportunities for protection of archaeological resources, sensitive ecosystems, shoreline integrity and function, and public access to marine ecosystems.

The Islands Trust has policies that give local island trust committees the ability to amend Official Community plans and Land Use bylaws. Policies to manage development on shorelines through its preserve and protect mandate, is expressed through

the Islands Trust Policy Statement that reflects the values expressed by Island Trust communities.

1. Islands Trust Policy Statement

The Islands Trust policy statement guides land use planning and development through the preserve and protect mandate of the islands trust. It includes goals and policies that reflect the values and concerns for the future of the trust area. Local trust committee official community plans and land use bylaws must comply with the policy statement. There are several policies which speak broadly for shoreline protection, and more specifically for the implementation, regulation and use of foreshore development for policies in the Islands Trust. These are listed in Appendix 1: Policies in the Islands Trust. Note that the Islands Trust Mandate in Section 3.4.4 requires that Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of sensitive coastal areas protection of sensitive marine areas and in Section 3.4.5 requires that Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for and regulation of development in coastal regions to protect natural coastal processes.

2. Official Community Plans

Official Community Plans allow local governments to set objectives and policies to regulate future growth and development in communities. The OCP divides the communities into residential, commercial, agricultural, institutional, industrial, and other land uses. The OCP outlines when these uses are needed and provides policy direction on how, when and where each land use will be located. Designated uses can be outlined on OCP maps.

The Official Community Plans within the Islands Trust area have included the Objectives and Mandate in a variety of ways. The following communities demonstrate how they have amended their OCP's to address shoreline protection.

The Saturna Island Official Community Plan highlights the legality of the Islands Trust Object. Over the years the provincial legislature has reaffirmed the Islands Trust object.

"The object of the trust is to preserve and protect the trust area and its unique amenities and environment for the benefit of the residents of the trust area and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia." (Sec.3 Islands Trust Act).

This legislated objective defines the purpose of providing authority to the Islands Trust for land use regulation. The challenge is how to employ the available planning powers of the Local Government Act to preserve, protect, and effectively maintain the rural nature, health, natural environment, and vitality of the Saturna Island community.

The strength and obligation of the Trust mandate has been more clearly defined by the Court in the Galiano Island vs. McMillan Bloedel case. The BC Court of Appeal found that when a Local Trust Committee exercises its powers "to preserve and protect" an amenity, it is not acting in bad faith, but rather carrying out its assigned duty under the Islands Trust Act. Official Community Plans and Land Use Bylaws can be explicit and either more restrictive or permissive when furthering the objectives than would be acceptable in other local governments in British Columbia. The

Court's decision affirmed the powers and obligation of each Local Trust Committee to further the object of the Islands Trust Act.

The Galiano Island Official Community Plan elaborates on Principles.

- a. This Plan advances the Object of the Islands Trust to "preserve and protect the Trust area and its unique amenities and environment" and supports the limitations the Object presents for the type and scale of development in the Galiano Island Local Trust Area.
- b. Several First Nations have traditional ties and territories on Galiano. The community supports continued and strengthened collaboration and cooperation with First Nations in planning land and resource management and protection of cultural heritage and sites.

One method of regulation is via Development Permits as established in Section 919.1(1)(a) of the Local Government Act for the protection of the natural environment, its ecosystems and biological diversity. An example is Ballenas Winchelsea Official Community Plan, which elaborates on the justification of a Shoreline Development Permit area. The Plan notes that the Object of the Islands Trust to "Preserve and protect the Trust Area and its unique amenities and environment of the Trust Area for the benefit of the residents of the Trust Area, and of British Columbia generally, in cooperation with municipalities, regional districts, improvement districts, other persons and organizations and the government of British Columbia." Provincial legislation in Section 877(1)(d) of the Local Government Act says that an official community plan must include statements and map designations for the area covered by the Plan respecting restrictions on the use of land that is subject to hazardous conditions, or that is environmentally sensitive to development. It is policy of the Islands Trust Council that protection must be given to the natural

processes, habitats, and species of the Trust Area, including those of open coastal grasslands, the vegetation of dry rocky areas, estuaries, tidal flats, saltwater marshes, drift sectors, lagoons, kelp and eel grass beds and that development activity, buildings, or structures should not result in a loss of significant marine or coastal habitat, or interfere with natural coastal processes. It is also policy of the Islands Trust Council that local trust committees shall in their Official Community Plans and regulatory bylaws, address: the protection of sensitive coastal areas; and the planning for and regulation of development in coastal regions to protect natural coastal processes.

Land Use Bylaws also regulate Shoreline uses. North Pender Island, for example has 1 Ecological Zone and 6 Water Zones.

Developments to ensure they meet the policies and objectives of the Official Community Plan (OCP) as well as the regulations of the Zoning Bylaw. The OCP specifies areas that fall under a Development Permit Area (DPA).

Local governments may designate areas of land as development permit areas to be used for one or more purposes. The eligible purposes of a development permit area are:

- Protection of:
 - The natural environment, its ecosystems and biological diversity
 - Development from hazardous conditions. Protection of development from wildfire, land slide, flooding, erosion, and other hazards
 - Farming
- Revitalization of an area in which a commercial use is permitted
- Establishment of objectives for the form and character of:

- Intensive residential development
- Commercial, industrial, or multi-family residential development
- Development in a resort region
- Promotion of:
 - Energy conservation
 - Water conservation
 - Reduction of greenhouse gas emissions

Designating a Development Permit Area

Local governments may designate a development permit area in an official community plan. The plan must describe the special conditions or objectives that justify the designation.

The local government must also specify guidelines for how proposed development in that area can address the special conditions or objectives. These guidelines may be specified by zoning bylaw.

In the Islands Trust many locations include Development Permit Areas within Official Community Plans to implement Islands Trust Policy Statements to Preserve and Protect mandate.

The promote high quality developments in terms of design, performance, and environmental protection. Most lands within jurisdictions are subject to the provisions of one or more development permit areas. Therefore, prior to commencing subdivision, construction, or the clearing or alteration of land, a development permit may be required for one or more of the following purposes:

The Island Trust Shoreline DPA (DP-3) is an example of a policy that has designated an area for which development approval

information may be required as authorized by Section 484 of the Local Government Act.

Examples of Coastal Development Permit Guidelines are included:

1. northcowichan.ca/assets/MarineWaterfront.pdf
(North Cowichan Development Permit)
2. foreshore-development-permit-area.pdf
(Campbell River)

Development Permit Areas can help local government achieve development objectives by providing guidelines on the design, appearance, and performance of a development. A development permit cannot vary the use or density of land, or a flood plain specification. The only exception is where the permit is essential to health, safety, and protection of development from hazardous conditions.

Keats Island community in conjunction with the Island Trust planners conducted a Shoreline Review Project. This action was taken in response to community concerns related to the general increase in development on Keats, and more specifically to the increase in dock development. The attached report outlines a strategy that encompasses the findings from the consultation and a review of Land Use Policies in the Islands Trust.
[gm-ltc 2020-06-15_keats-shoreline_rpt-discussion-paper-working-group.pdf](http://gm-ltc-2020-06-15_keats-shoreline_rpt-discussion-paper-working-group.pdf) (islandstrust.bc.ca)

Zoning Bylaws and Setbacks

One area of inconsistency is between zoning Bylaws and specifically setback requirements. Zoning bylaws regulate Marine Riparian setbacks, and they may differ across local governments and regional districts.

Most jurisdictions now require setbacks on lands within 15 metres upland of the highest high tide mark of the ocean, or the top of bank, whichever is the larger. This is consistent with the Provincial Guidelines as part of its strategy to address climate change impacts. When development is proposed within a specified distance from the high tide mark of the ocean, a report is required from a qualified environmental professional, to eliminate or mitigate impacts of the development on all parcels with marine shorelines.

Often a measure that may stabilize one site can lead to instability on other sites in the area, as wave and tidal actions combined with longshore drift energy are redirected in response to human interventions. To minimize the degree to which this may happen it is preferred that natural measures are deployed to protect marine shores wherever possible. Section 524 of the Local Government Act enables local governments to develop flood hazard area bylaws. When adopting these bylaws, local governments are required to consider the Province's "Flood Hazard Area Land Use Management Guidelines" (the Provincial Guidelines).

Amended in 2018, the Provincial Guidelines incorporate sea level rise (SLR) into land use planning and future development and require that local governments adjust setbacks according to the Year 2100 Global SLR prediction of 1.0 metre, with adjustments made for regional uplift and subsidence. Using the Year 2100 SLR prediction of 1.0 metre as the minimum elevation, local governments can regulate flood construction levels (FCL) of buildings and structures, including docks.

The Provincial Guidelines requires a setback of 15 metres from the future estimated natural boundary (NB) of the sea at Year 2100, or landward of the location where the natural ground elevation contour is equivalent to the Year 2100. It is noted that where sea

frontage is protected from natural bedrock formation, setback requirements may be adjusted as recommended by a qualified Professional Engineer experienced in coastal engineering. Conversely, the recommended setback may be increased based on the site-specific conditions, for example in low-lying areas or areas of known erosion hazard. The Islands Trust is no exception as can be seen from the following table.

The Capital Region District (CRD) Flood Inundation Project 2020 provides detailed information for some of the more southern Islands within the Islands Trust regarding future hazards associated with coastal flooding

related to sea level rise and tsunamis. The following map shows information for Ganges and adjacent area on Salt Spring Island. (Source: Task 2 Sea Level Rise Modelling and Mapping Report Map 2)

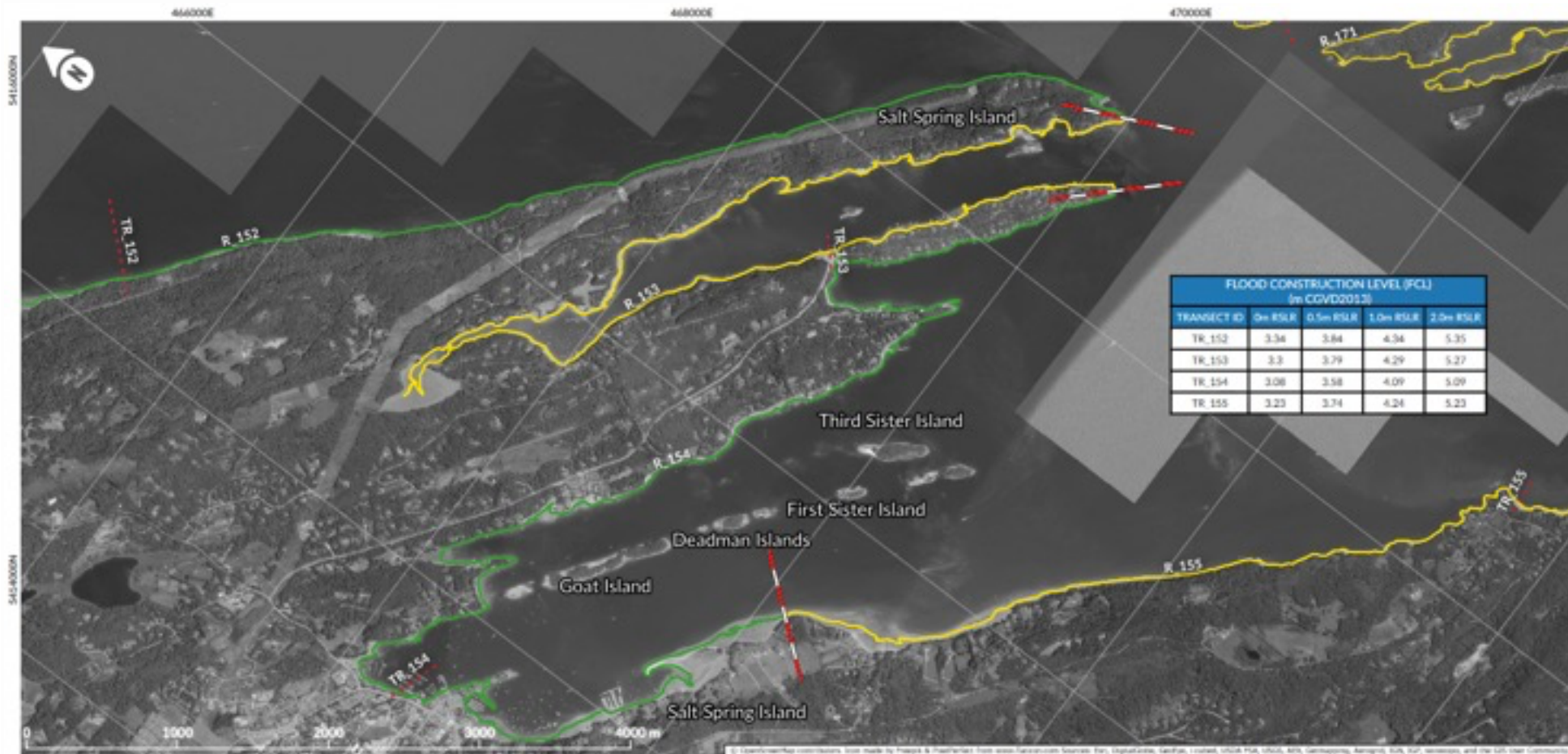


Table 1 Summary of Local Trust Committee (LTC) regulations.

Shoreline Regulation Overview Table	Private Docks permitted (zone specific)	Setback from Natural Boundary of the Sea	Permits Structures in Setback from NB	Exemptions to Setback from NB	Shoreline (or Marine) Development Permit Area
Ballenas-Winchelsea	✓	15 m	-	✓	✓
Bowyer and Passage Islands (Gambier LTA)	✓	7.6 m	Property specific min. setbacks based on historical buildings and structures	✓	-
Denman	✓	15 m	✓	-	-
Gabriola	✓	15 m**	✓	-	✓
Galiano	✓	7.5 m	✓	-	✓
Gambier	✓	15 m	✓	✓	✓
Gambier Associated Islands	✓	7.5 m	✓	-	-
Hornby	-	15 m	-	✓	-
Lasqueti	✓*	15 m**	✓	-	-
Mayne	✓	7.5 m	✓	✓	-
North Pender	✓	15 m	✓	✓	✓
North Pender Associated Islands	✓	15 m	-	-	✓
Salt Spring	✓	15 m**	✓	✓ (zone specific)	✓
Saturna	✓	7.6 m	✓	-	-
South Pender	✓	7.6 m	✓	✓	-
Thetis	✓	7.6 m	✓	✓	-
Thetis Associated Islands	✓	10 m	✓	-	-

*Docks permitted on specific lots only. Rezoning required for additional docks.

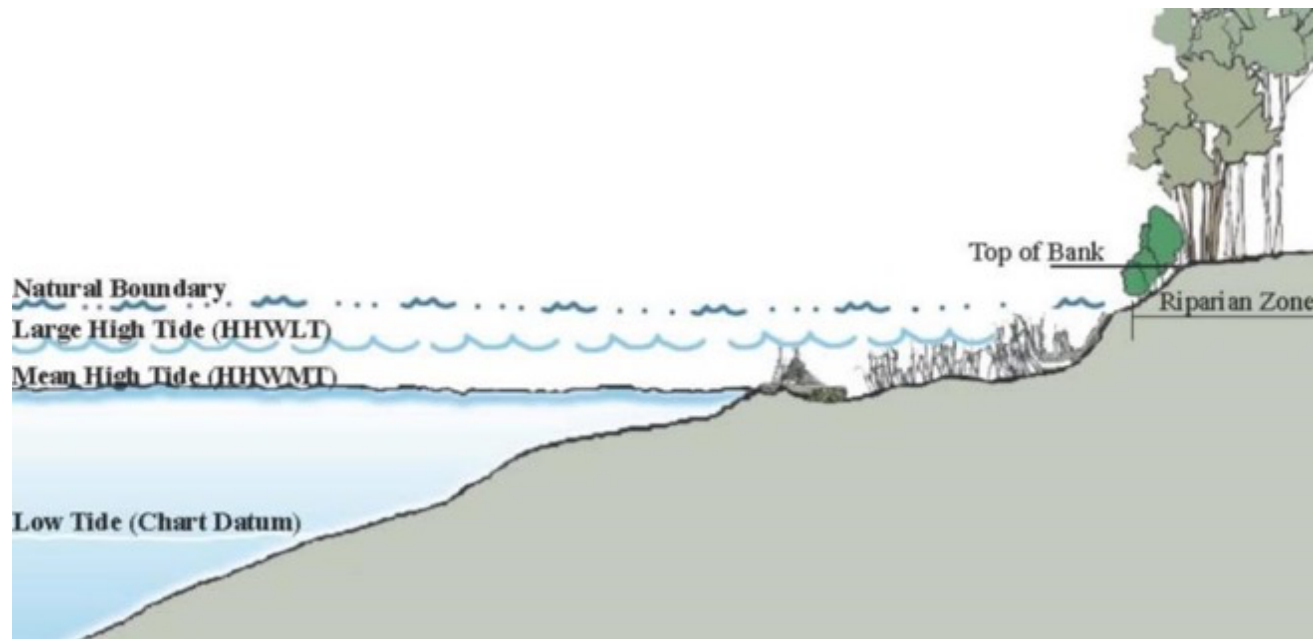
**May be reduced with engineer certification.

Natural Boundary Considerations

One of the key components of Development Permit requirements is establishing setback requirements. With regards to Shoreline protection, the establishment of the Natural Boundary is a key component as it impacts setback distances from hightide.

The 2010 BC Supreme Court case *Lawrence v. British Columbia* (Attorney General) 2010 accepted of the method of determining the natural boundary as shown in the figure below.

The Natural Boundary means the visible high-water mark of the sea, a lake, a stream, or other body of water, where the presence and action of water are so common and usual and so long continued in all ordinary years as to mark upon the soil or rock of the bed of the body of water a character distinct from that of the ban. (The definition is defined in the BC Land Act <https://www.bclaws.gov.bc.ca/civix/document/id/91consol15/91consol15/79214#section14.>) and in the case of a lot having a surveyed high-water mark means the high-water mark. LUB should provide the following regulations for siting of buildings and structures in relation to the natural boundary of the sea:



Source: Greenshores Credits and Ratings Guide

The following features may project into a required setback area:
o steps, eaves gutters, cornices, sills, chimneys, or similar features, provided they do not project more than 1.0 metre

(3 feet) into the required setback area or 0.5 metres (1.5 feet) in the case of a side yard setback area;

- o balconies, decks, and sunshades, provided that they do not project more than 1.0 metre (3 feet) into the required setback area;
- o retaining walls may be located in any required setback area except the setback from the natural boundary of the sea.

Marine/Coastal Policies

- a. Develop and implement a Marine Action Strategy to identify, prioritize and resource local actions for protecting and maximizing waterfront and marine resources as important assets providing valuable ecological services, and social, cultural, and economic benefits.
- b. Continue to build partnerships and collaborate to monitor and protect waterfront and marine areas. Establish a Marine Working Group to coordinate and align efforts of all coastal stakeholders and agencies with jurisdictional authority and interests in the local marine environment.

Objectives

- a. Recognize, value, and promote ecosystem services provided by coastal and marine environments.
- b. Protect, restore, and enhance the ecological features and functions of coastal and near shore areas.
- c. The Islands Trust should continue to work collectively across each of the Gulf Islands to help sustain a healthy marine environment.
- d. Play a proactive leadership role and work with First Nations and senior governments to monitor and address marine issues such as unauthorized mooring, derelict vessels, and ship and non-point source pollution of the coastal environment.
- e. Continue to participate in initiatives and forums to enhance dialogue and collective action among First Nations, local and regional governments, marine stakeholders, and community

organizations to support the health and sustainability of the Gulf Islands.

f. Support participation and benchmarking activities in the provincially led cumulative impacts project for the Gulf Islands. Work with other agencies and groups to inventory and more closely to define environmentally sensitive areas in the marine environment.

g. Plan and design waterfront sites to minimize impacts on the marine environment, in accordance with best management practices, all federal and provincial regulations. Refer to Province's Develop with Care resource, and Island Trust's development permit guidelines. The purpose of a Development Permit Area (DPA) guidelines is to designate for the protection of the natural environment, its ecosystems and biodiversity. DPA requires applicants to provide information on the anticipated impact of development activities on the natural environment, pursuant to the Development Approvals Information requirements outlined in sec 30 of the Local Government Act.

h. Infill of marine areas to create additional upland developable area beyond the natural boundary is strongly discouraged. Where required for contaminated sites remediation and coastal flood protection, the location and shoreline alignment of structures should wherever possible follow High Water to maintain marine channel area. Wherever possible, apply 'Green Shores' principles in their planning and design for shoreline restorations projects.

i. Ensure foreshore development is undertaken in a manner that secures and enhances public shoreline access without adversely affecting aquatic habitat. Access points should be practical and universally accessible for public use and enjoyment.

j. Support opportunities for coordinated project review with senior governments and First Nations for projects proposed within the marine environment. It is strongly encouraged to contact the Archaeological Branch to prior to development along shorelines

to determine if there could be the presence of culturally significant artifacts.

For Shore line development made to the BC Ministry of Forests, Lands, Natural Resource Operations and Rural Development for private docks and floats, these applications will only be accepted by the Islands Trust if the following criteria are met: Adherence to the Integrated Land Management Bureau (ILMB) policies regarding public notification e.g. Local First Nations and is in keeping with best management practises, planning and design standards, e.g. shared access and dock usage whenever possible.

Environmentally Sensitive Areas

a. Marine Shoreline guidelines apply to environmentally sensitive areas. These areas are mapped and included in each of the Islands Trust OCPs, and accompanying Development Permit Applications. Shoreline developments within the Islands Trust may lie within multiple development permit areas. It is advised Property owners work with a Qualified Environment Professional to meet the requirements within each DPA. In the case of guidelines for areas designated for the protection of development from hazardous conditions, development proposals which include marine or riparian areas must also be submitted to Fisheries and Oceans (Canada) for authorization and should be subject to any conditions or limitations determined necessary or appropriate by Fisheries and Oceans (Canada).

Objectives and Justification

The objectives of Development Permit Areas are to:

- i. protect areas of highest biodiversity and ecological sensitivity within the Gulf Islands including ground and surface water, shorelines, forests, wildlife habitat features and rare and endangered ecosystems and species.

- ii. ensure that ecosystem protection and enhancement values are elevated and prioritized, and to specify where and how lands are developed in and around environmentally sensitive areas.

- iii. conserve and steward the natural environment, ecosystems, and biodiversity within the community.

- iv. support the movement of various species by connecting ecosystems through undisturbed open space corridors.

- vi. restore, enhance and protect marine ecosystems; Shoreline ecosystems such as stream corridors, slopes, and nearshore beaches to preserve fish habitat, improve water quality for shellfish harvests.

- vii. minimize and mitigate the environmental and visual impacts of development.

- viii. accommodate recreational and complementary land uses, where appropriate that contribute to the above objectives.

- ix. restore and enhance sites previously degraded or denuded of vegetation.

- x. Discourage any new development in within designated ecological reserves.

b. The Islands Trust has some mapping for designated Environmental Review Areas (ERAs) that are based on Sensitive Ecosystem Mapping completed to provincial standards that describe and classify the ecological diversity, type, and extent of vulnerable or rare ecosystem elements in a given area. Islands Trust Conservancy - Sensitive Ecosystems and Land Use Planning. The terrestrial ecosystems can be viewed using the Islands Trust interact mapping application MapIT and PDF versions of the maps can be downloaded.

These areas have rare or restricted distribution, high biodiversity, and habitat values, and are sensitive to disturbance and human

impacts. Within the Gulf Islands, sensitive ecosystems are not limited to Shorelines but include old forest, mature forest, woodlands, riparian areas, wetlands, and sparsely vegetated, estuarine, intertidal, fresh water and ocean areas.

c. Areas of recent disturbance or modification are not considered sensitive, and include urban and rural residential areas, industrial sites, golf course (excluding natural areas within some courses), gravel pits, roads, hydro corridors, dikes, farmland, and recently logged areas. The Gulf Islands has designated some areas as environmentally sensitive and there are several Environmental Review Areas (ERAs) based on Sensitive Ecosystem Mapping completed to Provincial standards that describe and classify the ecological diversity, type, and extent of vulnerable or rare ecosystem elements in a given area.

The Islands Trust has Sensitive Ecosystem Mapping available on the Islands Trust Geographic Information System to identify Environmentally Sensitive Area (ESA) rankings (Medium or High) based on an ecosystem's sensitivity to disturbance, ecological importance, and provincial rarity according to its BC Conservation Data Centre status. Ecosystems with high percent of recent disturbance are ranked as Low (not highlighted on ESA mapping).

ERAs may not represent all sensitive ecosystems present within a given area or site. The Islands Trust relies on the most updated information, acquired through site-level bio-inventories and assessments as required for Development Permits. As new information becomes available, and buffer areas are determined by Qualified Environmental Professionals (QEPs) to maintain ESAs,

OCP's and Development Permit areas can be amended along with Geographic Information System ESA map layers, which should be referenced for detailed ESA information over time.

d. Development within and adjacent to these sensitive ecosystem areas will be reviewed against and subject to OCP environmental objectives and policies that seek to ensure ecologically sensitive development. Development should be carried out according to permits issued pursuant to these guidelines.

Conclusion:

This discussion paper is intended to identify and document existing policies and regulations related to updating LUB and policies for shoreline in LTC's and to make recommendations as to potential updates to these policies and regulations.

The options presented in this report outline initiatives underway in other communities and jurisdictions. One of the major issues impacting changes in regulations is the impacts of Climate Change on coastal communities specifically sea level rise. The goal of the Islands Trust is to support policies to improve Shoreline Protection and to include Indigenous perspectives in project planning. The report represents some potential regulations that could be enacted that response to specific concerns from the community. It is recommended that Climate Change and Indigenous reconciliation be used as the catalyst to review and update LUB's specifically to introduce Shoreline Development Permit Areas as this regulatory tool as this has the best potential for impacting the areas of concern.

RECOMMENDATIONS

First Nations

1. To recognize areas of cultural significance the Local Trust Committee could consider designation of a Heritage Conservation Areas or adopt Heritage Bylaws to protect heritage cultural resources similar the projects completed on South Pender and Saturna.
2. Through government-to-government meetings, Local Trust Committee may wish to commit to meeting regularly with Indigenous First Nations stakeholders on land use planning issues. Also, the internal referral/advisory role between Islands Trust planning staff and the Intergovernmental Liaison appears to still be in a growth phase as new processes work towards collaboration on meeting the mandate of the Islands Trust.
3. The LTC Policy Statement should be revised to incorporate UNDRIP and DRIPA & the Islands Trust Reconciliation Declaration. The goal is to support more thorough Islands Trust project work to improve Shoreline Protection from an Indigenous perspective.
4. Based on feedback from Islands Trust staff it was mentioned that the Islands Trust Staff Report template could be updated to support a requirement to consult based on the intent of UNDRIP and DRIPA and the Islands Trust Reconciliation Declaration. This would give clear direction for greater consistency in approaches toward reconciling Indigenous Rights. In addition, to the Provincial public notification process the Islands Trust could develop a referral letter and provided to property owners regarding shoreline development for docks.

5. Consider working with First Nations and the Department of Fisheries and Oceans (DFO) to establish conservation areas to protect shellfish aquaculture, traditional shellfish harvesting, water quality and the protection of the marine environment. Due to the depuration areas such as the Sooke Basin and the closures of fisheries and shellfish harvesting (mandated by the Department of Fisheries and Oceans, DFO). Applications are no longer accepted for private moorage structures. Private moorage structures are not compatible with Designated Use Areas.

Land Use Planning Documents

6. Consider the establishment of Development Permit Areas (DPA) in Official Community Plans pursuant to the Local Government Act Section 488(1)(a) for the protection of the natural environment, its ecosystems and shoreline biological diversity; and Section 488(1)(b) for the protection of development from hazardous conditions. Consider updating Land Use Bylaws to clarify under what circumstances a development permit is triggered. Also revise Zoning Bylaws in regard to regulations to setbacks on Uplands from Shorelines.
7. DP requirements need to be consistent with the intent of Shoreline/Floodplain and the Riparian areas policies. This is required to balance development with protection of the environment. Mayne Island Official Community Plan includes a section on coastal waters and foreshore in which it states the local trust committee may: a) amend its bylaws to allow erosion protection structures to be

regulated through development permits; and b) consider on a case-by-case basis.

8. Shoreline Development Permit Area could be added to Land Use Bylaws. Islands Trust Staff have suggested that all surrounding islets also be included in the DP area.
9. Consider Implementation of a Shoreline Bylaw to strengthen the Land Use Bylaws and Official Community Plans. Develop LUB using shoreline mapping for all islands and highlight unique characteristics of the shoreline within the six beach types. For example, many Islands have flat beaches, cliff bluffs, rock, clay or marsh till. This will help to focus on more site-specific regulations and better protect marine ecology and support salmon spawning grounds, eel grass, and shellfish fishery. Problem areas for habitat protection and erosion of cliffs affecting setbacks should be identified as this could be a precursor to development of bylaws. Exemptions may be necessary if a specific issue does not exist. Shoreline mapping is available on MapIT and can be leveraged for shoreline protective bylaws.

Definitions:

10. Have a consistent definition for “shoreline” and “development” on the shoreline in all Islands Trust documents in accordance with the BC Land Act definition.

Setbacks are the primary tool for regulating where buildings locate. Need to define consistent setbacks for marine shoreline s. Implement consistent requirements for measuring Natural Boundary and have surveyor confirm exact High-Water Mark. Need to define “natural boundary” and “natural grade” in relation to “shoreline” and Sea Level Rise (SLR). The table

highlights LUB setback requirements from the natural boundary of the sea for buildings and structures and requires amendments to be consistent with the Provincial Guideline of 15metres.

Rather than amending the LUB to update the setback measurement, one option would be to amend the LUB to refer to the flood protection bylaw for setbacks from the natural boundary of the sea. This would align with the existing Provincial Guidelines, and with any future amendments to the setbacks to the sea as required by the Province.

Climate Change

11. Washington State requires all local governments to develop Shoreline Management Plans: Oak Harbour. WA. U.S. Appendix A: Summary List of Recommended Actions Page 1 (washington-apa.org) is an example we have included. This may be an option for LTC. to outline how protection of marine ecology will be managed and provide Climate Change Policy Recommendations: Undertake study of sea-level rise, and floodplain regulations. The Province of BC has provided Coastal floodplain maps to identify coastal flood hazards, such as sea level rise, and to provide guidance to coastal communities in land use planning, bylaw development and sea level rise adaptation strategies. [Microsoft Word - TEXT-20110627.doc \(gov.bc.ca\)](#) These maps will help to shape future policies with regards Flood Construction Levels and Sea Level Rise.
12. The Islands Trust mapping for the 21 Islands, supplemented by BC and CRD Mapping continue to be used to provide an evidence-based approach for identification and appraisal of options for future bylaws

that deal with Sea Level Rise Management management for in the Islands Trust communities. In particular, the analysis provides the types of land use, key assets, services and indicative economic values that exist in areas at inundation risk and this evidence will help to develop the objectives for and assess the impacts of different management options.

13. The Islands Trust should continue to conduct assessments of areas where Sea Level Rise risks exist and communicate these risks to Island Trust Committees and the community. The methods and mapping data sets used should be standardized so it can be applied to all Trust Communities. It is essential to consider the value in assessing inundation risk that could occur from flooding of drainage and other water systems. Data generated from this project could be used to create maps to show where such non-connected low-lying areas are located.

Best Practices – Islands Trust

16. There has been considerable work undertaken by Island planners and with the knowledge, and thorough

research and policy analysis of work it makes the most sense to utilize this project work for proposed Development Permit Areas. There are valuable best practices and details included in the shoreline projects for Keats Island and Lasqueti which is applicable to other islands. While there are differences for each of the islands, therefore these differences such as size, transportation needs, the purpose and function of docks will vary. [gm-ltc_2020-06-15_keats-shoreline_rpt-discussion-paper-working-group.pdf](#) (islandstrust.bc.ca)

17. Recognizing the organizational structure and directives guided by the LTCs, perhaps it is worthwhile conducting a feasibility study to determine which LTCs are interested in building off of the extensive work carried out over a 2+ year span of time for the Lasqueti Shoreline Protection project and again recently for the Keats Shoreline Protection project?

APPENDICES

REGULATIONS – ISLANDS TRUST AND OTHER EXAMPLES

Across the Islands Trust, each Local Trust Area has adopted individual Official Community Plans (OCP) and Land Use (Zoning) bylaws.

Bowen Island Municipality

Marine Resources/Foreshore: The sea provides visual, auditory, recreational, and other tangible and intangible values that can be experienced from island and off island locations, as well as providing habitat for marine life and birds. Pollution of the foreshore can preclude its use by people and by all or some forms of wildlife. Excessive building and tree clearing on the shoreline can destroy fragile plant communities and the views for residents and the boating public. Objectives are to protect the natural and scenic values of the coastline that provide the rural maritime atmosphere of the island; to protect coastline habitat areas for marine life and to identify, protect and preserve sensitive coastal vegetation. The Land Use Bylaw will set out detailed provisions related to siting, setbacks, size, configuration, width, materials, and projections for private moorage. The importance of the marine environment as a recreational resource for island residents and visitors will be affirmed through the continued maintenance of existing beach and shoreline access and establishment of new beach and shoreline access where such access does not detrimentally affect the marine environment and associated wildlife.

Denman Island Local Trust Area

A guiding objective is to protect the foreshore, coastal waters, and native marine life and to retain sufficient natural habitat to ensure the preservation of native species...The foreshore (or intertidal) area is defined as the land located between highest and lowest tides.

Gabriola Island Local Trust Area

The objectives include to manage coastal marine resources in keeping with the Islands Trust preserve and protect mandate; To preserve and protect unique, rare, or representative marine plant and animal communities in their natural habitats; To protect the natural and scenic values of the coastline; To provide opportunities for the commercial uses of the foreshore and coastal waters; To recognize the importance of the existing log storage areas in the; To promote the recreational and commercial use of the area's aquaculture resources; and To encourage the sharing of docks and wharves. Within Development Permit Areas there are policies regarding no alteration or disturbance causing a negative impact to the foreshore habitat or erosion in upland areas.

Mudge Island

Since there is no ferry service, large or bulky items such as vehicles and building materials are transported by boat or barge to and from the island. Barges use either Moonshine Cove's beach or the deeper foreshore nearby at a public access point. Davidson Bay is also used for launching and retrieving boats. Objectives are to minimize disturbance and pollution of the foreshore and the surrounding waters and conflicts between marine and foreshore users and uses.

DeCourcy Island

The Official Community Plan notes that the foreshore and the ocean are fragile and valuable components of human and marine life habitat. Interference with the natural systems and their appearance should therefore be kept to a minimum. 1) Moorage space for residents and owners should be centralized at one or more locations. 2) Private floats and docks serving only individual lots should be discouraged. 3) Houseboats should not be permitted. Water General (W-1) Zone (i) Boat and seaplane moorage associated with single family uses located on adjacent upland.

Gambier Island Local Trust Area

Marine and Foreshore Areas Policy states that zoning should allow: cooperatively owned or operated docks to provide marine access to residential areas as a means of minimizing the need for upland road links between residential communities and to limit the need for multiple dock development along the shoreline. Also, property owners are encouraged to retain natural vegetation on any land sloping towards the shoreline. The Local Trust Committee may issue development permits to protect the natural environment, its ecosystems and biological diversity for Marine and Foreshore designated areas considered to have potential fishery resource values.

Keats Island

The Official Community Plan states that the integrity of foreshore features, shoreline features, and intertidal processes should be maintained by: a) discouraging uses that disrupt natural features and processes, and encouraging owners of shoreline properties to retain, wherever possible, natural vegetation and natural features on areas sloping towards the foreshore; b) supporting the prohibition of filling, deposit, excavation, or removal of foreshore and seabed materials, except for maintenance of navigational channels and existing wharfage areas; c) land use regulations should provide for waterfront developments to be setback sufficiently to allow for natural erosion and accretion processes, without endangering structures; d) where land use regulations provide for private docks, the use of communal or shared docks is encouraged, where feasible, to limit the need for multiple dock development along the shoreline. The location of new buildings and structures should be regulated so as to protect public access to, from and along the marine shoreline and to minimize negative impacts on sensitive coastal environments.

Gambier Associated Islands

Policies in the Official Community Plan state that the LTC should identify and consider protecting ecologically sensitive marine areas. The

LTC should permit and encourage the construction and use of common, community, or communal docks where feasible but permit individual private docks accessory to residential uses where required for access. The LTC should use bylaw provisions to protect public access to, from, and along the marine shoreline. The LTC should, through zoning, the use of setbacks and, where there is supporting mapping, the use of development permit areas: (a) protect the integrity of the foreshore, shoreline, and natural coastal and intertidal processes; (b) discourage uses that disrupt natural features and processes; (c) allow for natural erosion and accretion processes, without endangering structures; (d) encourage owners of shoreline properties to retain, wherever possible, natural vegetation and natural features on areas adjacent to the foreshore; and (e) discourage filling, deposit, excavation, or removal of foreshore and seabed materials, except for maintenance of navigational channels and existing facilities. Modification of the shoreline, such as seawalls, where it can be demonstrated to be necessary to support or protect a permitted or existing use or structure. Preference should be given to shoreline structures that have a lesser impact or enhance ecological functions, including vegetation enhancement, drainage control, beach enhancement, anchor trees, and gravel placement. Shoreline stabilization should not interrupt natural processes solely to reduce erosion of undeveloped land. Vegetation which helps stabilise banks, reduce erosion and provide habitat should be retained or enhanced.

Galiano Island Local Trust Area

The Official Community Plan explains the complex geography and geology of Galiano Island and surrounding islands and waters have produced a tremendous diversity of coastal and marine habitats. Unique relationships exist between terrestrial, fresh water and marine areas; as a result, coastal ecosystems are the most diverse and productive of all ecosystems. Significant recreational, commercial, industrial, and residential activities occur within the shoreline area and this sensitive area is under intense pressure from development and human activity. The Shoreline and Marine designation incorporate as all waters beyond high tide line up to the full boundary of the Galiano Island Local Trust Area. The objectives are: 1) to protect shoreline and marine ecosystems in the local trust area, 2) to ensure public access to the foreshore, and 3) to encourage safe and considerate use of the marine environment. There is a Shoreline and Marine Development Permit Area. Shorelines within the Galiano Island Local Trust Area have high ecological function and values and may be subject to shoreline erosion in some locations. Due to their physical and biological characteristics and situation they need to be carefully managed to avoid potential negative impacts of development. Development and associated shoreline improvements or protection measures can threaten the ecological and physical integrity of the foreshore and upland. The Objectives of the development permit area are:

1. To plan and regulate new development in a manner that preserves and protects the long-term physical integrity and ecological values of shorelines and associated foreshore and upland areas.
2. To manage development to minimize disruption of natural features and processes and to retain, wherever possible, natural vegetation and natural features.
3. To balance development opportunities with the ecological conservation of the shoreline environment.
4. To maintain the public's use and access to these important recreation areas in a way that does not compromise the ecological integrity of the shoreline or put users at undue risk.

5. To adapt to the anticipated effects of climate change.
6. To protect development from hazardous conditions resulting from shoreline erosion.
7. To ensure the form and character of marina development is compatible with the rural environment and minimizes impact to the aquatic environment.

The DPA includes Guidelines and provides information on Shoreline Protection Measures, Guidelines for specific Shoreline Types, Guidelines for Subdivision, Guidelines for Shore Protection Measures Design, Guidelines for Beach Nourishment and Fill, and Guidelines for Shore Access and Parking. There is also a Sensitive Ecosystem Development Permit area with some policies for shorelines.

Hornby Island Local Trust Area

The objectives of the Official Community Plan include, to promote the conservation, preservation or restoration of shoreline, foreshore, and the Island's surrounding marine ecosystem. Policies include 6.7.2.1 All uses of the waters within 1000 metres of the shoreline should be regulated by zoning.

Lasqueti Island Local Trust Area

Objectives include the support conservation-based subdivision layout that protects sensitive ecosystems, heritage resources and reduces parcelization of the natural boundary of the sea and limitation of the density of waterfront parcels.

Mayne Island Local Trust Area

Official Community Plan Objectives include: to retain the public accesses to shoreline and beach areas. The coastal waters within the Mayne Island Trust Area include the surface of the water extending from the shoreline of Mayne Island out to the middle of the Georgia Strait, except where the jurisdictional boundary overlaps with another Local Trust Area when the boundary becomes a line mid-channel. The objectives of this section are to limit the impact of foreshore uses on adjacent uses and on the visual appearance of the shoreline. Private floats, docks or wharves shall be permitted by zoning only for owners of land adjacent to the shoreline of the water area subject to the zone.

North Pender Island Local Trust Area

Sensitive Ecosystem Development Permit Areas are included in the Official Community Plan. Stipulations include: Shoreline structural modifications should be limited in number and extent and should be necessary to support or protect a permitted or existing use or structure. Preference should be given to shoreline structures that have a lesser impact or enhance ecological functions, including vegetation enhancement, drainage control, beach enhancement, anchor trees, gravel placement. Harder construction measures should be avoided where possible. Shoreline stabilization should not interrupt natural processes solely to reduce erosion of undeveloped land, except for agriculture. Vegetation which helps stabilise banks, reduce erosion and provides habitat should be retained or enhanced.

Salt Spring Island

The Official Community Plan objectives include: To give particular attention to the streams, wetlands, and shorelines. The Ministry of Transportation and Infrastructure and other responsible agencies are encouraged to support efforts to create a harbour shoreline that offers access to the harbour and opportunities for walking and traditional recreational activities. Shoreline and Aquatic Use Objectives and Policies are: To protect our marine and freshwater shorelines. To protect the most significant ecological and physical processes of marine and freshwater shorelines; To identify those shoreline areas that are most uniquely suited to or traditionally used for specific purposes such as conservation, First Nations sites, public recreation, boat moorage, aquaculture, industry or transportation; To avoid conflicts between shoreline uses and uses allowed on the adjacent upland; To avoid shoreline uses that impede public access to and along the shoreline; Shoreline identified as uniquely suited to or traditionally used for a specific purpose is designated for that use. Other parts of the shoreline and areas of water are designated Marine; The Local Trust Committee could undertake an integrated coastal area management (ICAM) planning process to identify other appropriate areas where specific designations should be placed. Such planning should take place in consultation with the community, First Nations, and other levels of government; The Local Trust Committee may consider shoreline rezoning applications adjacent to marine dependent general employment zoning which may make upland uses economically viable without detriment to the shoreline/riparian habitat. Shoreline Conservation Designation Objectives are: To protect the island's most environmentally sensitive shoreline areas such as tidal flats, fish and wildlife habitat, sensitive lake ecosystems, estuaries and wetlands that is not suitable for intensive development. and Policies include: Zones created in this Designation should not result in negative impacts to sensitive natural habitat areas. The Local Trust Committee will not consider rezoning applications that would locate large new developments in or next to this Designation. Zoning should recognize the existing aquaculture operation in Walker Hook. However, zoning changes to allow expansion of the operation will not be made, unless it can be demonstrated that there will be no impacts on the area's sensitive environment or First Nation's interests. The Local Trust Committee should support the efforts of other agencies to maintain existing public accesses to the Shoreline Conservation Designation. However, if the adjacent upland is being subdivided, the Subdivision Approving Officer is encouraged to ensure that any new public accesses provide viewing areas rather than direct physical access to sensitive habitat areas. In providing referral responses to Integrated Land Management Bureau, Islands Trust staff will identify any known and identified environmentally sensitive areas or habitat that may be impacted by the proposed use.

Saturna Island Local Trust Area

The Harbours section within the Official Community Plan states that Permanent private moorage facilities, including docks, ramps, floats, and breakwaters, should be as small as practicable given the particular conditions, including shoreline topography, depth of navigable water, exposure to weather and other navigational considerations. These facilities shall be designed to facilitate public access along the foreshore.

The DPA for Lyall Creek states that i) In general, development of the foreshore should be limited, should minimize negative impacts on the ecological health of the immediate area, and should not impede public access. ii) Shoreline protection measures should be limited to those necessary to prevent damage to existing structures or established uses on the adjacent upland. Softer shore protection measures should be considered first, and only if all options to locate and design without the need for shore protection works have been demonstrated to have been exhausted should such works be considered.

South Pender Island Local Trust Area

Marine Use Objectives in the Official Community Plan are a) To allow dock and wharf development for access to and from the foreshore in locations appropriate for public transportation, commercial, park, and residential purposes. b) To allow for access to beaches suitable for recreation and maintain them free from development.

c) To retain areas of foreshore in an undeveloped state. d) To protect against impacts of mariculture operations, marine shipping, or marine based activities. e) To protect the marine areas subject to this OCP from use and development that would detract from present marine, and upland uses or conflict with existing marine life. f) To protect and maintain important foreshore and marine features and habitats. g) To provide for and support foreshore and marine waters use in a manner that does not significantly alter important natural features and habitat. Policies include: The Local Trust Committee may regulate the size and location of docks and other shoreline developments. Coastal Environment Objectives include: To preserve the aesthetic quality of the natural shoreline as viewed from the water and adjacent lands and related policies: Where development is allowed along shorelines, it shall be designed to conform to, rather than conceal, the natural contours of the land that borders the shoreline.

Thetis Island

Official Community Plan includes the entire Island and the seaward area from the shoreline of Thetis Island as identified by the natural boundary of the sea and encompasses all other islands, islets, reefs, the seabed, surface water, and air space. Policies include: Public access to the Crown land foreshore should remain unobstructed and the right to pass around shoreline structures. The integrity of foreshore features, shoreline features, and intertidal processes may be maintained by a) Discouraging uses that disrupt natural features and processes and encouraging owners of shoreline properties to retain, wherever possible, natural vegetation and natural features on areas sloping towards the foreshore. b) Supporting the prohibition of filling, deposit, excavation, or removal of foreshore and seabed materials, except for maintenance of navigational channels and existing wharfage areas. c) Land use regulations should provide for upland waterfront developments to be setback sufficiently to allow for natural erosion and accretion processes, without endangering structures. d) Where land use regulations provide for private docks, the use of communal docks is to be encouraged where feasible and breakwaters are to be prohibited.

Thetis Associated Islands (Ruxton, Reid, Pylades, Hudson, Scott, Dayman, Tree, and Whaleboat)

Official Community Plan Policy: considers the location of future land uses so that their appearance and impact are compatible with and do not degrade or otherwise negatively impact the natural environment, community resources, and the character of existing land uses; the protection of sensitive ecosystems, ecological values and wildlife and fisheries habitats, especially in inter-tidal, estuarine, stream and riparian areas, in accordance with the current published guidelines as expressed in the Forest Practices Code, the Fish Protection Act and other guidelines published by the provincial and federal governments.

Ballenas and Winchelsea

Official Community Plan Policies include: LTC should identify and consider protecting ecologically sensitive marine areas; Zoning should permit shellfish aquaculture within existing tenures; LTC may consider rezoning applications for new leases for aquaculture, other than finfish farms; LTC should recognize and support the marine dependent nature of land uses; LTC should permit one dock adjacent to each private island in order to limit the need for multiple private dock development along the shoreline; LTC should only consider individual private docks accessory to residential uses where necessary for access. These docks should be regulated by zoning; LTC should not permit commercial marinas; LTC should use bylaw provisions to protect public access to, from and along the marine shoreline; use bylaw provisions

to limit structures within the setback from the sea to those related to permitted marine uses and those necessary for access to the foreshore; through zoning, the use of setbacks, and the use of development permit areas: (a) protect the integrity of the foreshore, shoreline, and natural coastal and intertidal processes; (b) discourage uses that disrupt natural features and processes; (c) allow for natural erosion and accretion processes; (d) encourage owners of shoreline properties to retain natural vegetation and natural features on areas adjacent to the foreshore; and (e) discourage filling, deposit, excavation, or removal of foreshore and seabed materials. The LTC should not permit the hardening of the shoreline. LTC should not support ocean disposal applications within the Plan area. LTC should not support the creation of artificial reefs within the Plan area.

Review other Examples

- Oak Harbour SMP
Shoreline Environment Designations
The basic intent of a shoreline environment designation is to preserve and enhance shoreline ecological functions and to encourage development that will enhance the present or desired future character of the shoreline as described in the Comprehensive Plan, other adopted plans and this SMP. To accomplish this, shoreline segments are given an environment designation based on existing development patterns, biological capabilities and limitations, and community objectives. This Master Program establishes seven shoreline environments for the City of Oak Harbor. These shoreline environments include shorelands, surface waters, and bed lands. These environments are derived from and build on policy direction contained in the Oak Harbor Shoreline Inventory and Characterization Report, the Oak Harbor Comprehensive Plan, the Shoreline Management Act, and the Shoreline Master Program Guidelines. The seven Oak Harbor shoreline environment designations are: Maritime, Urban Mixed Use, Residential, Residential - Bluff Conservancy, Urban Public Facility, Conservancy, and Aquatic.
- Natural Resources Canada, Land Use Planning Tools 2012
This publication describes a variety of planning tools being used across Canada to help communities prepare for climate change, increase adaptive capacity, and build resilience. It is directed to individuals and groups interested in climate change adaptation at the local level, including planners and other local government staff, elected officials, community organizations, local residents and business leaders.

Climate Change Land use planning tools for local adaptation to climate change describes seven of the most prominent land use planning tools in use across Canada and explains how communities can use them to more effectively adapt to climate change.

The land use planning processes and instruments employed to manage the use of land and the physical development of a community for the common interest includes a variety of statutory and other measures – bylaws, incentives, information and guidance, spending

programs – may be applied to control how land is used. [Land use planning tools for local adaptation to climate change \(publications.gc.ca\)](http://publications.gc.ca)

- Rural Comox Valley OCP 2014

Natural Environment: Objectives

(4) To protect, restore and enhance coastal shorelines, streams, wetlands, and the marine environment.

Climate change – policies (adaptation)

14. (1) Develop strategies to reduce the environmental, social, and economic impact of sea level rise and increasing extreme storm surge events in coastal areas through development permit area designations and conditions and submission of development approval information in accordance with policies included within this OCP.

14. (2) Work with stakeholders to complete an assessment of risk and susceptibility of the coastal areas to increasing sea level and extreme storm surge impacts.

Rural settlement areas – policies (industrial) (d) public access to the coastal waterfront, where applicable.

Coastal areas

68. Coastal areas are those lands that run parallel to the full waterfront of the CVRD, generally extending from the present natural boundary to the 30-metre bathymetric contour as illustrated on map 3. Activities are typically environmental protection, aquaculture, marine industry, and recreation. This plan seeks to protect such uses while discouraging activities both on the water and the abutting upland areas that could compromise the environmental integrity of the aquatic environment.

Coastal area - objectives

69. (1) To minimize any negative impacts of settlement on the coastal areas. (2) To steward these areas for their environmental and economic benefits. (3) To encourage appreciation of the marine environment, by providing for public access to, and enjoyment of, the shoreline and foreshore in ways that avoid negative impacts to natural systems and processes. (4) To ensure that coastal shoreline development does not alter sediment supply to the coastal environment or sediment transport within the coastal environment. (5) To reduce lighting impacts on species and ecosystems within the coastal area.

Coastal areas - policies

70. The following policies apply to the lands designated as “coastal areas” Rural Comox Valley Official Community Plan 2014 Bylaw No. 337 – Schedule ‘A’ (1) Permit industrial marine and aquaculture uses in the coastal area designation, except for areas within the K’ómoks Estuary where they are prohibited. (2) Notwithstanding above sub-section (1) sustainability and productivity of the K’ómoks Estuary is recognized as being critical for harvesting of aquaculture to K’ómoks First Nation, and it is recognized that the KFN may choose to proceed with aquaculture activities within the estuary at any time. (3) Protect coastal areas per the provisions stated in the natural environment sections of this OCP. (4) Respect the Islands Trust area of jurisdiction that includes the ocean area to the high-water mark of the eastern coast of Vancouver Island from Mud Bay to Comox Point and ensure development within the buffer

extending from the high-water mark to the 30-metre bathymetric contour considers the Islands Trust policy statement. (5) Support dock-side sales and limited on-site sales of aquaculture products that meet legislative requirements to promote economic activities. (6) Work with aquaculture industry stakeholders and small-scale aquaculture operations to support water flow into fish-bearing river systems of the Comox Valley. (7) Apply environmental best practices to all uses within the coastal designation (8) Recognize and support the need of the aquaculture industry to effectively grow seed to replenish existing oyster beds and support in principle the use of power supplies from wharfs for the growing of seed for the aquaculture industry, providing legislative requirements are met. (9) Generally, prohibit hardening of the coastal shoreline through the use of rip rap, concrete embankments and revetment walls, and other similar structural interventions that alter the ecological function and service of the coastal shoreline, disturb natural vegetation, disrupt natural coastal processes, redirect wave energy to adjacent properties, and/or destroy coastal shore habitat, including forage and spawning areas. If a qualified professional has submitted development approval information that concludes that shoreline hardening is required to protect life or a principal building on the property and that the impacts of the proposed hardening can be mitigated, the board may consider issuance of a shoreline protection device development permit. (10) Require preparation of a shore access plan by a qualified environmental professional for development proposals that include shore access and require rezoning or a development permit process to protect against sensitive environmental features and processes being disturbed. (11) Regulate by the development permit process to reduce light trespass (i.e., light that crosses property lines including the present natural boundary) and light glare (i.e., excessive illumination applied to a single area) within the coastal area to avoid disruption of natural activity patterns of coastal and marine species. (12) Assess proposed land uses or development within the K'ómoks Estuary in accordance with a completed and finalized K'ómoks Estuary management plan that has been endorsed by all affected jurisdictions.

Shoreline protection devices

Guidelines where an applicant proposes the installation, replacement, or repair of a shoreline protection device under these guidelines, the design of the device shall contribute to shoreline resiliency by following soft shore (e.g., “Green shore”) principles:

- Conserve or restore natural coastal or riparian processes (e.g., sediment transfer).
- Maintain habitat function and diversity.
- Prevent pollutants from entering the aquatic or riparian environment.
- Avoid or reduce cumulative impacts on the shoreline environment, including coastal or riparian processes. All proposals shall incorporate design elements that contribute to coastal resiliency by protecting or restoring natural coastal processes and habitat. Except when a hardened shoreline is proposed (i.e., based on the findings of a qualified professional that shoreline hardening is required to protect life and/or a principal building), shoreline protection device development permits can be approved under delegated authority. Proposals to harden a shoreline, including replacement and/or maintenance of an existing hard shoreline with similar hard design elements shall require board approval of the development permit.

- Campbell River Sustainable OCP n/a
- Sydney OCP – n/a
- Ucluelet OCP (2011)

3.4 Small Craft Harbour, Marine

The water areas of Ucluelet are generally designated as either: Small Craft Harbour (three water lots); Water Lot (majority of water lots); or Managed Water (remaining water areas not in registered water lots) In addition to these three designations, several water lots are designated in conjunction with the adjacent land-based designation (e.g. Village Square or Residential) Each registered water lot is inextricably linked to various adjacent land uses; hence the relationship between land and water requires careful consideration, which could include parking needs, water and sewer servicing and visual impacts. In conjunction with the sustainability objectives noted in the OCP, the District should consider protecting environmentally sensitive areas and shoreline habitat.

The District shall work with the Department of Fisheries and Oceans to: i. Identify environmentally sensitive areas; ii. Support marine ecology and marine education facilities within the Harbour; iii. Consider alternate long-term uses, such as residential, including a private marina, for the former BC Packers Plant; iv. Consider enhancing public access to the District owned water lot at the foot of Alder Street; v. Support transient boat moorage provided adequate sanitation facilities are located nearby; vi. Require all water lot uses to properly treat and dispose sanitary sewer waste and connect into the District's sewer collection system and access District potable water; vii. Require all structures to apply for and obtain a Building Permit, which addresses health and safety regulations; and viii. Explore ways and means of generating revenue to fund Harbour infrastructure.

2. iii. Managed Water All water areas located between the shoreline and the District boundaries, excluding all registered water lots, are designated as "Managed Water". Managed Water Policies: A comprehensive review of the area within the Managed Water designation will be carried out by the District. Until this time, no uses are permitted within the area, including boat or houseboat moorage.

+ Policies for Development Permit Areas

- Victoria OCP –

SHORELINE ECOSYSTEMS 10.9 Protect and enhance shoreline and marine habitat by: 10.9.1 Considering the establishment of Development Permit Area guidelines that consider best practices such as appropriate building setbacks, guidance for enhancing habitat values and the integration of climate change adaptation planning; 10.9.2 Establishing a Development Permit Area for the east side of the Upper Selkirk Waters to protect the unique natural features of this area; 10.9.3 Investigating the acquisition and designation of shoreline ecosystems through a Parks Acquisition Strategy; 10.9.4 Integrating restoration of natural shoreline features into the development of the Harbour Pathway, where appropriate; 10.9.5 Enhancing the Dallas Road Bluffs through the development of management zones and restoration targets; and, 10.9.6 Developing management strategies and initiatives for shoreline parklands that maintain and enhance coastal sediment processes. 10.10 Work in partnership with the Capital Regional District, the Township

of Esquimalt, the Town of View Royal, the District of Saanich, and other partners to increase coordination in the protection and restoration of Victoria Harbour and the Gorge Waterway. 10.11 Work with partners to assess the projected impacts of sea level rise on marine and shoreline ecosystems and respond to changing conditions through management strategies and development of a Climate and Energy Resiliency Plan [SEE ALSO SECTION 12 – CLIMATE CHANGE AND ENERGY].

- Powell River OCP 2014

5.5 Tidal / Saltwater Riparian Areas. The City is bounded on the west and south by Malaspina Strait. Due to exposure, topography, and historic private/industry ownership of much of the waterfront, direct community interaction, enjoyment, and exposure to the tidal water edge is limited. Increased public access to the waterfront and protection of the environmental quality of that waterfront is a priority for Powell River residents. Upland improvements to support expansion of harbour or any waterfront development must include environmentally sustainable measures.

5.5.1 Tidal/Saltwater Riparian Areas Objectives (a) Protect the shoreline along Malaspina Strait through the use of measures that take natural processes into consideration and do not detrimentally impact adjacent properties. (b) Plan for long-term climate change including sea level rise and associated storm impacts.

5.5.2 Tidal/Saltwater Riparian Areas Policies

(a) All development along the shoreline of Malaspina Strait must plan for a sea level rise of 1.0 metre and associated storm surge and coastal erosion.

(b) Except for shoreline protection measures and marine based structures such as ferry terminals, aquaculture facilities, breakwaters and moorage facilities, new buildings must be located a minimum of 15 metres from the natural boundary.

(c) Minimize the degradation of natural systems through steps such as protecting the foreshore from erosion, by retaining embankment vegetation and through construction that does not require vertical sea walls.

(d) All shoreline protection measures should include environmentally sustainable practices such as the retention and restoration of natural shoreline vegetation, and landscaping strategies that require little or no revetment and minimize erosion but augment bank stabilization, in conformance with the guidelines contained in the 2003 Federal/Provincial publication entitled Coastal Shore Stewardship: A Guide for Planners, Builders and Developers.

(e) Parking lots at or near the water's edge should consider permeable surfaces (e.g., grass, gravel, or open interlocking paving systems) to ensure bio-filtration of hydrocarbons and heavy metals from the undercarriage of vehicles from surface water drainage.

(f) It is recognized that the coastal shoreline undergoes a natural progression of accretion and erosion gradually over the long term or suddenly in severe storm events. The City shall endeavour to map and track this process as it relates to the shoreline for the purposes of land use planning.

(g) The City supports ensuring that storm water runoff from buildings and land is managed through a stormwater management system or other natural bio-filtration system where possible.

REFERENCES

General:

www.islandstrust.bc.ca/islands/island-ecosystems/caring-for-my-shoreline/greenshores-approach-your-marine-waterfront-canadian-edition-final-web-version.pdf (islandstrust.bc.ca)

[Islands Trust Conservancy](#)

[Microsoft Word - GS Jurisdiction Issue Sheet ver4 Oct09Final2.doc](#) (islandstrust.bc.ca)

[Greening Our Shores Workshop Presentations.pdf](#) (islandstrust.bc.ca)

[Critical Areas and Shoreline Monitoring & Adaptive Management Workshops](#) (washington-apa.org)

www.crd.ba.ca/docs/default-source/climate-action--pdf/sea-level-rise-planning-approaches-project-report.pdf?sfvtsn=d29757ca_0

Sea Level Rise:

[coastal-flood-inundation-mapping-project-summary.pdf](#) (crd.bc.ca)

<https://www2.gov.bc.ca/assets/gov/environment/climate-change/adaptation/resources/slr-primer.pdf>

[Coastal Floodplain Maps - Province of British Columbia](#) (gov.bc.ca)

City of Delta Sea Level Rise Strategy (2015): [119360](#) (civicweb.net)

[Sea Level - Environmental Reporting BC](#) (gov.bc.ca)

Island Ecosystems:

[Marsh Fine Sediment](#) (islandstrust.bc.ca)

Planning Tools | OCP + Development Permit Areas

District of Squamish OCP (2018): Development Permit Area guidelines: page 170

Specific Projects:

Bowen Island: [PowerPoint Presentation - Slide 1 \(civicweb.net\)](#)

] [June 2017 Attachment 2 Draft DPA Marine Shoreline Protection \[48138](#)

Lasqueti: [Shoreline Protection Project \(islandstrust.bc.ca\)](#) [June 2017 Attachment 1 Shoreline Protection OCP LUB.pdf](#)
[aug-2017-la-shoreline-mailout.pdf \(islandstrust.bc.ca\)](#)

[Sharing Our Shorelines Presentation.pdf \(islandstrust.bc.ca\)](#)

North Pender:

(brochure): [shorelinesmatterbrochure.pdf \(islandstrust.bc.ca\)](#)

Thetis:

[Thetis-Shoreline-Data-Compilation-for-workshop.pdf \(islandstrust.bc.ca\)](#)

[Summary-Report-Shoreline-Scenarios-workshop.pdf \(islandstrust.bc.ca\)](#)

[LPS Staff Report \(islandstrust.bc.ca\)](#)

[Microsoft Word - 1214420001-001-R-Rev0-Thetis Island Shoreline 24MAY 13.docx \(islandstrust.bc.ca\)](#)

Mapping:

Bowen Island: [Bowen Island Shoreline Maps - Briefing for BIM.pdf \(civicweb.net\)](#)

Lasqueti: [lasquetishorelinemapping.pdf \(islandstrust.bc.ca\)](#)

North Pender: [Map NPShorelineFeatures1.pdf \(islandstrust.bc.ca\)](#)

Forage Fish: [foragefishreport.pdf \(islandstrust.bc.ca\)](#)

South Pender: [Map.ShorelineFeatures.pdf \(islandstrust.bc.ca\)](#)

Thetis: [Review of Thetis Island Shoreline Classification and Recommendations for Shoreline Development - March 31, 2010, Archipelago Marine Research Ltd. \(islandstrust.bc.ca\)](#)

Other:

[Landowners-Guide-September-draft-revised.pdf \(islandstrust.bc.ca\)](#)

[Local Updates \(caorda.com\)](#)

[Hul'qumi'num Heritage Law Case Study Report](#)

[KFN Marine Plan 2012.pdf \(komoks.ca\)](#)

[squamish.ca/assets/OCP_Coastal_marine_planning](#)

Policy Compliance Checklist

Policies for Ecosystem Preservation and Protection

CONSISTENT	NO.	DIRECTIVE POLICY
	3.1	Ecosystems
	3.1.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and protection of the environmentally sensitive areas and significant natural sites, features and landforms in their planning area.
	3.1.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning, establishment, and maintenance of a network of protected areas that preserve the representative ecosystems of their planning area and maintain their ecological integrity.
	3.1.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the regulation of land use and development to restrict emissions to land, air and water to levels not harmful to humans or other species.
	3.2	Forest Ecosystems
	3.2.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of unfragmented forest ecosystems within their local planning areas from potentially adverse impacts of growth, development, and land-use.
	3.3	Freshwater and Wetland Ecosystems and Riparian Zones
	3.3.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address means to prevent further loss or degradation of freshwater bodies or watercourses, wetlands and riparian zones and to protect aquatic wildlife.
	3.4	Coastal and Marine Ecosystems
	3.4.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of sensitive coastal areas.

	3.4.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for and regulation of development in coastal regions to protect natural coastal processes.
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PART IV: Policies for the Stewardship of Resources

CONSISTENT	NO.	DIRECTIVE POLICY
	4.1	Agricultural Land
	4.1.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and preservation of agricultural land for current and future use.
	4.1.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the preservation, protection, and encouragement of farming, the sustainability of farming, and the relationship of farming to other land uses.
	4.1.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the use of adjacent properties to minimize any adverse affects on agricultural land.
CONSISTENT	NO.	DIRECTIVE POLICY
	4.1.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the design of road systems and servicing corridors to avoid agricultural lands unless the need for roads outweighs agricultural considerations, in which case appropriate mitigation measures shall be required to derive a net benefit to agriculture
	4.1.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address land uses and activities that support the economic viability of farms without compromising the agriculture capability of agricultural land.
	4.1.9	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the use of Crown lands for agricultural leases.
	4.2	Forests
	4.2.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the need to protect the ecological integrity on a scale of forest stands and landscapes.

	4.2.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the retention of large land holdings and parcel sizes for sustainable forestry use, and the location and construction of roads, and utility and communication corridors to minimize the fragmentation of forests.
	4.2.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the designation of forest ecosystem reserves where no extraction will take place to ensure the preservation of native biological diversity.
	4.3	Wildlife and Vegetation
	4.4	Freshwater Resources
	4.4.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater, water quality is maintained, and existing, anticipated, and seasonal demands for water are considered and allowed for.
	4.4.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure water use is not to the detriment of in-stream uses
	4.5	Coastal Areas and Marine Shorelands
	4.5.8	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the needs and locations for marine dependent land uses.
	4.5.9	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the compatibility of the location, size and nature of marinas with the ecosystems and character of their local planning areas.
	4.5.10	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the location of buildings and structures so as to protect public access to, from and along the marine shoreline and minimize impacts on sensitive coastal environments.
	4.5.11	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address opportunities for the sharing of facilities such as docks, wharves, floats, jetties, boat houses, board walks and causeways.
	4.6	Soils and Other Resources

	4.6.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of productive soils.
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PART V: Policies for Sustainable Communities

CONSISTENT	NO.	DIRECTIVE POLICY
	5.1	Aesthetic Qualities
	5.1.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the protection of views, scenic areas and distinctive features contributing to the overall visual quality and scenic value of the Trust Area.
	5.2	Growth and Development
	5.2.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address policies related to the aesthetic, environmental and social impacts of development.
	5.2.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address any potential growth rate and strategies for growth management that ensure that land use is compatible with preservation and protection of the environment, natural amenities, resources and community character.
	5.2.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address means for achieving efficient use of the land base without exceeding any density limits defined in their official community plans.
	5.2.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of areas hazardous to development, including areas subject to flooding, erosion or slope instability, and strategies to direct development away from such hazards.
	5.3	Transportation and Utilities
	5.3.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the development of a classification system of rural roadways, including scenic or heritage road designations, in recognition of the object of the Islands Trust.

	5.3.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the impacts of road location, design, construction and systems.
	5.3.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the designation of areas for the landing of emergency helicopters.
	5.3.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the development of land use patterns that encourage establishment of bicycle paths and other local and inter-community transportation systems that reduce dependency on private automobile use.
	5.4	Disposal of Waste
	5.4.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of acceptable locations for the disposal of solid waste.

CONSISTENT	NO.	DIRECTIVE POLICY
	5.5	Recreation
	5.5.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the prohibition of destination gaming facilities such as casinos and commercial bingo halls.
	5.5.4	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the location and type of recreational facilities so as not to degrade environmentally sensitive areas, and the designation of locations for marinas, boat launches, docks and anchorages so as not to degrade sensitive marine or coastal areas.
	5.5.5	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification of sites providing safe public access to beaches, the identification and designation of areas of recreational significance, and the designation of locations for community and public boat launches, docks and anchorages.

	5.5.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification and designation of areas for low impact recreational activities and discourage facilities and opportunities for high impact recreational activities.
	5.5.7	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the planning for bicycle, pedestrian and equestrian trail systems.
	5.6	Cultural and Natural Heritage
	5.6.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the identification, protection, preservation and enhancement of local heritage.
	5.6.3	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address the preservation and protection of the heritage value and character of historic coastal settlement patterns and remains.
	5.7	Economic Opportunities
	5.7.2	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address economic opportunities that are compatible with conservation of resources and protection of community character.
	5.8	Health and Well-being
	5.8.6	Local Trust Committees and Island Municipalities shall, in their official community plans and regulatory bylaws, address their community's current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services.

POLICY STATEMENT COMPLIANCE	
	COMPLIANCE WITH TRUST POLICY
	NOT IN COMPLIANCE WITH TRUST POLICY for the following reasons:



REQUEST FOR DECISION

To: Regional Planning Committee **For the Meeting of:** August 25, 2021

From: Narissa Chadwick, Island Planner **Date Prepared:** August 18, 2021

SUBJECT: Update on the Freshwater Sustainability Strategy and Related Projects

RECOMMENDATION:

That the Regional Planning Committee approve the reallocation of funding for the “Water licensing and water related development approvals processes communications” to support Indigenous youth engagement in the Salt Spring Island Stream Restoration project.

PLANNING DIRECTOR COMMENTS:

This recommendation will ensure that we are able to fulfil grant requirements within the grant timeline.

1 PURPOSE:

To provide an update on the status of the Freshwater Sustainability Strategy and related projects and receive support from the RPC for the reallocation of funding from the “Water licensing and water related development approvals processes communications” to support Indigenous youth engagement in the Salt Spring Island Stream Restoration project.

2 BACKGROUND:

Islands Trust policy states that islands should be self-sufficient in their supply of freshwater. Freshwater sustainability has been a concern of the Islands Trust for decades. It is further threatened by climate change. In order to strengthen commitment to freshwater sustainability the 2018-2022 Strategic Plan identified freshwater stewardship as a top priority.

At the December 22, 2020 meeting, the Regional Planning Committee approved the allocation of \$90,000 of Provincial Healthy Watersheds Initiative funding to support the development of a Freshwater Sustainability Strategy. This was added to the previously allocated sum of \$20,000 to evaluate options and opportunities for the development of a Freshwater Sustainability Strategy. At the same meeting, a project charter supporting the expansion of the Freshwater Sustainability Strategy work was endorsed.

The Regional Planning Committee also endorsed the allocation of an additional \$90,000 of the Provincial Healthy Watersheds Initiative funding to support freshwater sustainability implementation demonstration projects. These included:

- **Heritage Preservation Overlay Mapping (Phase 1)** - data collection and research contributing to the development of a methodology for understanding and mapping areas of Indigenous cultural heritage significant with a focus on freshwater and related resources.
- **Hornby Island Drinking Water and Watershed Protection Project** – a community based water quality monitoring project

- **Lasqueti Island Drinking Water and Watershed Protection Project** – a community based water quality monitoring project
- **Salt Spring Island Stream Restoration** – Restoration of Mawhinna Creek and McFadden Creek
- **Water licensing and water related development approvals processes communications** – development of communications outlining water licensing requirements and water related development approvals processes to better inform First Nations and newcomers to the islands as well as current residents

Prior to signing the funding agreement an additional \$10,000 was provided to support Indigenous Youth Engagement. Involving Indigenous Youth was an interest expressed by the Cultural Knowledge Holders engaged in the development of the Freshwater Sustainability Strategy.

UPDATE:

The Freshwater Sustainability Strategy

The development of the Freshwater Sustainability Strategy has involved:

- a literature review of documentation related to water sustainability, policy, and governance in the Trust Area,
- interviews with select internal and external stakeholders familiar with water management challenges,
- two virtual workshops with about a dozen Islands Trust staff members each,
- informal meetings with numerous Trust staff members,
- three meetings with an ad hoc Strategy Advisory Committee consisting of 23 individuals representing community groups, government agencies and improvement districts, and Cultural Knowledge Holders;
- Culture Knowledge Holder focus sessions; and
- a special session with Regional Planning Committee in May 2021

An initial draft of the Freshwater Sustainability Strategy has been provided to Islands Trust staff managing the development of the strategy. Staff are currently working with the Consultant on revisions before sharing the draft more widely. While it was originally anticipated that the Regional Planning Committee would receive a draft to review at the September RPC meeting, due to the need for further review it will not be ready to share until the November RPC. It is anticipated to be shared with Trust Council at their November 30th – December 2 meeting with budget estimates for the next fiscal to support programs identified in the Strategy.

Related Projects

Heritage Preservation Overlay Mapping (Phase 1) – Consultant has been hired and work is underway.

Hornby Island Drinking Water and Watershed Protection Project – The Freshwater Specialist has been working with the Hornby Water Stewardship Project to support the development of their water quality monitoring program. Watershed resilience mapping was undertaken to support both the Hornby and Lasqueti projects.

Lasqueti Island Drinking Water and Watershed Protection Project – The Freshwater Specialist is working with the Pete's Land Water Users Society to support the development of their water quality monitoring program.

Salt Spring Island Stream Restoration – The consultant has been hired and the work is underway under the management of the Islands Trust Conservancy. The Healthy Watersheds Initiative may be providing additional funding to provide training and employment opportunities for Indigenous youth.

Water licensing and water related development approvals processes communications – This project is not yet underway. Staffing changes has challenged the initiation of this project. Staff would like to reallocate the funding for this project to support Indigenous youth engagement.

Indigenous Youth Engagement – Naut’ sa mawt Tribal Council’s events management team has been contracted to facilitate Indigenous youth engagement. To date this has involved the organization of two youth and elder talking circles and the launch of a freshwater art contest for Indigenous youth. The Islands Trust summer planning co-op student has been working on a short film integrating Cultural Knowledge Holder and Indigenous Youth voices to share the Indigenous perspective on freshwater with Islands Trust communities. The Healthy Watersheds Initiative has indicated that \$10,000 additional Funding is available to support a larger film project. This will enable the contributions made by the Youth through the art project to be captured in the film.

3 IMPLICATIONS OF RECOMMENDATION

The recommendation to reallocate funding from the “water licensing and water related development approvals process communications” to support Indigenous youth engagement in the “Salt Spring Island stream restoration project” will enable the Islands Trust to support the momentum that has been gained with the Indigenous youth engagement work that has been done as a result of the HWI funding. It will also provide the opportunity to pilot a process on Salt Spring for Indigenous youth engagement in restoration that could be replicated for restoration projects on other Islands.

4 ATTACHMENT(S):

1. Updated Freshwater Sustainability Strategy Project Charter

RESPONSE OPTIONS

Recommendation:

That the Regional Planning Committee approve the reallocation of funding for the “Water licensing and water related development approvals processes communications” to support Indigenous youth engagement in the Salt Spring Island Stream Restoration project.

Alternatives:

1. That the RPC not support the recommendation. This will prevent the Island Trust from supporting the momentum gained with Indigenous youth engagement and prohibit the implementation of a pilot project that would support relationship building with First Nations throughout the Islands Trust Area.

2. That the RPC allow partial reallocation of funding for the “Water licensing and water related development approvals processes communications” and scale the project down the project. - Given staffing shifts and existing workloads, producing any kind of communications related to water licensing and water related development approvals before the funding deliverables deadline of December 2021 will be a challenge. Given that the Salt Spring Island Stream Restoration project is underway and being managed by the Trust Conservancy; Naut’sa mawt Tribal Council is keen to reach out to Indigenous youth to engage them in the project; and it will be a great opportunity to support the momentum gained through the current Indigenous youth engagement work to develop a model process for similar projects on other islands this project should be adequately resourced from available funding.

Prepared By: Narissa Chadwick/ August 18,2021

Reviewed By/Date: David Marlor, Planning Director/August 19, 2021

Trust Council Freshwater Sustainability Strategy (TC-FWSS)- Phase 1 & 2: Scoping, Situation Analysis, Development and Evaluation of Strategy Options

Regional Planning Committee

REVISION Date: August 17, 2020

Purpose: The Trust Council Freshwater Sustainability Strategy Development Process (Phase 1 and 2) will facilitate the identification and evaluation of options and opportunities to support existing Islands Trust initiatives and implement new approaches to supporting the long-term sustainability of freshwater in the Islands Trust Area.

Background: Islands Trust policy states that islands should be self-sufficient in their supply of freshwater. Freshwater sustainability has been a concern of the Islands Trust for decades. It is further threatened by climate change. In order to strengthen commitment to freshwater sustainability the 2018-2022 Strategic Plan identified freshwater stewardship as a top priority. \$90,000 of provincial funding from the Healthy Watersheds Initiative has been designated to support the development of a freshwater sustainability strategy.

Objectives

- Complete a situation analysis of previous freshwater resource planning, data availability/ management and stakeholder perspectives
- Comprehensive engagement process to inform development of a draft FWSS
- Identification of FWSS options and opportunities

In Scope

- identifying/clarifying goals and targets
- identify IT jurisdiction with respect to FWSS
- situation analysis
- identifying knowledge and data gaps
- identifying policy gaps
- identifying best practices in other jurisdictions
- identifying and evaluating options and opportunities (to include estimating costs of next stages including webpage development)
- provision of budget estimates for implementation

Out of Scope

- Detailed technical work

Workplan Overview

Deliverable/Milestone	Date
Project Charter endorsed by Local Planning Committee	May 20, 2020
Initial scoping analysis with Islands Trust Staff	June, 2020
Terms of Reference and Request for Expressions of Interest created	July, 2020
Hiring Consultant	Oct, 2020
Completion of Situation Analysis	Jan-Feb 2021
Stakeholder Consultation	Feb – May 2021
Finalize Draft FWSS	June- October, 2021
Trust Council Approval of FWSS	Dec, 2021

Project Team

Narissa Chadwick, Island Planner	Project Manager
William Shulba, Freshwater Specialist	Technical Advisor
David Marlor, Director LPS	Project Sponsor
ECONICS/Compass	Consultant

Budget

Budget Sources: LPC \$20,000 Grant: \$90,000		
Fiscal	Item	Cost
20/21	Consultant Work – initial work on Phase 1	\$50,000
21/22	Consultant – finish Phase 1 and Phase 2	\$60,000

Change Sheet:

Date	Amendment
Sept. 30	Phase 1 broken into two parts to address funding availability limit of \$20,000 for 2020/21
Dec.17	Full Phase 1 and 2 added to be supported by Healthy Watershed Initiative funding, budget amended to include \$90,000 grant from WatershedBC. Total budget including the \$20,000 already allocated is \$110,000.
August 17, 2021	Extended timeline to accommodate additional time needed for review

From: Dave McKerrell <dave.islandmarine@gmail.com>
Sent: Friday, January 8, 2021 11:28 AM
To: ssiinfo
Subject: Request to amend Marine Float Size Bylaw
Attachments: LTC_FloatSize.pdf

Hello Islands Trust,

Please find attached a letter I would like you to present to the Trustees. Many Thanks

Stay Safe

--

David McKerrell



**Island Marine Construction
Services Ltd.**



#2- 156 Alders Ave Saltspring Island BC V8K 2K5

250 537 9710 ext 3 fax 250 537 1725

Toll Free 1 855 437 9710 ext 3 International 011.250.537.9710



<http://islandmarine.ca/>

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Thank you.



Esteemed Trustees,

January 6, 2021

I am writing to represent Island Marine Construction Services Limited, a long time Island business incorporated in 1996. IMC employs 13 full time employees and supports the GISS TASK program work experience students and ITA apprenticeships. Our current operational profile consists of marine construction, specifically private moorage facilities and marinas, dock maintenance on both private and public facilities, including salvage operations of sunken or abandoned vessels.

As we perform construction of our private moorage facilities, we are governed by the Salt Spring Island Local Trust Committee Land Use Bylaw #355 which restricts float size in S6 and S7 Zones to 35 sq metres, or 377 sq ft.

We request that the Local Trust Committee consider modifying the bylaw to allow one additional square metre, increasing the allowed float size to 36 sq metres, or 387.5 sq ft.

Currently in Canada the lumber industry still operates largely in feet and inches. Efficient float construction naturally follows the industry standards. As an example, the following float sizes would allow for the most efficient use of these of these standards:

12' x 32' = 384 sq ft or 35.67 sq m

10' x 38' = 380 sq ft or 35.3 sq m

8' x 48' = 384 sq ft or 35.67 sq m

The small increase requested would enable float construction without cutting, thereby eliminating considerable waste, reducing labour, and generally making the whole process more efficient. Douglas fir is the main material used in these floats and, as a valuable resource in British Columbia, the least waste created is best.

Please consider our request.

Respectfully Yours,

David McKerrell

David McKerrell



#2 - 156 Alders Ave. Saltspring Island, BC V8K 2K5
ph 250-537-9710 fx 250-537-1725
info@islandmarine.ca

From: Jason Roy Allen <[REDACTED]>
Sent: Monday, January 18, 2021 10:44 AM
To: Laura Patrick <lpatrick@islandstrust.bc.ca>
Cc: Peter Grove <pgrove@islandstrust.bc.ca>; ssiinfo <ssiinfo@islandstrust.bc.ca>
Subject: Re: Proposed bylaw amendment for stairs /access to the foreshore.

Hi Laura,

Thank you for the quick response, I have been in contact with Islands trust bylaw and planning and bylaw 355 only permits boathouses, pump houses and fences within 15m off the natural boundary of the sea. There is no mention of stairs in the bylaw.

I am glad you believe the shoreline rules should be similar on all Islands.

Let's work together to make that happen.

Can we meet or have a call to develop a plan on how to move forward?

thanks

Jason Roy-Allen

On Dec 11, 2020, at 10:58 AM, Laura Patrick <lpatrick@islandstrust.bc.ca> wrote:

Jason,

Thank you for your enquiry and offer to volunteer. I have copied staff who can shed light on what is or is not allowed. Personally, I believe shoreline rules should be similar on all the islands in the Trust Area.

Laura Patrick

From: Jason Roy Allen [REDACTED]
Sent: Friday, December 11, 2020 10:53 AM
To: Laura Patrick; Peter Grove
Subject: Proposed bylaw amendment for stairs /access to the foreshore.

Hi Laura and Patrick,

I am a resident and landowner on Saltspring Island. It has come to my attention that stairs/assess to the foreshore or stairs/ramp to a dock/floats etc. is not addressed within bylaw 355. As I'm sure you are aware there are hundreds of residents on Saltspring that have stairs to access the foreshore and/or ramps to access docks and foreshore. According to Islands Trust Bylaw enforcement, all stairs, ramps (any structure to access the foreshore) are not permissible structures, because they are not listed as a permissible structure within the bylaw.

I believe that safe access to the foreshore is very important for all residents of Saltspring. I built stairs to our foreshore for the safety of my family. (Including my [REDACTED]) as the bank is steep and slippery. In the process of doing so, I applied to the province and received permission to land stairs on the foreshore.

I am also concerned about the liability of public accessing the foreshore through our property, as there is condition precedent under BC Law that if someone hurts themselves on your land, the landowner is liable for the injury. (Example is the claim against the land owner of walkers hook beach, which a member of the public fell and filed a claim against the landowner and won the case in court. Ensuring that proper stairs/ramps to access foreshore is important, to ensure the safety of the public and the landowners as well as limiting the liability exposure to landowners.

Other gulf Islands have addressed access to the foreshore in their bylaws.

An Example:

Islands Trust Bylaw 103 (North Pender Island)

3.7.2 Walkways and stairs to access a dock or the foreshore and not exceeding a height of 1 metre and a width of 1.2 metres, anchor pads or abutments up to 1.5 metres in width for the purpose of securing a dock structure or wharf to the upland, up to 3 metres length of a dock walkway or ramp, and pumphouses are exempt from Subsection 3.7.1, and pumphouses used exclusively for housing an individual water system are exempt from the BL 194 13 setback provisions specified in Part 8 of this Bylaw. Information Note: Walkways and stairs to access a dock or the foreshore are not exempt from interior or exterior side lot line setbacks or requirements for a development permit where applicable.

8.19 Water 1 (W1) Zone BL 139 8.19.1 Permitted Uses

(1) The following uses and no others are permitted in the Water 1 (W1) Zone: (a) private floats, wharves, ramps and walkways accessory to the residential use of an abutting upland lot or lots abutting the sea, and providing access to that lot or those lots; BL 194 55 (b) pilings necessary for the establishment or maintenance of the uses permitted by

Clause 8.19.1(1)(a); (c) boat launching ramps; and (d) marine navigation, marine navigation aids and marker buoys.

8.19.2 Buildings Prohibited (1) No building, including a boat house, may be constructed or erected on any float or wharf in the Water 1 (W1) Zone.

8.19.3 Commercial and Industrial Activity Prohibited (1) For certainty, no commercial or industrial activity or use is permitted in the Water 1 (W1) Zone.

8.19.4 Residential Use Prohibited (1) No person may reside on any structure or on any boat or vessel moored or wharfed in the Water 1 (W1) Zone.

8.19.5 Setbacks (1) No structure may be located within 3 metres of the seaward projection of any side lot line of the abutting upland lot. BL 132

8.19.6 Size of Structures (1) The maximum water area that may be covered by floats and wharves is 37 m² . (2) The width of any ramp or walkway, including handrails, used to access any float or wharf permitted in clause 8.19.1(1)(a) shall not exceed 1.5 metres .

8.19.7 Density (1) A maximum of one private float, wharf, ramps and walkway is permitted per abutting upland lot. (2) A maximum of one boat launching ramp

I would be happy to volunteer my time to form a committee that would research and consult with waterfront landowners on Saltspring Island to develop a proposed bylaw amendment for bylaw 355 that meets the needs of the waterfront landowners and residents of Saltspring,

I look forward to hearing from you,

Regards,

Jason Roy-Allen

[Redacted signature block]

Top Priorities Report

Regional Planning Committee

1. Application Processing Services Update

CURRENT: Consideration of Trust Council feedback by RPC

PLANNED: Final policy and fees bylaw to RPC in /span>, and to Trust Council in June, 2021

Responsible

David Marlor
Narrisa Chadwick

Dates

Rec'd: 22-Aug-2019
Target: 12-May-2021

2. Manage Trust Council Strategic Plan Action Items

Strategic Plan item #2.3 - Shoreline Review - David Marlor

Strategic Plan item #2.4 - Freshwater Sustainability Strategy - Narissa Chadwick and William Shulba

Strategic Plan item #2.5 - Groundwater Mapping - William Shulba

Strategic Plan item #4.4 iii - Using Floor Area Ratio for Affordable housing - David Marlor

Responsible

David Marlor
Narrisa Chadwick
William Shulba

Dates

Rec'd: 29-Jul-2020
Target: 29-Sep-2021

Projects Report

Regional Planning Committee

1. *Shoreline Marine Planning*

Responsible

Date Received

Trust Council - 2015-2018 Strategic Plan Item

09-Nov-2017

Conduct a working group session to brainstorm possible directions.

2. *Preserve, protect and advocate for forest and terrestrial ecosystems*

Responsible

Date Received

1. Map contiguous tracts of the Coastal Douglas-fir zone (CDF) and associated ecosystems to aid in protection of that zone and its associated ecosystems (underway by contractor for completion March 31, 2020) (2018-2022 Strategic Plan item 1.1).

12-Feb-2020

2. Create a model development permit area for Local Trust Committee-Bowen Island Official Community Plans bylaws to protect Coastal Douglas-fir zones throughout the Trust Area (2018-2022 Strategic Plan item 1.2).

3. *Preserve and protect marine ecosystems*

Responsible

Date Received

1. Map the extent of eelgrass and kelp beds throughout the Trust Area (2018-2022 Strategic Plan item 2.2).

12-Feb-2020

2. Undertake a review of Local Trust Committee- Bowen Islands Municipality foreshore policies and regulatory bylaws and develop model policy and regulatory bylaws for the protection of the foreshore and nearshore (2018-2022 Strategic Plan item 2.3).

4. *Protect quality and quantity of fresh water resources of the Trust Area*

Responsible

Date Received

Projects Report

Regional Planning Committee

1. Map and develop water budgets for groundwater aquifers in the Trust Area (2018-2022 Strategic Plan item 2.5)
2. Develop a model land use regulation regarding freshwater sustainability including groundwater, rainwater catchment and greywater recycling (2018-2022 Strategic Plan item 2.6).

12-Feb-2020

5. *Strengthen housing affordability throughout the Islands Trust Area*

Responsible

Date Received

Implement the high priority actions outlined in the Affordable Housing in the Trust Area: Strategic Actions for Islands Trust previously referred by Trust Council:

12-Feb-2020

1. Develop model bylaws that use floor area ratio as a density metric for consideration of implementation in local trust area land use bylaws (2018-2022 Strategic Plan item 4.4 iii).
2. Develop model density bonus bylaws for consideration of implementation in local trust area land use bylaws (2018-2022 Strategic Plan item 4.4 iv).
3. Develop model bylaws to address the use of building stratas as a tool for affordable housing (2018-2022 Strategic Plan item 4.4 v).

6. *Mitigate and adapt to climate change impacts*

Responsible

Date Received

1. Amend Official Community Plans and land use bylaws to foster climate change resilience, including measures to protect Coastal Douglas fir, foreshore and nearshore environments and groundwater. (2018-2022 Strategic Plan item 3.2).

12-Feb-2020