



Regional Planning Committee Agenda

Date: Wednesday, September 6, 2023
Time: 10:00 am - 3:00 pm
Location: Electronic Zoom Meeting

Pages

1. **CALL TO ORDER**
2. **AGENDA**
 - 2.1 **Review of the Agenda**

Late items, new items and re-ordering of the agenda
 - 2.2 **Approval of Agenda**
3. **PUBLIC COMMENT PERIOD**
4. **DELEGATIONS**

None.
5. **CORRESPONDENCE**
 - 5.1 **Letter from Harlene Holm, February 14, 2023 re: Freshwater Sustainability Strategy** 4 - 5
 - 5.2 **E-mail from Trustee Peterson, August 30, 2023 re: LTC Project Funding** 6 - 7
6. **ADMINISTRATIVE COORDINATION**
 - 6.1 **Draft Minutes of Previous Meetings**

For review and approval

 - 6.1.1 **RPC Regular Meeting Minutes of April 27, 2023** 8 - 14
 - 6.1.2 **RPC Special Meeting Minutes of July 27, 2023** 15 - 18
 - 6.2 **Resolutions Without Meeting**

None.
 - 6.3 **Follow up Action List** 19 - 21

For review
7. **BUSINESS - WORK PROGRAM ITEMS**

7.1	Housing Affordability	
7.1.1	Housing Scan - BRF	22 - 27
7.1.2	Housing Needs Gaps Analysis - BRF	28 - 40
7.1.3	Housing Strategy - RFD	41 - 48
	that Regional Planning Committee amend the Draft Housing Strategy as follows:	
	• [List...], and • request staff to return the revised Housing Strategy and Housing Options Toolkit to the next regular business meeting	
7.2	Fiscal Year 2024/25 Business Cases	49 - 63
	that Regional Planning Committee forward to Financial Planning Committee for inclusion in the Fiscal Year 2024/25 budget business cases for:	
	• completing Eelgrass Mapping, • updating Housing Need Reports for all local trust areas except Salt Spring Island Local Trust Area, and • advancing and Implementing a Housing Strategy and Housing Options Toolkit.	
8.	BUSINESS - OTHER	
8.1	Kunming-Montreal Global Biodiversity Framework - RFD	64 - 73
8.2	Governance Review - Annex 1 Recommendations Summary - BRF	74 - 97
9.	BUSINESS - NEW	
10.	WORK PROGRAM	98 - 102
	For review and referral to Trust Council before each quarterly TC meeting	
11.	NEXT MEETING	
	Wednesday, November 15, 2023 from 10 a.m. to 3:00 p.m.	
12.	CLOSED MEETING	
	If desired:	
	That the meeting be closed to the public in accordance with the Community Charter, Part 4, Division 3, s.90, (quote the pertinent section here, for example, (1)(a) personal information about...) and that the recorder and staff [attend/not attend] the meeting.	
13.	RISE AND REPORT	
	If desired	

14. ADJOURNMENT

*Approximate time is provided for the convenience of the public only and is subject to change without notice.

Islands Trust *Freshwater Sustainability Strategy*: “great cry and little wool.”

If strategy is defined as a detailed plan for achieving success, the *Freshwater Sustainability Strategy* December 2021 report remains at the ruminating stage. Page 35 of the report outlines the decade-long planning program, timeline and budget. A decade to spend taxpayer money while watersheds and wetlands are destroyed, wells go dry, and aquifer salinization increases.

The report reflects the July 2020 Project Charter wherein aquifer protection plans are “out of scope.” There is no sign of a strategy outlining action in real time to preserve and protect watersheds and wetlands. Instead, the focus is on amassing data regarding aquifers –the water that managed to find its way below ground.

Unfortunately, the emphasis on “inventory and understand” puts off what local knowledge and Indigenous ways of knowing could say must be done... yesterday: preserve and protect watersheds and wetlands; stop diverting rainwater water into the ocean; reduce the human footprint.

The problem with the *Freshwater Sustainability* report is its narrow focus and seemingly leisurely approach to an immediate problem. Preserving freshwater is a multi-layered process and should include the following aspects.

- 1) Create a Trust Policy Statement that puts the natural environment first and insists that Local Trust Committees (LTC) and Trust Council evaluate development/land use in the context of impacts on the natural environment with emphasis on watersheds, wetlands and areas prone to erosion and/or flooding. The cautionary principle should apply rather than hoping that technology will save us. A healthy environment is the foundation of a sustainable island community.

- 2) Shift the freshwater focus to the visible environment wherein precipitation is gathered (rather than drained into the ocean) and can thus find its way into aquifers. Much of the visible environment of Denman Island and, presumably all islands, has been mapped.

- 3) Build on watershed and wetland documentation that already exists, though much was sidelined when the Trust digitalized mapping. Satellite imagery is not a fool-proof alternative. Consider examples on Denman Island. Forest rendered ‘invisible’ the massive wetland that feeds Two Roads Farm and Denman school. Consultants missed the 54 hectare Lindsay-Dickson forest when mapping old growth. The Denman Farm Plan might have been less regrettable if the consultants had not derived information on farms via driveway google and

omitted any discussion of protecting watersheds and wetlands. The eternal present should not be the starting point for research and planning.

4) Seriously dialogue with the Provincial and Federal Ministries whose decisions (or lack thereof) have an impact on the environment, including FLNRORD, the Ministry of Agriculture and MOTI. A serious dialogue means that Trust Council representatives clearly frame the problem, outline the possible solutions and then walk into a meeting with the goal of honing ideas and achieving results rather than achieving bureaucrat to bureaucrat bonhomie.

5) Reduce the human footprint by restricting lot coverage and including all man-made impermeable surfaces in coverage calculations; address the creation of roads in new developments –the 2019 *State of Islands Report* listed roads as covering 16.4% of existing ‘converted’ land; stop including designated parks as conserved land unless an agreement is in place to limit recreational access to paths and forbid use of the land for campsites, roofed accommodation, commercial enterprises and parking lots.

6) Create bylaws that protect wetlands and watersheds using Environmental Development Area designation http://www.elc.uvic.ca/wordpress/wp-content/uploads/2016/04/2016_01_02_EDPA_FINAL_March31_2016.pdf . Tree cutting bylaws are reviewed by *Raincoast Chronicles* <https://www.raincoast.org/wp-content/uploads/2021/08/tree-protection-bylaws-in-bc-2021.pdf> . Any limitation needs judicious evaluation and involve both community discussion and local knowledge (islands have a wealth of expertise).

7) Explore using Siting and Use provisions to require siting of impermeable structures so as not to necessitate/result in draining seasonally flooded areas. In addition, siting of a dwelling might include setbacks from existing treed areas on a lot so as to prevent subsequent deforestation to protect the house from storm damage or wild fires. Fire Smart BC <https://firesmartbc.ca> and insurance companies encourage significant clearing of vegetation around a residence.

8) Educate islanders, agencies and developers/planners about how to prevent water loss through run-off and excessive water use.

9) For islands with a beaver population, establish protective measures for the critters that manage water better than any human expert.

Harlene Holm Denman Island

From: Robert Barlow
Sent: Wednesday, August 30, 2023 4:31 PM
To: Robert Barlow
Subject: FW: Regarding LTC project funding

From: Timothy Peterson <tpeterson@islandstrust.bc.ca>
Sent: Wednesday, August 30, 2023 1:28 PM
To: RPC <RPC@islandstrust.bc.ca>
Subject: Regarding LTC project funding

Dear RPC members,

Last term, I was a member of RPC as we worked on changing the way in which LTC projects were allocated funding.

Previously, LTCs were allowed up to 3 projects, although in practice it was rare that staff capacity was sufficient to actually advance work on 3 projects simultaneously. Certainly, a change to a more realistic system made a lot of sense, and I did support the changes made.

The purpose of this letter is to draw the attention of the committee to an unforeseen reality with the current process (at least by me.)

The Lasqueti LTC continues work from last term on its OCP Review project. Staff estimates that the annual cost of the project is less than \$5,000, thereby qualifying as a Minor project.

Here's the rub:

Because the OCP project is estimated at under the \$5,000 threshold, the LTC is limited to only one project, period. We are told that to do work on any other project, no matter how small or time sensitive, the OCP project must be shelved. Therefore, we are faced with deferring either the OCP project, or any other potential projects, likely for the duration of the term.

My view is that this was not the intent of the reform of the previous system, as it tends to mean that LTCs which have no projects over the \$5,000 threshold are allocated much less than those which have both a Major and Minor project simultaneously. In my view, this has unintentionally created an inequity.

I would like to request that RPC review the policy to analyze the impact of a change whereby LTCs would be permitted to have

- 1) One Major and one Minor project; OR
- 2) Two Minor projects.

Thank you for your time, and your service on RPC.

Regards,

Tim Peterson



Regional Planning Committee Minutes of a Regular Meeting

Date: April 27, 2023
Location: Coast Bastion Hotel, 10 Gordon Street, Nanaimo

Members Present: Laura Patrick, Chair
Sam Borthwick, Vice Chair
Alex Allen, Hornby Island Local Trustee
Mairead Boland, Saturna Island Local Trustee
Tobi Elliott, Executive Committee Representative
David Graham, Denman Island Local Trustee
Peter Luckham, Thetis Island Local Trustee (Ex Officio)

Member Regrets: Aaron Campbell, North Pender Island Local Trustee
Mikaila Lironi, Lasqueti Island Local Trustee

Staff Present: Stefan Cermak, Director, Planning Services
Robert Kojima, Regional Planning Manager, Southern Team
Renee Jamurat, Regional Planning Manager, Northern Team
Narissa Chadwick, Island Planner
Chloe Cookson, Administrative Assistant/Recorder

Others Present: No members of the public were present.

1. CALL TO ORDER

Chair Patrick called the meeting to order at 10:02 a.m. and acknowledged that the meeting was being held on the traditional and unceded territory of the Snuneymuxw Nation.

2. AGENDA

2.1 Review of the Agenda

The following late item was presented for consideration:

- Addition to agenda item #6.3 – Correspondence from Economic Development Cowichan in regards to an invitation to the Cowichan Housing Authority Workshop.

2.2 Approval of the Agenda

By general consent the Regional Planning Committee approved the agenda as amended.

3. PUBLIC COMMENT PERIOD

No members of the public were present.

4. DELEGATIONS

None.

5. CORRESPONDENCE

5.1 Letter dated March 9, 2023 RE Temporary Use Permits for Housing Advocacy

Received for information.

5.2 Salt Spring Solutions Integrated Housing Framework for Salt Spring Island

Received for information.

5.3 2023-04-26 Economic Development Cowichan

Received for information.

6. ADMINISTRATIVE COORDINATION

6.1 Draft Minutes of Previous Meeting

By general consent the Regional Planning Committee Minutes of February 1, 2023, were approved as presented.

6.2 Resolutions Without Meeting (RWM)

None.

6.3 Follow-up Action List

The Follow-up Action List was reviewed.

RPC 2023-016

It was MOVED and SECONDED,
that Item 1, which is in regards to analysis on fee-per-lot structure, be removed from the Follow-Up Action List.

CARRIED

7. BUSINESS – WORK PROGRAM ITEMS

7.1 Project Tracking – Briefing (BRF)

Regional Planner Manager Kojima presented the Briefing. Committee discussion included:

- Trustee involvement and collaboration between Trustees in inter-Island projects and meetings;
- model bylaws;
- and the integration of information on the website.

7.2 Applications Report – BRF

Regional Planning Manager Kojima presented the Applications Report Briefing. Committee discussion included:

- the ratio of new development to population rise;
- building permits and other development permits;
- and how much developable land there is in the Islands Trust Area.

7.3 Request from Gabriola LTC to add "Shoreline Protection review" to projects – BRF

The request was reviewed by the Committee.

7.4 Housing Action Scan – BRF

Planner Chadwick presented the Briefing. Committee discussion included:

- how housing intersects with the environment;
- the mapping for individual islands' unique environmental contexts;
- how much capacity each of the islands have in terms of housing;
- the role of Reconciliation and First Nations needs in the context of housing in the Islands Trust Area;
- growth and restrictions on growth within the Islands Trust Area;
- Housing Needs Assessments and the number of residents on the Islands in need of housing;
- the changing demographic on the Islands, particularly in terms of age;
- and the impact of internet availability on demographics.

Trustee Allen joined the meeting at 11:39 a.m.

The Committee recessed at 12:10 p.m. and resumed at 12:51 p.m.

The Committee then addressed item #10.2.

10.2 Discussion of Priorities

Trustee Borthwick presented the Committee Discussion of Priorities. Committee discussion included:

- "What seeds do we need to be planting today to ensure we are reaping healthy communities in the future?"
- initiating long-term change for the benefit of people and places in the Islands Trust Area, both present and future;
- preparing for the future in concrete, actionable ways;
- the effects of climate change and how to prepare for those effects;

- food security;
- environmental protection;
- what influences demographics on the Islands and the significance of a balanced and varied demographic;
- economic demographics on the Islands and how those demographics influence housing;
- how to create more housing opportunities, including rental opportunities;
- the perception of housing growth;
- downzoning;
- agricultural land;
- housing for agricultural workers;
- and future population growth.

RPC 2023-017

It was MOVED and SECONDED,

that Regional Planning Committee commits to working on a suite of projects that will develop healthy, resilient island communities by employing two lenses: mitigating and adapting to the effects of climate change, and managing growth by cultivating equitable, inclusive, and resilient communities and the natural environment.

CARRIED

7.5 Annual Report – Request for Decision (RFD)

The Annual Report Request for Decision was presented. Committee discussion included the potential for greater clarity and specificity of language in the Annual Report, in regards to referring to work done by particular islands.

RPC 2023-018

It was MOVED and SECONDED,

that Regional Planning Committee approve the text in the Annual Report Request For Decision as amended for inclusion in the 2022/23 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs.

CARRIED

7.6 2024/25 Business Case and Current Fiscal – RFD

Director Cermak presented the RFD. Committee discussion included:

- the scope and definition of Housing Needs Assessments;
- the cost, feasibility, and process of the proposed Housing Gaps Analysis;
- the scope of the Eelgrass Mapping project;
- communication with Island communities;
- and the use of budget.

Trustee Allen left the meeting at 3:08 p.m.

RPC 2023-019

It was MOVED and SECONDED,

that Regional Planning Committee request staff to draft the following Fiscal Year 2024/25 business cases for consideration at the next regular business meeting:

- Complete Eelgrass Mapping,
- Implement the Freshwater Sustainability Strategy,
- Update Housing Needs Assessments, and
- Advance Development and Implementation of an Islands Trust Housing Strategy and Toolkit.

CARRIED

Trustee Luckham left the meeting at 3:14 p.m.

RPC 2023-020

It was MOVED and SECONDED,

that Regional Planning Committee allocate the following funds from the Regional Planning committee placeholder in the current 2023/24 fiscal period for the following:

- Housing Needs Gaps Analysis (\$10,000)
- Graphic Design and Communications related to a Housing Strategy (\$5,000), and
- Suitable Land Analysis (\$15,000).

CARRIED

7.7 Housing Strategy – RFD

Planner Chadwick presented the RFD. Committee discussion included the possibility of further communication and public educational tools and information related to Housing Strategy to engage and prepare the community.

RPC 2023-021

It was MOVED and SECONDED,

that Regional Planning Committee request staff to proceed with next steps required to advance the development of an Islands Trust Housing Strategy as identified in the April 27, 2023 Housing Strategy Request for Decision.

CARRIED

RPC 2023-022

It was MOVED and SECONDED,

that Regional Planning Committee request staff to proceed with next steps required to advance the Housing Project Toolkit in accordance with the workplan attached as Appendix 4 to the April 27, 2023 Housing Strategy Request for Decision.

CARRIED

8. BUSINESS - OTHER

8.1 Agricultural Land Commission (ALC) Exclusion Regulation – BRF

Director Cermak presented the briefing for information.

8.2 Governance Review - Annex 1 Recommendations -- BRF

Regional Planner Manager Kojima presented the briefing for information.

RPC 2023-023

It was MOVED and SECONDED,

that Regional Planning Committee defer the Governance Review to a future meeting for discussion.

CARRIED

9. BUSINESS – NEW

None.

10. WORK PROGRAM

10.1 Current Work Program (Top Priorities and Projects)

Not discussed.

11. NEXT MEETING

The next scheduled meeting is Wednesday, September 6, 2023.

12. CLOSED MEETING

The Committee did not close the meeting.

13. RISE AND REPORT

As the Committee did not close the meeting, there was no need for the Committee to discuss this option.

14. ADJOURNMENT

By general consent the meeting adjourned at 3:20 p.m.

Minutes are not official until adopted at a subsequent meeting.

DRAFT

Laura Patrick, Chair

Certified Correct:

Chloe Cookson, Planning Services Administrative Assistant

DRAFT



Regional Planning Committee Minutes of a Special Meeting

Date: July 27, 2023
Location: Electronic

Members Present: Laura Patrick, Chair
Sam Borthwick, Vice Chair
Alex Allen, Hornby Island Local Trustee
Aaron Campbell, North Pender Island Local Trustee
Mikaila Lironi, Lasqueti Island Local Trustee
Tobi Elliott, Executive Committee Representative
David Graham, Denman Island Local Trustee
Peter Luckham, Thetis Island Local Trustee (Ex Officio)

Member Regrets: Mairead Boland, Saturna Island Local Trustee

Staff Present: Stefan Cermak, Director, Planning Services
Robert Kojima, Regional Planning Manager, Southern Team
Mark Van Bakel, Information Services Manager
Mary Storzer, Acting Senior Policy Advisor
Narissa Chadwick, Island Planner
Chloe Cookson, Administrative Assistant/Recorder

Others Present: No members of the public were present.

1. CALL TO ORDER

Chair Patrick called the meeting to order at 10:03 a.m. and acknowledged that participants of the meeting were attending from traditional, treaty and unceded territories of many First Nations.

2. AGENDA

2.1 Review of the Agenda

2.2 Approval of the Agenda

By general consent the Regional Planning Committee approved the agenda as presented.

3. PUBLIC COMMENT PERIOD

No members of the public were present.

4. DELEGATIONS

None.

Trustee Lironi joined the meeting at 10:15 a.m.

5. BUSINESS – WORK PROGRAM ITEMS

5.1 Housing Options Toolkit Staff Presentation

Director Cermak presented the Toolkit.

5.2 Strategy and Toolkit Discussion

Committee discussion included:

5.2.2.1 Tool 1 Model Work Plans

- Expansion of Tool 1.1 Work Plan to provide more project management details or not to call it a work plan as they are more detailed
- The desire to consult First Nation communities early in the process of the Model Local Trust Committee (LTC) Major Housing Project
- Applicant and agency engagement in Housing projects and the potential for a public-facing version of the Toolkit
- Change the term “phase zero” to something else
- What housing-related data is being monitored and how frequently it is being collected
- Trend management

5.2.2.2 Tool 2 Housing Discussion Paper Guidelines

- Analysis of settlement patterns and demographics since Official Community Plans (OCPs) were last updated
- Analysis of implementation of OCP policies
- The need to anticipate future settlement and demographic trends
- What factors are driving changes in the Islands Trust Area

5.2.2.3 Tool 3 Zoning and Policy Options Table

- Some questions about redundant wording
- List needs to be updated on a regular basis
- Overall – this is the menu of choices

5.2.2.4 Tool 4 Suitable Land Analysis (Mapping) &

5.2.2.5 Tool 5 Build Out Mapping

- Making Tools accessible, clear, and comprehensive for a broad audience
- Overlapping polygons can be weighted differently
- Staff reviewing for exclusions and exceptions (ex: zone variants and covenants)
- Ensure that release of these maps are accompanied by a full explanation of assumptions, methodology, and the limits of modeling

Committee recessed at 12:10 p.m. and resumed at 12:45 p.m.

5.2.2.6 Tool 6. Housing Action Plan/Local Housing Strategy Template

- Discussed cooperation and coordination with other agencies (as per table 2)

5.2.2.7 Tool 7. Annotated Bibliography

- List needs to be updated on a regular basis

5.2.2.8 Tool 8 Baseline Report

- Context of the results of current housing policies could be useful
- Specific edits asked to be captured for Denman Island:
 - Pepper Lane: number of units = 8
 - The Ridge: number of units = 1 (and yes, it was built)

5.2.2.9 Tool 9 Housing Profiles

- Interest in previous census data to compare to the data collected in 2021, as well as the average census numbers for British Columbia as a whole
- Comparison of data with other municipalities
- The possibility of a live version of the Toolkit to appear on the Islands Trust website

5.2.2.10 Tool 10 Roles and Responsibilities

- Rename “private” to Individual Land Owners or similar

5.2.3 Next Steps

- A second part to the Housing Toolkit focusing on the perspective of applicants
- The desire to gather input from applicants regarding which Housing focuses would be most helpful to prioritize

By general consent the Regional Planning Committee agreed to prioritize the various tools in part 2 of the Housing Toolkit by engaging with known partners in affordable housing projects.

By general consent the Regional Planning Committee agreed to send out a missive to Trustees and staff and their relevant contacts for feedback on Affordable Housing Tools.

6. BUSINESS - OTHER

None.

7. BUSINESS – NEW

None.

8. NEXT MEETING

The next scheduled meeting is Wednesday, September 6, 2023.

9. CLOSED MEETING

The Committee did not close the meeting.

10. RISE AND REPORT

As the Committee did not close the meeting, there was no need for the Committee to discuss this option.

11. ADJOURNMENT

By general consent the meeting adjourned at 2:02 p.m.

Minutes are not official until adopted at a subsequent meeting.

Laura Patrick, Chair

Certified Correct:

Chloe Cookson, Planning Services Administrative Assistant

Follow Up Action Report

Regional Planning Committee

09-Feb-2022

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee request staff develop an Islands Trust Freshwater Sustainability Strategy policy document.	Sonja Zupanec William Shulba	Target: 29-Dec-2023	In Progress

24-Aug-2022

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee request staff to create a Freshwater Sustainability Strategy Frequently Asked Questions document.	Sonja Zupanec William Shulba	Target: 29-Dec-2023	In Progress

01-Feb-2023

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee recommend staff schedule a staff-lead online education session focusing on housing challenges and solutions for Trust Council following the update of the Islands Trust Community Housing (Options) 'Toolkit'.	Robert Kojima Stefan Cermak	Target: 29-Sep-2023	In Progress
2 that Regional Planning Committee requests Regional Planning Services Staff to review recommendations in Annex 1 of the Governance Report to provide an update with current Planning operations. April 27 resolution to revisit at future meeting	Robert Kojima Stefan Cermak	Target: 27-Apr-2023	Completed

Follow Up Action Report

Regional Planning Committee

07-Mar-2023

Activity	Responsibility	Dates	Status
1 Trust Council direct the Regional Planning Committee and the Trust Programs Committee to consider how the Montreal Charter on Biodiversity impacts the work of the Islands Trust and share their thinking back with Trust Council in this calendar year.	Clare Frater Stefan Cermak	Target: 05-Dec-2023	In Progress

27-Apr-2023

Activity	Responsibility	Dates	Status
1 that Regional Planning Committee approve the attached text for inclusion in the 2022/23 Annual Report for approval (as amended) by Trust Council and submission to the Minister of Municipal Affairs.	Stefan Cermak	Target: 04-May-2023	Completed
2 that Regional Planning Committee request staff to draft the following Fiscal Year 2024/25 business cases for consideration at the next regular business meeting: - Complete Eelgrass Mapping, - Implement the Freshwater Sustainability Strategy, - Update Housing Needs Assessments, and - Advance Development and Implementation of an Islands Trust Housing Strategy and Toolkit.	Stefan Cermak	Target: 06-Sep-2023	Completed

Follow Up Action Report

Regional Planning Committee

27-Apr-2023

Activity	Responsibility	Dates	Status
3 that the Regional Planning Committee allocate the following funds from the Regional Planning committee placeholder in the current 2023/24 fiscal period for the following: - Housing Needs Gaps Analysis (\$10,000) - Graphic Design and Communications related to a Housing Strategy (\$5,000), and - Suitable Land Analysis (\$15,000).	Stefan Cermak	Target: 29-Dec-2023	Completed
4 that Regional Planning Committee request staff to proceed with next steps required to advance the development of an Islands Trust Housing Strategy as identified in the April 27, 2023 Housing Strategy Request for Decision.	Mary Storzer Narissa Chadwick Robert Kojima	Target: 29-Dec-2023	Completed
5 That the Regional Planning Committee defer the Governance Review to a future meeting for discussion.	Chloe Cookson Robert Kojima Stefan Cermak	Target: 15-Nov-2023	Completed

To: Regional Planning Committee **For the Meeting of:** September 6, 2023
From: Director, Planning Services **Date Prepared:** August 9, 2023
SUBJECT: Update on Strengthening Housing Affordability in the Trust Area

PURPOSE

The purpose of the briefing is to provide Regional Planning Committee with an overview of actions recently and currently being undertaken to meet Trust Council's objective to strengthen housing affordability throughout the Islands Trust Area.

BACKGROUND

During the last term (2018-2022) Islands Trust Council declared that a housing equity and workforce shortage crisis exists on many islands and included strengthening housing affordability throughout the Islands Trust Area as a key objective in the existing [Strategic Plan](#). The declaration and strategic objective has guided numerous Trust Council and Local Trust Committee actions. A brief overview of key recent actions in reverse chronological order include:

July 2023 RPC reviews and amends the Draft Housing Options Strategy and Toolkit

June 2023 Islands Trust Council extend the Strategic Plan as in interim plan until the end of 2024/25 with the following amendments:

1. Corporate Planning is adopted as a priority for Trust Council
2. Prioritizing elements of the strategic projects that support land use decision making
3. Update the strategic initiatives related to housing to focus on projects that will develop healthy, resilient island communities by employing two lenses: mitigating and adapting to the effects of climate change, and managing growth by cultivating equitable, inclusive and resilient communities and the natural environment.

(note that amendment number 3 mirrors the RPC's resolution of commitment to work on housing projects – see April 2023 below)

May 2023: Executive Committee and various Local Trust Committees discuss the unique and rare [CMHC Housing Accelerator Fund](#) opportunity.

April 2023: Several Trustees attended the Rural Island Economic Partnership (RIEP) Forum. [RIEP Forum](#) is an opportunity for connection and collaboration to support the social, environmental and economic health of BC's rural island communities and the lack of housing options emerged as a critical issue.

Several Trustees and staff attended the [Union of British Columbia \(UBCM\) Housing Summit](#). The event brought together innovators from local government, industry, the not-for-profit and Indigenous housing sectors to identify solutions for improving housing affordability and attainability across the province.

[Regional Planning Committee \(RPC\) advanced their work program](#) which includes numerous housing related issues (see later in briefing for more detail). RPC also carried the [draft] motion: "that Regional Planning Committee commits to working on a suite of projects that will develop healthy, resilient island communities by employing two lenses: mitigating and adapting to the effects of climate change, and managing growth by cultivating equitable, inclusive, and resilient communities and the natural environment."

Executive Committee received and shared a briefing about the [Canada Mortgage and Housing Corporation \(CHMC\) Housing Accelerator Fund](#) opportunity. Various LTCs discuss funding opportunity.

March 2023: Trust Council approves 2023/24 budget with numerous housing related projects (see later in briefing for more detail).

September 2022: Trust Council resolved to coordinate a round table on housing, to include BC Housing, key ministers, housing leaders from island communities, and others, within the first six months of the new term (Not completed, although staff suggest that the April 2023 [UBCM Housing Forum](#) and the April 2023 [Rural Islands Economic Partnership Forum](#) attended by several trustees achieved this objective)

Trust Council requests the Chair to write to the Province to outline the particular housing affordability challenges in the Trust Area; and request that the Province explore what can be done to create housing solutions specific to rural islands in the Trust Area, including options for stable, secure funding (Completed November 2022: [TC Chair writes Murray Rankin](#) (Attorney General and Minister Responsible for Housing) .

Trust Council resolved to host a panel session about housing challenges and solutions in the Islands Trust Area as part of trustee education (Not completed, although staff suggest that this may be best once forthcoming housing toolkit is completed and reviewed by the Housing Working Group of RPC and shared with trustees via an education session. Early target date is in late July 2023)

Trust Council requests Executive Committee to develop a communications strategy and materials to support awareness of the housing affordability advocacy request and rationale (Not Completed. Communication strategies recommended to be drafted within a Housing Strategy).

January 2022: [TC submits resolution for consideration](#) to the Association of Vancouver Island Coastal Communities (AVICC) advocating for provincial funding and support in the development of affordable housing projects in rural areas.

March 2021: Trust Council affirms that [S.3 of the Islands Trust Act](#) includes the concept of and protection of healthy and inclusive communities including (but not limited to) housing and transportation.

December 2021: Trust Council declares that a Housing Equity and Workforce Shortage Crisis exists on many islands.

December 2019: Trust Council adopts the 2018-2022 Strategic Plan which includes actions to achieve strengthening housing affordability throughout the Islands Trust Area.

CURRENT ACTIVITIES AND APPLIED RESOURCES

Several Local Trust Committees (LTCs) are advancing projects that have varying emphases on addressing the housing equity and workforce shortage crisis (project name and approved 2023/24 budget):

- Denman Island Housing Project - \$18,000
- Salt Spring Island OCP and LUB Update (includes housing) - \$96,000
- Hornby Island OCP and LUB Update (includes housing) - \$15,000
- Gabriola Island OCP and LUB Update (includes housing) - \$18,000
- Mayne Island Housing Options - \$1,000.

Bylaw Compliance and Enforcement. Seven LTCs have authorized proactive short term vacation rentals (STVR) enforcement (Denman, Hornby, Gabriola, Salt Spring Island, Galiano, North Pender, and Mayne). There are currently 160 open STVR files across all Local Trust Areas. It is anticipated that additional files will be opened as bylaw compliance and enforcement staff undertake a review ahead of the summer season.

The Gabriola Island, Mayne Island, Hornby Island, North Pender Island, Saturna Island and Salt Spring Island LTCs have issued standing resolutions to not enforce on existing unpermitted dwelling units in specific circumstances.

Denman Island LTC acknowledges and affirms its commitment to the human right to housing as laid out by the United Nations Declaration of the Human Right to Adequate Housing.

Regional Planning Committee

The Regional Planning Committee (RPC) is currently advancing the Freshwater Sustainability Strategy and has allocated its approved \$30,000 placeholder budget towards housing issues as follows:

- Freshwater Sustainability Strategy - \$10,000
- Housing Needs Gaps Analysis - \$10,000
- Graphic Design and Communications related to a Housing Strategy - \$5,000
- Suitable Land Analysis - \$15,000.

The Regional Planning Committee has also requested staff to draft business cases for consideration at their next regular business meeting in September 2023. Requested business cases that may address the housing equity and workforce shortage crisis into the 2024/25 fiscal year include:

- Implement the Freshwater Sustainability Strategy
- Update Housing Needs Assessments

- Advance Development and Implementation of an Islands Trust Housing Strategy and Toolkit
- Support LTC projects addressing the housing crisis.

The Regional Planning Team currently manages all of the projects listed above. The Regional Planning Team consists of approximately 2.5 full-time equivalent Island Planners, less than 40% of the staff time of the temporarily appointed Senior Policy Advisor, one Senior Freshwater Specialist, and one Regional Planning Manager. Various other staff support the Regional Planning Team with administration, coordination, and communications.

The Regional Planning Committee has continued to advance the most current Islands Trust Council Strategic Plan objective to strengthen housing affordability throughout the Islands Trust Area and to build on their existing work program to address the housing equity and workforce shortage crisis that exists on many islands. As noted above, the RPC has numerous projects addressing the housing equity and workforce shortage crisis. In more detail:

Housing Strategy and Toolkit. On [April 27, 2023](#) the RPC initiated discussions related to the development of a Trust Wide Housing Strategy / Action Plan which includes a comprehensive housing toolkit. The report outlines why a strategy is needed and key focuses for strategy goals. Two key focuses staff identified are: 1) what to build and where to build it and 2) how housing will be built and supported.

What to build and where includes development of a suitable land analysis. Suitable land analysis maps would start by projecting development potential according to zoning and infrastructure and help answer the basic question: how much land might ultimately be developed, at what density, and where according to existing bylaws. The next step is to add opportunity and constraint layers to the map. For example, mapping layers may include groundwater availability, proximity to transit, suitable habitat to protect species at risk, sensitive ecosystems, known cultural heritage areas, parks and protected areas and other identified community values. Other feasible data may include building permit data, bulk water delivery data, ferry travel, hydro usage, and sea level rise data although these layers will not inform the first iteration of suitable land analysis maps which will be based on current available data within the Islands Trust.

The toolkit being developed also includes tools to help guide how housing may be supported including LTC-driven policy and regulatory projects to help facilitate smooth rezoning and other development applications by non-profit housing providers.

On July 27, 2023 the RPC reviewed and revised the draft Housing Options Toolkit.

Freshwater. Future changes in residential density should align with areas where there is abundant freshwater. To that end, Islands Trust is funding the development of groundwater availability studies for islands experiencing housing challenges. To date, only the groundwater availability study for the southern gulf islands has been completed. Groundwater availability assessments for the northern islands and Salt Spring Island require funding.

Housing Needs Assessments. This is legislatively required and a priority for the 2024/25 budget. Housing needs assessments were undertaken for the Northern Islands and the Southern Islands in 2018. Needs assessments were done for Salt Spring Island and Bowen Island in 2020. All of these have used 2016 census data. Updates using a consistent and more robust methodology are to be assessed and will inform the business case for Trust Council consideration for the next fiscal year.

EXTERNAL DEVELOPMENTS

In April 2023, the Government of British Columbia announced “Homes for People, [*an action plan to meet the challenges of today and deliver more homes for people, faster.*](#)” Legislation has not been drafted, but potential changes highlighted in the plan announcement that may affect Local Trust Areas include:

- Allowing up to four dwelling units on single-family lots
- Mandating that secondary suites be allowed across the Province
 - Forgivable loans for secondary suite renovations that secure 5 years of affordable rental rates
- Greater BC Housing investment in multi-family affordable housing
- Implementing a house flipping tax
- Expanding the speculation and vacancy tax to additional areas.

To date staff have been unable to determine how Islands Trust will be considered in these new Provincial initiatives and which provisions will apply and which will not although one minister has stated that rural areas will be “carved out” of legislation. Staff will continue to seek information and advise Trust Council accordingly as more information becomes available.

[CRD Rural Housing Strategy](#)

The Capital Regional District is considering the development of a Rural Housing Program to implement its recent Rural Housing Strategy. This program could impact delivery of affordable housing in the Southern Gulf Islands. Staff are currently unaware of any other regional district housing programs that may affect communities in the Islands Trust Area.

First Nations

The \$150,000 over five years capacity funding from the Ministry of Municipal Affairs is for engagement with First Nations. First Nations have expressed a need to be engaged before development of strategies – including housing.

In responding to housing-related development or LTC policy projects, area First Nations emphasize that their interest is in seeing their members return to the islands. They are asking what Islands Trust is doing to make this happen.

First Nations are also asking how increased residential development aligns with commitments to the protection of cultural heritage/culturally important sites.

Development of a Housing Strategy will seek RPC and Trust Council guidance on First Nations engagement. At a minimum, as staff and elected officials engage with and partner with First Nations housing issues should be discussed and input inform all Islands Trust strategies.

STRENGTHS/WEAKNESSES/OPPORTUNITIES/THREATS (SWOT) ANALYSIS

STRENGTHS	WEAKNESSES
• Significant community interest in, and support for, new housing solutions; and	• Limited range of tools to support housing options;

Significant trustee interest in, and support for, new housing solutions	- Limited staff time to devote to housing-related projects; - Fragmented governance structure; and - Over-reliance on private property owners being landlords, rather than larger non-profit or developer/strata-owned multi-family units
OPPORTUNITIES	THREATS
- Substantial incoming investment from senior levels of government to help address housing issues; - Forthcoming Islands Trust Housing Toolkit will enable consistent, replicable methodology for LTC housing projects; and - Potential Islands Trust Housing Strategy will streamline federation-level housing initiatives.	- Small populations mean it is difficult to attract investment from senior government or regional districts; - Limited water resources to support additional housing; - Additional housing may conflict with other conservation objectives; and - Unique jurisdictional character of IT will make it difficult to apply for and to use funding unless RD's and Province are willing to partner

ATTACHMENT(S):

N/A

FOLLOW-UP:

This report is for trustee information only. No further action is required.

Prepared By: Stefan Cermak, Director, Planning Services

Reviewed By/Date: Russ Hotsenpiller, Chief Administrative Officer / August 29, 2023



BRIEFING

To:	Regional Planning Committee	For the Meeting of:	September 6, 2023
From:	Director, Planning Services	Date Prepared:	August 31, 2023
SUBJECT:	Housing Needs Gaps Analysis		

PURPOSE: To receive the Housing Needs Gaps Analysis completed by Urban Matters, dated August 28, 2023.

BACKGROUND: On April 27, 2023, the Regional Planning Committee allocated \$10,000 to complete a housing needs gaps analysis. The purpose of the gaps analysis was to identify gaps between existing Housing Needs Assessments and any legislative changes that have occurred in the last five years, to identify supplementary data that is typically qualitative in nature that would be of value to decision makers, and to provide a rough cost estimate to provide the extra data. Urban Matters conducted the analysis which is attached (Attachment 1).

The authors of the report make recommendations for each local trust area for updating required information and required reporting as well as what supplementary data may be of use and how to get it. Supplementary data is proposed to be gathered via conducting surveys, group engagement and interviews.

The cost of attaining the supplementary data doubles the cost of getting and reporting the information that is legislatively required every five years. Staff have recommended in a separate business case that the Regional Planning Committee recommend that Housing Needs Reports be conducted to the minimum standard. Local Trust Areas advancing Official Community Plan amendments may seek additional funding to retrieve supplementary data as recommended in the attached report.

ATTACHMENT(S):

1. Housing Needs Gaps, Urban Matters, dated August 28, 2023

FOLLOW-UP: Consider Housing Needs Report Business Case in September 6, 2023 RPC Agenda Package. Forward Housing Needs Gaps Analysis to Local Trust Committees.

Prepared By: Stefan Cermak, Director, Planning Services

DATE: August 28, 2023
TO: Stefan Cermak, Director of Planning Services, Islands Trust
CC: Matt Thomson, Jessica Wang – Urban Matters CCC
FROM: Jodee Ng, Urban Matters CCC
FILE: 1762.0005.01
SUBJECT: Islands Trust Housing Needs Report Assessment Review

1.0 INTRODUCTION

Over the last 15 years, the Islands Trust has conducted several housing needs assessments across the Islands to understand and monitor the extent of affordable housing need in each community. The Islands Trust Council has declared housing equity and workforce shortages exist across many of the islands within the Islands Trust Area.

The recent Housing Needs Reports (HNR) published by Islands Trust pertain to 13 of the Islands: Bowen Island, Northern Gulf Islands (Denman, Gabriola, Gambier, Hornby, Lasqueti, Thetis), Southern Gulf Islands (Galiano, Mayne, North Pender, Saturna, South Pender), and Salt Spring Island. These recent reports were published in 2020 and 2018, with previous reports completed between 2008 and 2009.

To gain a fulsome understanding of all the assessments taken to date, Urban Matters CCC was retained by the Islands Trust to undertake a comprehensive review of its Housing Needs Reports (HNR) completed by communities within the Islands Trust to identify any data gaps for future updates. As two of the recent reports were completed prior to when the Housing Needs Report legislation and regulation took effect in April 2019, these two reports were considered by the Ministry of Municipal Affairs to have met the requirements for the first reports.

This memorandum outlines our assessment of the published HNRs, which identifies the following:

1. Additional data points needed in future reports to meet the legislative and regulation requirements; and
2. Recommendations for opportunities to refine the data collection and analysis to provide tailored and up-to-date approaches to understand housing needs throughout the Islands Trust communities.

Only the most recent round of HNRs were analyzed, as these provide the most current reported housing need trends.

1.1 BACKGROUND

The Islands Trust is a special purpose government mandated under the *Islands Trust Act* and related legislation to preserve and protect over 450 islands in the Salish Sea. Each major island and its associated islets are represented by a local trust committee – or in the case of Bowen Island, a municipality – which decides the land use plans, policies, and regulations. The Islands Trust oversees complex topics, such as climate change, freshwater limitations, at-risk species, development and tourism, and housing affordability.

In April 2019, amendments to the *Local Government Act* took effect which required local governments to prepare a housing need report by April 2022 and every five years thereafter. The associated Housing Needs Report Regulation sets out the data collection and reporting requirements for local governments. A summary form of the identified housing needs is also required to be filled out and published, alongside the main report, by local governments. Both the Housing Needs Report legislation and regulation apply to the Islands Trust Area, except for the Ballenas-Wichelsea Local Trust Area.

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Prior to the announcement of the HNR legislation and regulation in 2019, the Islands Trust completed HNRs for Salt Spring Island in 2009 and 2015, and the Northern Region of Islands Trust and for the Southern Gulf Islands in 2018. However, the Ministry of Municipal Affairs provided transitional provisions to local governments for reports that were started or completed before April 2019. These reports were considered to have met the requirements for the initial reporting, but future reports must meet all the requirements.

1.2 ASSESSMENT APPROACH

The Islands Trust HNRs reviewed in this assessment are shown below. These are the most recent HNRs, and are the focus of the assessment as they provide the most up to date information:

- Bowen Island Housing Needs Report (2020)
- Salt Spring Island Housing Needs Assessment (2020)
- Northern Region of Islands Trust Housing Needs Assessment (2018) (Denman, Gabriola, Gambier, Hornby, and Lasqueti islands)
- Southern Gulf Islands Housing Needs Assessment (2018) (Galiano, Mayne, North Pender, Saturna, South Pender islands)¹

There are also older Islands Trust HNRs that are reviewed, to a lesser extent, to identify supplementary approaches to capturing local housing needs suitable for each community. These reports include: Salt Spring Island Affordable Housing Need Assessment (2015), Gabriola Island Affordable Housing Needs Assessments (2009), Salt Spring Island Affordable Housing Needs Assessment – Phase 2 (2009), Salt Spring Island, Islands Trust Housing Needs Assessment – Phase 1 (2008); and Housing Needs on Hornby and Denman Island (2008).

The current Islands Trust HNRs were assessed using three data categories outlined below to identify any data gaps.

1. **HNR Required Content:** All HNR Required Content must be included for each Islands Trust Area. These are typically quantitative data points, and to a lesser extent, qualitative data points.
2. **HNR Required Information:** While not all HNR Required Information needs to be reported on, some of these data points are recommended to be discussed in each report as a best practice.
3. **Supplementary Data:** Supplementary data points are typically qualitative data to support a full picture analysis of housing needs in each community. These support the required HNR data points by providing information that may not be available through statistical data, or by providing context that help contextualize the statistical data and are recommended where standard data sources are limited.

1.3 DATA LIMITATIONS

In assessing the current Islands Trust HNRs, it was recognized that not every community has the same data available for various reasons. One of the key challenges identified is that for some Islands Trust communities, there are limitations with data availability through standardized sources, such as Statistics Canada and Canada Mortgage

¹ A supplemental housing market was undertaken by the Capital Region District in 2022 to provide an update to the 2018 Southern Gulf Islands' Housing Needs Assessment on key housing statistics.

Housing Corporation (CMHC). For this reason, many of the Islands Trust HNRs require additional contextualization through community engagement to understand the unique housing needs of each community.

In addition, two of the current HNRs (Northern Region of Islands Trust Housing Needs Assessment and Southern Gulf Islands Housing Needs Assessment) would not have benefitted from the custom datasets released by Ministry of Municipal Affairs when the HNR legislation and regulations took effect due to the release timing. These datasets contain historical statistics relating to tenure (e.g., owner and renter households), housing standards, household income and assessed housing values and sale prices, all of which are not available without a custom order to Statistics Canada and other agencies. This report recognizes that these data gaps can be addressed in future HNR updates.

2.0 HOUSING NEEDS REPORTS ASSESSMENT

This section presents the summary analysis of each of the Islands Trust HNRs. The detailed analysis by Required Content and Required Information data points can be found in **Appendix A**.

2.1 BOWEN ISLAND

The Bowen Island HNR was completed in 2020 after the HNR legislation and regulation came into effect in 2019. Overall, the report meets most of the Required Content data requirements. The Required Content data gaps are:

- The historical core and extreme core housing need data for 2006 and 2011 in percentages and numbers; and
- A completed Summary Form

In addition, the following Required Information data points are recommended to be discussed in a future update to their report:

- Change in median age (2006 onwards)
- Population distribution by the specified age groups
- Change in household incomes by tenure (2006 onwards)
- Core housing need by demographic groups (2006 onwards)
- Change in housing standards by tenure (2006 onwards)

2.2 SALT SPRING ISLAND

The Salt Spring Island HNR was completed in 2020 following the HNR legislation and regulation in 2019. There are no Required Content data gaps. In addition, the following Required Information data points are recommended to be discussed in a future update to their report:

- Change in median age (2006 onwards)
- Average household size (2006 onwards)
- Change in housing standards by tenure (2006 onwards)

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2.3 NORTHERN REGION OF GULF ISLANDS

The Northern Region of Gulf Islands' HNR was completed in 2018 prior to the HNR legislation and regulation coming into effect in 2019. Overall, the report meets some of the Required Content data requirements. The Required Content data gaps are:

- Housing units required by type (current and anticipated, 5 years)
- The historical core and extreme core housing need data in percentages and numbers (2006 onwards)
- Statements about key areas of need for Gambier and Keats
- A completed Summary Form.

Lasqueti Island's population in 2021 allows for more datapoints to be published by Statistics Canada than is available in the 2016 Census, allowing for an important update in the next HNR. In addition, the following Required Information data points are recommended to be discussed in future updates for all Northern Region of Gulf Islands reports:

- Change in median age (2006 onwards)
- Population distribution by the specified age groups
- Households by tenure (2006 onwards)

2.4 SOUTHERN GULF ISLANDS

The Southern Gulf Islands' HNR, similar to the Northern Region of Gulf Island HNR, was completed in 2018 prior to the HNR legislation and regulation coming into effect in 2019. Overall, the report meets many of the Required Content data requirements, but the data needs to be reported out for each Local Trust Area. Besides from that, the Required Content data gaps are:

- Statements about key areas of need for some groups where data was not available in 2018: Special needs housing and housing for families.

In addition, the following Required Information data points are recommended to be discussed in future updates for all Southern Gulf Islands reports:

- Change in median age (2006 onwards)
- Household size and number (2006 onwards)
- Population distribution by the specified age groups
- Income provided by household income and tenure (2006 onwards)
- Substantially completed data by structure type (past 10 years)

3.0 KEY FINDINGS AND RECOMMENDATIONS

To deepen the understanding of housing needs in each of the Islands Trust communities, additional data and community engagement should be undertaken. Based on the data gaps identified in Section 2.0, recommendations are presented in this section, as well as the estimated costs, to fill the data gaps.

3.1 REQUIRED CONTENT

All current Islands Trust HNRs do not have published Summary Forms, except for Salt Spring Island HNR. The Summary Form requires a local government to report on the following data points:

- Current and anticipated housing units by number of bedrooms.
- Core and extreme core housing need for 2006, 2011 and 2016 in percentages and numbers.
- Statements about key areas of local need.
- Summary of housing policies in Official Community Plans and Regional Growth Strategies (if applicable).
- Summary of community consultation, consultation with First Nations and other local governments and agencies.
- Key contextual statistics (e.g., median age, household tenure, and others as outlined in the Summary Form).

While some of this data can be found in the body of the HNRs, individual Summary Forms should be completed for each area with a Local Trust Committee to meet the requirements.

3.2 REQUIRED INFORMATION

Based on the data gaps in the HNR Required Information, below the data that is recommended to be collected and reported across the Islands Trust HNRs.

- Since the publication of the current Islands Trust HNRs in 2018 and 2020, new data from the Census 2021 has been released providing more recent data. Key housing statistics are recommended to be updated using this 2021 data.
- Each Island Trust HNR was conducted by consultants who had access to different sources of data available at the time of publication. Using consistent data sources and analyses across the future HNRs would allow for the ease of comparing statistics from a longitudinal perspective and to monitor how housing need trends are changing.
 - Most HNRs did not report trend analyses using three historical time periods (2006, 2011 where possible, and 2016) to show how conditions have changed over time. It is recommended these data points be collected.
 - Data should be reported in conjunction with regional or provincial data points as benchmark(s) to understand how the islands are faring relative to the broader markets.

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- Key statistics from the custom HNR datasets published by the Ministry of Municipal Affairs are now widely available for most of the Islands, including:
 - Household income by income bracket and tenure for 2006, 2011 and 2016 (e.g., owner, renter, and band households).
 - Housing standards by tenure for 2006, 2011 and 2016 (e.g., affordability, suitability, adequacy).
 - Historical assessed housing values and sale prices.
 - Non-market housing waitlist data for BC Housing and non-market housing inventory administered by BC Housing.
- About half of the Islands Trust HNRs reported on building permit issuance for residential dwellings. This is recommended to be collected for all HNRs as it reveals recent changes in housing stock, including the volume and type of residential dwellings being permitted.
- The Islands Trust HNRs published data on the affordable housing inventory through research. It is recommended that the Islands Trust keep an inventory of affordable housing projects and number of units across the Island Trust communities. This would inform Islands Trust housing providers, community, grant providers, and other service providers regarding development status and capacity; and enable ease of reporting. This data would complement the inventory of non-market units administered by BC Housing where the data is available.

3.3 SUPPLEMENTARY DATA

Using a combination of quantitative and qualitative data is encouraged when conducting housing needs assessments as this provides a more comprehensive analysis where data may be limited or does not exist. In addition to the Required Content and Information gaps identified in Section 2.0, the assessment of the Islands Trust HNRs indicates there is limited data available in the following areas:

- **There is a lack of data for rental housing.** The Islands Trust HNRs provide a point-in-time count of rental advertisement listings that are available in each community.
- **There is no metric to capture workforce housing needs.** Some Islands Trust HNRs report workforce housing challenges through qualitative data collection methods (e.g., interviews).
- **Homelessness is not currently quantitatively tracked, and homelessness is often hidden.** Homelessness is often reported qualitatively across the Islands Trust HNRs.
- **There is limited, reliable short-term accommodation data.** Short-term accommodation data is typically quantified in the Islands Trust HNRs by counting listings from third-party websites (e.g., VRBO, Airbnb, etc.).

To address these data gaps in future HNRs, it is recommended that a comprehensive engagement program be developed to collect qualitative data pertaining to housing needs for the Islands Trust communities using a mix of methods outlined below:

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- Collect and report on the number and percentage of private dwellings that are occupied by usual residents, which is the best available proxy to understand how many homes are occupied year-round.
- Conduct an Islands-wide survey to collect housing need information from residents and employers, including rental housing needs.
- Host focus group sessions with industry groups (e.g., housing providers, service providers, etc.) to identify the breadth of housing and housing-related needs for different demographic groups.
- Conduct interviews with key stakeholders to identify the depth of housing need in the community, including challenges and opportunities to meeting these needs.

It is also recommended that an Islands-wide rental housing survey be developed to collect information from residents and employers every three to five years. This would provide consistent and longitudinal data on rental housing needs over time. Further, this data could provide information on housing demand level fluctuation throughout the year due to seasonality, and to capture seasonal worker housing needs that may not be accounted for in the Census.

This rental housing survey could be conducted in partnership with other organizations or government organizations. Some potential opportunities could be accessing grant funding to pilot a rental survey project or partnering with Canada Mortgage Housing and Corporation (CMHC) to develop a survey methodology that works for the Islands Trust Area. However, administering this survey would require more resources in terms of time to conduct, collect and analyze the data.

3.4 RANGE OF COSTS

It is recommended that future HNRs be completed consistent with the geographies used in the current Islands Trust HNRs for comparison purposes. This would include the 12 Local Trust Areas on Salt Spring Island, Northern Region of Gulf Islands, and Southern Gulf Islands. Bowen Island is excluded as it is a municipality.

An estimated range of cost to complete this work is shown in Table 1 below. At the base level, to update the Required Content only, the costs are estimated to be **\$120,000**, or \$10,000 per community, including disbursements and excluding GST. For each additional data gap desired to be addressed, additional costs apply as shown in the table up to a maximum of **\$246,600**, or \$20,550 per community, including disbursements and excluding GST. Please note that these costs are current for 2023 and are subject to change in 2024.

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Table 1: Estimated Range of Costs

	High-Level Cost Estimate						
	Required Content Only	Required Information Only	Improve Rental Housing Data	Understand Workforce Housing Needs	Quantify Homelessness	Identify Short-Term Accommodation Trends	Total (excl. GST)
Task 1: Required Data							
1.1 Update the Required Content							
1.2 Update the Required Information							
Task 2: Supplementary Data							
2.1. Conduct an Islands-wide housing survey							
2.2. Facilitate focus groups engagement							
2.3. Undertake key stakeholder interviews [~10]							
2.4. Collect relevant data							
Task 3: Finalize Report							
3.1 Develop relevant draft and final reports							
Subtotal	\$120,000	\$48,000	\$45,000	\$9,600	\$12,000	\$ 12,000	\$246,600
Cost per Community (12 total)	\$10,000	\$4,000	\$3,750	\$800	\$1,000	\$1,000	\$20,550

Sincerely,

URBAN MATTERS CCC LTD.



Jodee Ng
Land Economics Consultant

cc: Matt Thomson, Community Housing Lead
Jessica Wang, Consultant

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The current Islands Trust Housing Needs reports (HNRs) were assessed using three data categories outlined below to identify any data gaps.

1. **HNR Required Content:** All HNR Required Content must be included for each Islands Trust Area. These are typically quantitative data points, and to a lesser extent, qualitative data points.
2. **HNR Required Information:** While not all HNR Required Information needs to be reported on, some of these data points are recommended to be discussed in each report as a best practice.
3. **Supplementary Data:** Supplementary data points are typically qualitative data to support a full picture analysis of housing needs in each community. These support the required HNR data points by providing information that may not be available through statistical data, or by providing context that help contextualize the statistical data and are recommended where standard data sources are limited.

The following legend was used to assess the data collected for each HNR:

- Data as reported meets the Required Information.
- Data as reported partially meets the Required Information (Data Collection).
- Data as reported does not meet the Required Content or Required Information.
- Data is not available.

Table 2: Required Content Assessment

Housing Units Required - Current and Anticipated (in 5 years)			Northern Region of Gulf Islands						Southern Gulf Islands				
	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Number of units needed by "type" (unit size): 0 bedroom (bachelor); 1 bedroom; 2 bedroom; and 3+ bedrooms													

Households in Core Housing Need			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Core housing need, overall and breakdown by tenure [# and %]													
Extreme core housing need, overall and breakdown by tenure [# and %]													

Statements about Key Areas of Need			Northern Region of Gulf Islands						Southern Gulf Islands				
	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Affordable Housing													
Rental Housing													
Special Needs Housing													
Housing for Seniors													
Housing for Families													
Shelters for individuals experiencing homelessness and housing for individuals at risk of homelessness													
Other													

Table 3: Required Information Assessment

Population			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports, except marked*	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Total population													
Population growth [# and %]													
Age - Average and median age													
Age - Age group distribution (0-14, 15-19, 20-24, 25-64, 65-84, 85+) [# and %]													
Mobility – number of non-movers, non-migrants, migrants													
Number of individuals experiencing homelessness* (if available)													
Number of students enrolled in post-secondary institutions* (if applicable)													

Economic Sectors & Labour Force			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports, except marked*	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Total number of workers													
Number of workers by industry (North American Industry Classification System – NAICS)													
Unemployment rate and participation rate													
Commuting destination* (within census subdivision; to different census subdivision; to different census division; to another Province/Territory)													

Households			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Total number of households													
Average household size													
Breakdown of households by size (1, 2, 3, 4, 5+ people) [# and %]													
Renter and owner households [# and %]													
Renter households in subsidized housing [# and %]													

Household Income			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Average and median household income (if available)													
Households in specified income brackets (# and %) (if available)													
Renter household income – Average and median (if available)													
Renter households in specified income brackets (# and %) (if available)													
Owner household Income – Average and median (if available)													
Owner households in specified income brackets (# and %) (if available)													

Housing Units			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports, except marked*	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Total number of housing units													
Breakdown by structural type of units [# and %]													
Breakdown by size – # of units with 0 bedrooms (bachelor); 1 bedroom; 2 bedrooms; 3+ bedrooms													
Breakdown by date built (pre-1960; 1961-80; 1981-90; 1991-00; 2001-10; 2011-16; 2017+) [# and %]													
Number of housing units that are subsidized housing													
Rental vacancy rate – overall and for each type of unit (if available)													
Number of primary and secondary rental units (if available)													
Number of short-term rental units (if available)													
Number of units in cooperative housing (if applicable)													
Number of Post-secondary housing (number of beds) (if applicable)													
Shelter beds and housing units for people experiencing or at risk of homelessness (if applicable)													

Housing Units			Northern Region of Gulf Islands						Southern Gulf Islands				
Change in housing stocks (past 10 years)	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Demolished - overall and breakdown for each structural type and tenure (if available)													
Substantially completed - overall and breakdown for each structural type and by tenure (if available)													
Registered new homes - overall and breakdown for each structural type and for purpose-built rental													

Housing Values			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: 2005 onward for first report; past 10 years for subsequent reports	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Assessed values - Average and median for all units													
Assessed values - Average and median by structural type (e.g., single detached, apartment, etc.)													
Assessed values - Average and median by unit size (0, 1, 2, 3+ bedrooms)													
Sale Prices – Average and median for all units and for each structural type													
Sale Prices – Average and median by structural type (e.g., single detached, apartment, etc.)													
Sale Prices - Average and median by unit size (0, 1, 2, 3+ bedrooms)													
Rental Prices – Average and median for all units and for unit size (# of bedrooms) (if available)													
Rental Prices - Average and median by unit size (0, 1, 2, 3+ bedrooms)													

Households in Core Housing Need			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: previous 3 Census reports	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Affordability – households spending 30%+ of income on shelter costs (overall # and % of households)													
Affordability – households spending 30%+ of income on shelter costs (# and % of renter and owner households)													
Adequacy – households in dwellings requiring major repairs (overall # and % of households)													
Adequacy – households in dwellings requiring major repairs (# and % of renter and owner households)													
Suitability – households in overcrowded dwellings (overall # and % of households)													
Suitability – households in overcrowded dwellings (# and % of renter and owner households)													

Anticipated Population and Households			Northern Region of Gulf Islands						Southern Gulf Islands				
Time Frame: for next 5 years	Bowen	Salt Spring	Denman	Gabriola	Gambier and Keats	Hornby	Lasqueti	Thetis	Galiano	Mayne	North Pender	Saturna	South Pender
Anticipated population													
Anticipated population growth [# and %]													
Anticipated age - Average and median age													
Anticipated age - Age group distribution (0-14, 15-19, 20-24, 25-64, 65-84, 85+) [# and %]													
Anticipated number of households													
Anticipated average household size (# of people)													

REQUEST FOR DECISION

To: Regional Planning Committee **For the Meeting of:** September 6, 2023
From: Director, Planning Services **Date Prepared:** August 30, 2023
SUBJECT: Affordable Housing Options – Work Program

RECOMMENDATION:

That the Regional Planning Committee:

- 1 Amend the Draft Housing Strategy as follows:
 - [List...], and
 - Request staff to return the revised Housing Strategy and Housing Options Toolkit to the next regular business meeting.
-

1 PURPOSE:

The purpose of this report is to review the amended Draft Housing Strategy.

2 BACKGROUND:

On April 27, 2023, the Regional Planning Committee (RPC) considered a [Request for Decision](#) (RFD) to develop a Trust Council Housing Strategy and Housing Options Toolkit and requested staff to proceed with further development of the strategy and toolkit. This RFD included detailed background and context on a potential Housing Strategy.

At the July 27th special meeting the RPC undertook a review of the Draft Housing Options Toolkit and directed staff to make revisions. Those revisions to the toolkit are currently underway.

This RFD seeks RPC feedback and direction on the next steps for the Housing Strategy. Attached are the Housing Action List and Housing Actions and Objectives Discussion document that identify the actions to be incorporated in a Housing Strategy. The Housing Action List has been updated to categorize each potential action as:

1. Completed: these are actions that have already been completed through development of the toolkit.
2. On-going: actions that are being undertaken in the current fiscal year
3. Future Actions: these are potential strategy actions.

Staff have added brief explanatory comments for each action in the table. The RPC is requested to focus on the 'Future Actions' in the table and provide feedback on which actions should be prioritized and which, if any, should not be considered as future actions. RPC may wish to add other actions to the strategy.

NEXT STEPS

Staff propose returning the Housing Strategy, with revisions directed by RPC, and the amended Housing Options Toolkit to the November 15, 2023 regular business meeting for endorsement and for potential forwarding to the December 2023 Trust Council meeting. Trust Council will have to decide whether to include a housing strategy into its Strategic Plan which it in turn can assign to the RPC for further refining and with resources as required or available.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: Staff resources applied to strengthen affordable housing options in the Trust Area.

FINANCIAL: Current allocated resources include: \$15,000 to Suitable Land Analysis; \$5,000 for communications materials; \$10,000 Housing Needs Gaps Analysis. Fiscal Year 2024/25 business cases submitted in separate RFD and include consideration for up to a \$30,000 placeholder for advancing the Housing Strategy and Toolkit and \$110,000 to create the legislatively required Housing Needs Reports in all local trust areas except for Salt Spring Island. The Housing Strategy and Housing Options Toolkit may also lead to increased grant opportunities.

POLICY: [Islands Trust Policy Statement](#) Goal: To Sustain Island Character and Healthy Communities: "...The health of a community is influenced by numerous factors such as economic security, education, social support systems, the cleanliness and safety of the environment, and the availability of such necessities as educational and social services, transportation, affordable food and housing".

IMPLEMENTATION/COMMUNICATIONS: Staff to report back. Communications to be developed later in Fall/Winter.

FIRST NATIONS: Strategy should include consideration of how to address known First Nation interests.

4 RELEVANT POLICY(S):

ATTACHMENT(S):

Attachment 1: Housing Action List

Attachment 2: Housing Actions and Objectives Discussion

RESPONSE OPTIONS

Recommendation: That RPC review and comment on the draft Housing Strategy actions.

Alternative: That the RPC defer consideration.

Prepared By: Director, Planning Services
Regional Planning Manager, Southern Region

Reviewed By/Date: August 30, 2023

Islands Trust Housing Action List

Colour Legend: Internal to Islands Trust Advocacy and Partnerships

POTENTIAL ACTION		STATUS	COMMENTS
Identify and Communicate Housing Need and Activities			
1	Create Housing Profiles for all LTCs using consistent methodology	Completed	Done as part of toolkit
2	Update housing needs assessments to include data about housing impacts on businesses and community services	Pending	Required next year, business case pending
3	Develop communications materials identifying housing needs and activities being done to address need	On-going	1. Allocated \$5,000 for communications in current fiscal 2023/24 2. As a major initiative to develop new materials would need funding and/or communications staff time. Or, 3. Could be a limited initiative of communications staff to summarize and communicate actions that have been or are being taken
Develop Trust-Wide Consistency in Housing Policy and Project Processes			
4	Revise Islands Trust Policy Statement to provide vision for affordable housing and support a variety of housing types compatible with maintaining the integrity of Trust Area ecosystems	On-going	Islands Trust Policy Statement review on-going
5	Prioritize funding to LTC housing projects that will result in effective and/or innovate bylaws increasing housing options (Official Community Plan and Land Use Bylaw)	On-going	Funding needs to be prioritized by Trust Council and RPC and LTCs have to initiate business cases or minor projects
6	Identify, and recommend LTCs to adopt, consistent definitions of affordable housing and other housing-related terms	On-going	Toolkit action, but LTCs need to prioritize projects
7	Create housing toolkit for Planners and LTCs to include recommended process for LTC housing projects and list of land use planning options to address housing need	Completed	Part 1 of Toolkit completed, Part 2 direction needed from RPC
8	Create a model engagement/project process for LTCs that will educate and effectively engage communities in affordable housing discussions	On-going	RPT priority is to review and expand engagement plan. Engagement materials may include questions such as: • What makes up a healthy and diverse island community? • What kinds of housing is needed for a healthy and diverse island community? • Where should growth be directed?

POTENTIAL ACTION		STATUS	COMMENTS
			How do we help First Nations return to the island community?
Identify Suitable Land for Additional Housing - LTCs			
9	Use evidence-based research (eg. groundwater availability, sensitive ecosystem) to identify suitable locations for zoning to address housing need	On-going	Suitable land analysis initiative on-going
10	Consider social and economic implications of housing location in evaluation of suitable land for additional housing	Future Action	Difficult to incorporate in suitability mapping initiative.
11	Consider First Nations interests when identifying land suitable for additional development	Future Action	Difficult to incorporate in suitability mapping initiative. Could circulate draft mapping to FNs for comment and feedback?
Encourage Local Trust Committee Land-Use Policy Review			
12	Encourage LTCs to update OCPs to facilitate the development of housing to address housing needs	On-going	Several LTCs are undertaking Housing Projects, however up to LTCs to prioritize
13	Encourage LTCs to create opportunities through zoning for housing forms that address housing needs	On-going	Several LTCs are undertaking Housing Projects, however up to LTCs to prioritize
Streamline and Support Process for NGO-Led Rezoning Applications			
14	Develop communications materials (including costs) on pre-development steps for community organizations	Future Action	Part 2 of Toolkit action
15	Resource a technical services fund to commission professional reports for site-specific affordable housing projects or a granting function to support pre-development costs for affordable housing	Future Action	A potential future business case, however applications are inconsistent in terms of timing.
16	Convene pre-development meetings to assess feasibility for all proposed multi-family re-zoning applications	On-going	This should be a practice for any significant application
Support Housing Affordability Through Housing Agreements and Land Acquisition			
17	Adopt revised Housing Agreement template for multi-family developments	Future Action	Part 2 of Toolkit action
18	Co-ordinate with Regional Districts to develop a simple program to administer housing agreements	Future Action	Could be feasible in CRD, other RDs likely won't have capacity or interest. RDs would need to have a funded service.
19	Explore how Islands Trust could hold land for housing in a manner consistent with its mandate	Future Action	Legislative amendment required, Trust Council can hold land, TC could consider if this is worthwhile. RDs can hold land
20	Encourage LTCs to develop policies that will encourage and facilitate land donation	On-going	Is a toolkit option

POTENTIAL ACTION		STATUS	COMMENTS
Develop Partnerships to Improve Existing and Deliver New Housing			
21	Establish regional interagency cooperation such as round tables to coordinate servicing and zoning requirements, and remove barriers, in support of the development of affordable housing	Future Action	Could be an initiative of Planning Services if scope limited to IT and RD staff and NGOs. A more significant undertaking if Trustees, Electoral Area Directors, province and others involved.
22	Work with Regional Districts to facilitate the development and implementation of affordable housing strategies for the islands	Future Action	CRD has a southern gulf island strategy, other RDs may not be interested
Advocate for Policy Changes That Will Address Housing Challenges On the Islands			
23	Encourage Island Health to develop support and guidance for unplumbed sewage disposal such as composting toilets and alternative water solutions such as graywater recycling and rainwater catchment	Future Action	Advocacy action, may extend beyond Island Health if provincial regulations are the obstacle
24	Advocate for changes at the Provincial and regional level to support tiny homes on wheels	On-going	Advocacy for changes to BCBC is on-going from many jurisdictions
25	Enable improvement districts to access infrastructure grants	Future Action	Advocacy initiative that would likely best come from RDs
Advocate for Funding to Support Housing Need on the Islands			
26	Advocate for the provincial government to fund growth-limits assessment like groundwater availability studies to support “preserve and protect” mandate.	Future Action	Potential Advocacy initiative
27	Encourage BC Housing and CMHC to incorporate a low density, rural framework within capital funding programs	Future Action	Potential Advocacy initiative
28	Advocate for ongoing provincial funding to help address housing need in the Islands Trust (eg staff capacity, funding to build housing, housing authority (explore use of Municipal and Regional District Tax)	Future Action	Potential Advocacy initiative

Islands Trust Housing Strategy

Actions and Objectives Discussion

The following document provides an explanation of the objectives and draft potential actions included in the Draft Housing Action List.

Objectives

Below is a list of potential objectives that could be included in a Trust Council housing strategy. As identified in the accompanying Request for Decision, these emerged from staff review of all the known documents related to addressing housing need in the Islands Trust Area. Proposed objectives have been reviewed by a number of Islands Trust planning staffs as well as the CRD's Manager of Services for the Southern Gulf Islands who was a longtime Islands Trust planner with a focus on housing issues. Some of the actions under these proposed objectives are already being undertaken.

Objective are organized into actions that are internal to the Islands Trust and actions that require partnership and advocacy.

Objectives Internal to the Islands Trust

1) Identify and communicate housing need

Identifying housing need is the starting point for implementing policies and actions related to housing in every Local Trust Committee. Needs assessments were undertaken for the Northern Islands and the Southern Islands in 2018. Needs assessments were done for Salt Spring Island and Bowen Island in 2020. All of these have used 2016 census data. Updates using a consistent methodology are required. This is a priority for the 2024/25 Trust Council budget.

In the meantime, to help inform current LTC projects, 2020 census based housing profiles have been developed to provide a snapshot of housing need. Once more detailed needs assessments are completed, this information can be supplemented with more detailed information. A Housing Needs Business Case will be developed for fiscal year 2024/25.

Communication identifying the unique nature of the housing crisis in island communities is critical to facilitating more focussed and specific attention to these needs by regional districts, the Province and the federal government as well as those who own property and live in the Islands Trust Area. Communication work could include improving the Housing Affordability page on the Islands Trust programs webpage to facilitate easy access to the tools in the housing toolkit as well as LTC project work.

2) Develop Trust-wide consistency in housing policy and project processes

Consistency in housing policy begins with supporting a vision for housing affordability in the updated Islands Trust Policy Statement. It includes having consistent housing-related definitions of affordable housing and other housing-related terms across the Trust Area and prioritizing LTC housing projects as a means of developing model bylaws and engagement processes addressing housing need. The

2023 Housing Project Process Toolkit for planners and LTCs will be useful in supporting process consistency.

3) Use The Best Available Data Related To Environmental And Social Impacts To Identify Suitable Land When Contemplating Density Increases As An Option For Addressing Housing Need

Housing options related to increasing affordability generally involve increasing density or redirecting growth to preferred areas. Suitable land for density increase is land that has a reliable source of potable water, is less ecologically sensitive than others and is close to community services and amenities. The Islands Trust has a number of sources of data related to aspects such as saltwater intrusion and the potential for aquifer contamination and groundwater aquifer vulnerability. Groundwater availability assessments adds another critical lens. Groundwater availability assessments have been done for the southern islands and are recommended or proceeding for all other islands before additional density is considered. The Islands Trust conservancy has data on sensitive ecosystems that can also be used in evaluating suitable land.

4) Support Local Trust Committee Land-Use Policy Review (Housing Options Toolkit, Part 1)

Land use is the primary tool the Islands Trust has to help meet housing need. OCP policies need to permit flexibility to build a diversity of housing in a diversity of locations. Creative solutions may be necessary. This could include the development of housing for workers and volunteers in areas that are not currently zoned for such housing. It could also include supporting different approaches to housing such as RV parks or tiny home villages. Land use regulations implement OCP policies. Examples include supporting secondary suites in addition to cottages and/or other accessory dwelling units, pre-zoning land to support a specific type of housing (eg. rental) or to increase density, increasing building height to support development of housing above a business and requiring workforce housing a condition of commercial, industrial and institutional zoning. OCP policy and subsequent LUB zoning changes must be in accordance with the Islands Trust Policy Statement which includes principles guiding decision making such as prioritizing environmental protection, limiting the rate and scale of development and fostering sustainable, inclusive, and resilient communities. These policies can all work together to create housing solutions.

5) Streamline and Support Processes for Non Profit-Led Rezoning Applications (Housing Options Toolkit, Part 2)

A number of recent housing studies concerning the Islands Trust identifying steps the Islands Trust can take to support an increase in multi-family zoning, identify a need to streamline and support the processes for non-profit-led rezoning applications. Because of the limited scale of development, providing multi-family affordable housing is generally the purview of not-for-profit community organizations with government support, rather than the private sector. These organizations have identified challenges with moving through the pre-development phase. Convening a pre-application meeting to identify all steps and costs involved and updating guidance materials will help to streamline the process. Resourcing a technical services fund or providing grants, through regional districts or a housing service, to help cover the costs of consultants and professional reports would help expedite the development process and reduce the upfront costs to community organizations.

6) Support Housing Affordability Through Housing Agreements and Land Acquisition

Housing agreements are the tool used to protect the affordability of different types of housing. The Islands Trust has several housing agreements for various multi-family developments. Recent multi-family rental housing projects have identified the need for a revised template for housing agreements to help streamline the process. A housing agreement program for accessory dwelling units in partnership with a regional district, particularly if a subsidy for development has been provided, could be explored. Given the high cost of land, opportunities for the Islands Trust to hold donated land for housing could also be explored. LTC can look at developing policies to encourage and facilitate the donation of land to address housing need.

Actions Requiring Partnership and Advocacy

7) Develop Partnerships to Improve Existing, and Deliver New, Housing

As previously identified, the unique and multi-agency governance structure of the Islands Trust requires focussed co-ordination, particularly with regional districts to support programs that are beyond regulating land use but serve the Islands Trust mandate (eg. education, providing infrastructure, providing subsidies for housing related supports like rainwater cisterns). Such coordination has been lacking to date. The organization of regionally-focussed roundtables to coordinate servicing and zoning requirements and remove barriers is one kind of action this type of roundtable could focus on. Having key provincial, and possibly federal, staff at the table will be necessary to ensure that funding programs and legislative changes supporting housing recognize and support the unique needs of the Trust Area.

8) Advocate for Policy and Process Changes That Will Address Housing Challenges on the Islands

Housing challenges on the islands are unique and require unique solutions. There are a number of actions that would support housing needs in the Islands Trust Area that require policy change by a number of agencies. For example Island Health's regulations do not currently support sewage disposal that does not discharge into a septic system. The BC Building Code does not support tiny homes on wheels and improvement districts are not able to apply for infrastructure grants.

9) Advocate for Funding to Support Housing Needs on the Islands

Addressing housing need in the Islands Trust Area requires staff resources and funding. Advocacy could include encouraging the provincial government to do and/or fund elements of suitable land assessments including groundwater availability studies to support the "preserve and protect" mandate. It could include encouraging BC Housing to consider the unique interest of the Islands when they are allocating funding. It could include collecting and using the Municipal and Regional District Tax that can be acquired from vacation rentals to support housing need. Some of the uses for funding include building housing, subsidizing housing supports (eg. septic and water catchment systems), increasing Islands Trust staff capacity to address housing and funding of regionally focussed housing.

The Islands Trust Housing Action List table provides a list of potential action under each of these potential objectives.

REQUEST FOR DECISION

To: Regional Planning Committee **For the Meeting of:** September 6, 2023
From: Director, Planning Services **Date Prepared:** August 30, 2023
SUBJECT: Fiscal Year 2024/25 Business Cases

RECOMMENDATION:

That Regional Planning Committee forward to Financial Planning Committee for inclusion in the Fiscal Year 2024/25 budget business cases for:

- Completing Eelgrass Mapping,
- Updating Housing Need Reports for all local trust areas except Salt Spring Island Local Trust Area, and
- Advancing and Implementing a Housing Strategy and Housing Options Toolkit.

-
- 1 **PURPOSE:** For the Regional Planning Committee to consider fiscal year 2024/25 business cases it has requested.
 - 2 **BACKGROUND:** On April 27, 2023, the Regional Planning Committee requested staff to draft the following fiscal year 2024/25 business cases:
 - Complete Eelgrass Mapping,
 - Implement the Freshwater Sustainability Strategy,
 - Update Housing Needs Assessments, and
 - Advance Development and Implementation of an Islands Trust Housing Strategy and Toolkit.

Attached are business cases proposals for all of the above except implementing the Freshwater Sustainability Strategy which was not submitted on time for consideration at this meeting. A brief description of the business cases are provided below.

Mapping Eelgrass is specifically identified in the Islands Trust Strategic Plan. Producing viable data requires field time which is expensive. Staff have proposed an estimate based on historical mapping using a towed camera in the water. However, staff propose that a Request for Information (RFI) be issued to seek more information about using drones for mapping. Drones have been increasingly used over marine surfaces as evidenced in marine mammal monitoring, and mapping oil spills, derelict vessels and abandoned fishing gear. An RFI may lead to a reduced cost estimate which can be refined before final adoption of the 2024/25 budget.

Housing Need Reports are legislatively required for all local trust areas except Salt Spring Island (which is required in 2025/26). Cost estimates are based on historical information and a high level cost estimate included in the Housing Needs Gaps Analysis (see Briefing and Report in September

6, 2023 RPC agenda). Staff have recommended that the Housing Need Reports be kept to the legislatively required minimum primarily due to cost. Local Trust Committees amending OCPs may add the extra expense of filling in the qualitative gaps to their respective work programs.

The Housing Strategy and Housing Options Toolkit is scheduled to be considered as a draft in November 2023. The RPC will also consider local non-profit housing group feedback as to what needs prioritization to assist them deliver affordable housing. This information will help the RPC identify next steps and recommendations to Trust Council (ex: identify a Housing Strategy as a deliverable within the Strategic Plan). Staff have recommended a placeholder which at minimum will help provide dedicated staffing resources to advancing the strategy and toolkit.

3 IMPLICATIONS OF RECOMMENDATION

ORGANIZATIONAL: The attached business cases advance the work program of the Regional Planning Committee, Islands Trust Council and supports Local Trust Committees.

FINANCIAL:

Eelgrass Mapping: \$100,000 (may be refined after an RFI)
Housing Need Reports: \$110,000
Housing Strategy and Housing Options Toolkit: \$30,000

POLICY:

Policy 6.3.1 Budget Process
Policy 6.5.3 Procurement

IMPLEMENTATION/COMMUNICATIONS:

Business Cases will be advance to the Financial Planning Committee.

FIRST NATIONS:

Eelgrass data should be shared with interested First Nations.
First Nations engagement has been included in the Housing Strategy.

OTHER:

4 RELEVANT POLICY(S):

Policy 6.3.1 Budget Process
Policy 6.5.3 Procurement

5 ATTACHMENT(S):

Business Case: Eelgrass Mapping
Business Case: Housing Need Reports
Business Case: Housing Strategy and Housing Options Toolkit

RESPONSE OPTIONS

Recommendation:

That Regional Planning Committee forward to Financial Planning Committee for inclusion in the Fiscal Year 2024/25 budget business cases for:

- Completing Eelgrass Mapping,

- Updating Housing Need Reports for all local trust areas except Salt Spring Island Local Trust Area, and
- Advancing and Implementing a Housing Strategy and Housing Options Toolkit.

Alternative:

1. That Regional Planning Committee amend [name business case(s)] by:
 - [adding, deleting, rewording]...
2. That Regional Planning Committee forward to Financial Planning Committee for inclusion in the Fiscal Year 2024/25 budget business cases [as amended] for:
 - Completing Eelgrass Mapping,
 - Updating Housing Need Reports for all local trust areas except Salt Spring Island Local Trust Area, and
 - Advancing and Implementing a Housing Strategy and Housing Options Toolkit.

Prepared By: Stefan Cermak, Director, Planning Services



Islands Trust

**Budget Funding Request
Short-Form Business Case**

Completion of this form initiates a request to the management team, FPC, and ultimately Trust Council for allocation funding in the next fiscal year budget. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

TO BE COMPLETED BY INITIATOR

Requested by (Committee or Operational Unit):
Regional Planning Committee

Department:
Planning Services

Name of Request:
Eelgrass Mapping – Phase 2

\$ Value of Request (indicate by fiscal year and total if project is multi-year):

2024/25: \$100,000

Budget Source (select all that apply):

- ☐ **Specific Project Funding** (select all that apply)
- ☐ Third Party Contractors
 - ☐ Staff Travel Expense
 - ☐ Staff Overtime Expense
 - ☐ New Staff Member – Temporary for project
 - ☐ Computer Hardware/Software

☐ **Furniture & Equipment**

☐ **Computer Hardware/Software/Supplies**

☐ **New Staff Resources** (see Staff Costing Tool)

☐ **Permanent**

☐ **Temporary**

Temp Duration: _____

☒ **Other – please describe:** Contracts with Qualified Local Stewardship Groups

Date of Submission to Finance:
RPC approved Sept. 6, 2023

Funding Required for (date range):
April 1, 2024 – March 31, 2025

TIE TO ISLANDS TRUST GUIDING DOCUMENTS: (Indicate how the proposed project/activity/work ties to Trust Council's strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust's object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.)

Islands Trust Council [Strategic Plan 2018-2022](#). Strategic Action 2.2: map the extent of the eelgrass and kelp beds throughout the Trust Area.

Regional Planning Committee Work Program: Implement Strategic Action 2.2.

[Islands Trust Policy Statement](#). Section 4.5 Coastal Areas and Marine Shorelands. Commitments of Trust Council: 4.5.5: It is Trust Council's policy that development should be directed to sites away from areas of environmental sensitivity.

ISSUE/OPPORTUNITY: *(What issue are you trying to resolve with this initiative, or what opportunity has been identified that would benefit Islands Trust by undertaking this initiative? What are the future needs? What organizational objectives are being addressed? Include background information that decision makers will need to properly assess this request.)*

In March 2022, the Regional Planning Committee received a summary report of eelgrass mapping ([Shorezone Polygon Mapping Summary Report, Eelgrass in the Islands Trust Area, Coast and Ocean Resources, March 2022](#)).

The report stated that: “Over half (59%) of the Eelgrass polygons were of High or Medium Confidence, with 41% having Low Confidence. Those Low Confidence polygons should not be considered accurate in terms of either overall placement or area for management or monitoring purposes and should be surveyed by other means in the future (towed camera, sidescan or dive surveys) to create accurate polygons.” There are a reported 652 polygons of low confidence, totalling an area of 682 ha.

The proposal is to complete the mapping using towed camera or drone imagery in partnership with local stewardship groups.

PROJECTED RESULTS/DELIVERABLES: *(How does this address the issue/opportunity described above? Indicate how results of this work will impact decision-making by trustees or staff. Will this work result in better decisions, more efficient decision-making, more efficient completion of work, better public perception, etc. Consider all possible results from undertaking this work.)*

Survey the 682 ha of low confidence polygons to create eelgrass mapping that can be considered accurate and useful.

RISK ASSESSMENT: *(List and discuss potential risk factors associated with this work, if identified. List and discuss the options that exist to mitigate identified risks.)*

Work is not supported and 41% of current data remains inapplicable.

ALTERNATIVES CONSIDERED: *(What other options/alternative courses of action were considered? List and discuss each alternative separately. Each option must be supported by a succinct and realistic presentation of the benefits, risks, financial implications, resource requirements and other implications to allow for an informed decision among the options. One option should reflect the status quo - i.e. do nothing - and the anticipated results of that action.)*

Option 1: Do Nothing

- Benefits – no cost.
- Risks – low confidence data remains inapplicable (41% of total recent mapping)
- Financial implications – none.
- Resource requirements – none.
- Other implications- data cannot be applied to bylaw amendments to protect eelgrass beds (examples of potential bylaw amendments include requiring setbacks from known eelgrass beds or establishing environmentally sensitive development permit areas); data cannot be of use to Islands Trust Conservancy or other partners and community groups, including First Nations

Option 2: Map via side scan sonar or towed camera with a Marine Mapping company

- Benefits – professional staff and report, meet government standards (data accuracy, professional review, enhanced GIS information, etc); completes strategic action in Strategic Plan and in RPC work plan.
- Risks – restricting mapping to low confidence polygon areas may be challenging to differentiate when out on the marine surface – this likely leads to greater time mapping and a greater volume of data for processing – both raising costs.
- Financial implications – most expensive option. Would require a request for information to get a reasonable cost estimate.
- Resource requirements – Extra staff time to issue a Request for Information if choosing to use drones for mapping, evaluate, and follow up with an RFP. Standard staff time for contract management.

- Other implications- side sonar, underwater cameras, or drones may record other marine information such as sunken boats, docks, and kelp. This data may help local steward groups apply for funding for future clean-up or restoration activities.

Option 3: Map in partnership with local stewardship groups

- Benefits – Continues and builds on relationship with stewardship groups (the [2012-2014 Nearshore Eelgrass Inventory](#) by SeaChange Society was done this way); Builds on federal momentum to clean marine waterways.
- Risks – Timing may be challenging (note it took 3 years to complete the previous mapping via towing a camera in the water as it takes a long time to boat around each island); Meeting professional requirements may be challenging; availability of local stewardship groups
- Financial implications – high but less than using private companies
- Resource requirements – significantly increased staff time to engage with community groups and to ensure standards are met; Extra staff time to issue a Request for Information if choosing to use drones for mapping, evaluate, and follow up with an RFP. Standard staff time for contract management.
- Other implications- Historically mapping eelgrass has been done as an ecosystem inventory mapping exercise sponsored by the Islands Trust Conservancy; Good opportunity to work together as well as with local marine stewards
- Other implications- side sonar, underwater cameras, or drones may record other marine information such as sunken boats, docks, and kelp. This data may help local steward groups and persons apply for funding for future clean-up or restoration activities. First Nations may be very interested in data and may enhance relationship if data is shared.

CRITICAL SUCCESS FACTORS: *(What related factors have been identified that are important to the success of completing this work/initiative? Which of these factors are considered critical to the success of this initiative? Discuss outcomes if critical success factors are not met.)*

Accurate eelgrass mapping data that can be used to amend bylaws and assist the Islands Trust Conservancy to preserve and protect marine ecosystems.

RECOMMENDED OPTION: *(State your recommendation, referencing the options discussed earlier, and summarise why you chose it over others.)*

Option 3. Map in partnership with local stewardship groups.

This method has been successful before and builds on partnerships including the Islands Trust Conservancy. Cost estimate is based on historical contract data + inflation using a towed camera and similar methods. Mapping shorelines / eelgrass polygons using drones would be a new methodology although evidence suggests this method has proven successful in mapping derelict vessels, fishing gear, and monitoring marine activities as well as marine mammal monitoring. This method would require a request for information to get an accurate cost estimate. Private conversations suggests that more mapping can be done in a shorter time thus potentially reducing expensive field time. However, processing and presenting information times is currently unknown.

COST/BENEFIT ANALYSIS: *(Discuss both quantitative and qualitative considerations of this initiative. Quantitative discussion should include financial costs as well as benefits (savings). Qualitative considerations include non-quantifiable costs and benefits.)*

Quantitative:

Cost. \$100,000 (based on previous contracts from 2012-2014 + 2% average annual rate of inflation) if using the proven method of towing an underwater camera. This cost would likely be reduced if using drones.

Time. Depends on Society time availability and possible external (federal) funding source.

Qualitative:

Marine stewards are critical partners with the Islands Trust. Providing assistance to local stewardship groups meets the Islands Trust mandate to work in cooperation with (local) persons and organizations.

If choosing to use mapping via drone methodology, the mapping may help to collect other marine related data such as derelict boats, abandoned fishing gear, or possibly presence of bull kelp.

PURCHASING PROCEDURE: *(Describe any purchasing processes that will be needed to support this initiative (ie. Direct Award, RFP, ITQ to qualified vendor) if goods or services need to be procured for the work. If this is for new staff hiring, indicate likely hiring method (ie: external competition, government-restricted internal competition, etc.)*

Request for Proposal (for using a towed camera)

Request for Information (for using drones)

PROPOSED IMPLEMENTATION STRATEGY: *(What are the specific features of the “roll-out” of the recommended solution? What is the timeline and anticipated date of completion for this initiative?)*

- December 2023: issue a Request for Information (RFI) using drones for eelgrass mapping
- February 2023: Review information
- March 2024: Report refined cost estimate if RFI proves more cost effective
- April 2024: Draft RFP terms of reference
- May 2024: Post and award RFP
- March 2025: submit final report to RPC

This assumes the work can be completed in a single fiscal year. It is suggested that drone operators could meet this timeline but not likely underwater camera operators.

STAFF RESOURCING: *(What staff resources will be needed to achieve success on this initiative? Estimate how many hours of staff time will be required, by staff level/role. Comment on the reasonability of expected staff hours when assessed in conjunction with other work underway or planned.)*

Extra staff time will be required to partner with local stewardship groups, before, during, and after mapping exercise to ensure deliverables and standards are met.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION: *(Discuss proposed change management requirements, communications needed, involvement with others. Are there any concerns related to these? If so, how will these be addressed? Have other stakeholders been identified?)*

Communications regarding the purpose of the work and working with stewardship groups may be desirable.

Requested by: Regional Planning Committee

Prepared by: Stefan Cermak, Director, Planning Services / August 31, 2023



Islands Trust

**Budget Funding Request
Short-Form Business Case**

Completion of this form initiates a request to the management team, FPC, and ultimately Trust Council for allocation funding in the next fiscal year budget. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

TO BE COMPLETED BY INITIATOR

Requested by:

Regional Planning Committee

Department:

Planning Services

Name of Request:

Northern Region and Southern Gulf Islands
Housing Needs Reports

\$ Value of Request (*indicate by fiscal year and total
if project is multi-year*):

2024/25: \$110,000

Budget Source (select all that apply):

- ☐ **Specific Project Funding** (select all that apply)
- ☒ Third Party Contractors
 - ☐ Staff Travel Expense
 - ☐ Staff Overtime Expense
 - ☐ New Staff Member – Temporary for project
 - ☐ Computer Hardware/Software

☐ **Furniture & Equipment**

☐ **Computer Hardware/Software/Supplies**

☐ **New Staff Resources** (see Staff Costing Tool)

☐ Permanent

☐ Temporary

Temp Duration: _____

☐ **Other – please describe:** _____

Date of Submission to Finance:

RPC approved Sept. 6, 2023

Funding Required for (date range):

April 1, 2024 – March 31, 2025

TIE TO ISLANDS TRUST GUIDING DOCUMENTS: (*Indicate how the proposed project/activity/work ties to Trust Council's strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust's object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.*)

Effective April 16, 2019 provincial requirements [require all local governments to complete housing needs reports](#) for their communities by April 2022 and every five years thereafter. The Housing Needs Reports for all Local Trust Committees, except the Salt Spring Island Local Trust Committee are legislatively required to be updated.

- [Northern Region \(DE, GA, GM, HO, LA, TH\) Housing Needs Report, Dillon Consulting, June 2018](#)
- [Southern Gulf Island \(GL, MA, NP, SP, SA\) Housing Needs Report, JG Consulting Services, February 2018](#)
- [Salt Spring Island, Housing Needs Report, CRD, November 2020](#)

Islands Trust Council [Strategic Plan 2018-2022](#). Objective: Strengthen Housing Affordability Throughout the Islands Trust Area. In June 2023, [Islands Trust Council amended the Strategic Plan](#) to:

- “Prioritize elements of the strategic plan that support land use decision making”, and
- “Update the strategic initiatives related to housing to focus on projects that will develop healthy, resilient island communities by employing two lenses: mitigating and adapting to the effects of climate change, and managing growth by cultivating equitable, inclusive and resilient communities and the natural environment.”

Strategic Actions 4.4 iii – 4.4 v within the Strategic Plan were refined in the RPC work program to include development of a Housing Options Strategy and Toolkit (subject of a different business case).

Regional Planning Committee Work Program: Strengthen housing affordability throughout the Islands Trust Area

[Islands Trust Policy Statement](#) Goal: To Sustain Island Character and Healthy Communities: “...The health of a community is influenced by numerous factors such as economic security, education, social support systems, the cleanliness and safety of the environment, and the availability of such necessities as educational and social services, transportation, affordable food and housing”.

ISSUE/OPPORTUNITY: *(What issue are you trying to resolve with this initiative, or what opportunity has been identified that would benefit Islands Trust by undertaking this initiative? What are the future needs? What organizational objectives are being addressed? Include background information that decision makers will need to properly assess this request.)*

The business case proposes to hire a consultant to produce the legislatively required Housing Needs Reports.

All Local Trust Committees are legislatively required to update their Housing Needs Report every five years.

All LTC’s Housing Needs Reports, except Salt Spring Island, are valid from 2018-2023; Salt Spring’s Housing Needs Report is valid from 2020-2025.

A further opportunity is to consider including gaps as identified in the Housing Needs Gaps Analysis, Urban Matters, August 2023.

PROJECTED RESULTS/DELIVERABLES: *(How does this address the issue/opportunity described above? Indicate how results of this work will impact decision-making by trustees or staff. Will this work result in better decisions, more efficient decision-making, more efficient completion of work, better public perception, etc. Consider all possible results from undertaking this work.)*

Housing Needs Reports for each Local Trust Area except Salt Spring Island would meet legislative requirements. Including a more detailed assessment of supplementary data points, typically qualitative data, would support a fully picture analysis of housing needs in each community.

RISK ASSESSMENT: *(List and discuss potential risk factors associated with this work, if identified. List and discuss the options that exist to mitigate identified risks.)*

Risk conflicting with oath of office. Housing Needs Reports are required by provincial legislation. All Trustees swore an oath of office to perform duties of office in accordance with the law. (Similarly staff swear an annual oath of employment). Completing the legislatively required task would alleviate any conflict.

Risk having outdated housing needs information. It is well understood that a housing crisis exists and that housing is needed by many. However, not updating the assessment regularly would result in current decisions being made on old data. Much changes every five years, and this has been especially true since Covid-19.

ALTERNATIVES CONSIDERED: *(What other options/alternative courses of action were considered? List and discuss each alternative separately. Each option must be supported by a succinct and realistic presentation of the benefits, risks, financial implications, resource*

requirements and other implications to allow for an informed decision among the options. One option should reflect the status quo - i.e. do nothing - and the anticipated results of that action.)

Option 1: Do Nothing

- Benefits – no cost
- Risks – Not meet provincial legislation. May affect funding or other agreements from province. May reduce effectiveness of housing related projects. May affect challenges related to sworn oaths.
- Financial implications – no cost.
- Resource requirements – staff would likely seek ways to update housing needs information on a project by project basis.
- Other implications-

Option 2: Update Northern and SGI Housing Needs Reports to minimal requirements using a Coop student

- Benefits – cost effective
- Risks – minimal to no experience – significant time orientating and reviewing student work
- Financial implications – cost effective
- Resource requirements – approved Coop Planner position; student supervision
- Other implications- Coop student would not get much else done and would have minimal opportunity to experience more of planning services while coop supervisor would be focused on primary output of student.

Option 3: Update Northern and SGI Housing Needs Reports to minimal requirements using a contractor

- Benefits – all LTCs requiring Housing Needs Reports would get them – meeting legislation.
- Risks – SSI is done separately thus not assured funding (although at time of drafting this business case SSI is reasonably funded for various Housing Need related deliverables and required deliverable can be during the 2025/26 fiscal period)
- Financial implications – Cost effective.
- Resource requirements – Standard. Staff drafting of Request for Proposal and contract management.
- Other implications- This option excludes consideration of addressing any qualitative assessments such as understanding employer needs, the quality of housing, or getting a more accurate assessment of rental accommodations and hidden homelessness.

Option 4: Update Northern and SGI Housing Needs Reports with supplemental data

- Benefits – Same as above but with supplemental data providing better insight into housing needs.
- Risks – each Local Trust Area may benefit from a different approach when identifying and addressing gaps in housing needs data. This in turn leads to increased need to cooperate/coordinate with local groups who could provide more information. This leads to different and inconsistent data gathering methods/information but once established, could benefit each LTA uniquely.
- Financial implications – expensive
- Resource requirements – standard.
- Other implications- getting better information will help the Islands Trust meet and address local housing needs in a more succinct manner and may lead to improved funding opportunities for local groups including regional districts to address more specific needs.

CRITICAL SUCCESS FACTORS: *(What related factors have been identified that are important to the success of completing this work/initiative? Which of these factors are considered critical to the success of this initiative? Discuss outcomes if critical success factors are not met.)*

Must meet legislative requirements.

Address updated Strategic Plan healthy community strategies.

Meet community needs.

RECOMMENDED OPTION: *(State your recommendation, referencing the options discussed earlier, and summarise why you chose it over others.)*

Option 3.

- Meets legislation and somewhat addresses updated Strategic Plan.
- It does not provide enhanced community engagement or any robust qualitative data; however, this may be included in focused OCP or LUB amendments on a LTC by LTC basis
- funding request kept to what is required only to meet legislation.

COST/BENEFIT ANALYSIS: *(Discuss both quantitative and qualitative considerations of this initiative. Quantitative discussion should include financial costs as well as benefits (savings). Qualitative considerations include non-quantifiable costs and benefits.)*

Quantitative:

Cost is estimated to be \$100,000 - \$120,000. This is based on similar work done in 2017 and assuming an average annual rate of inflation of 3.26% between 2017-2023; it is further substantiated through a high-level cost estimate given in the Housing Needs Gaps Analysis Report.

Qualitative:

Assists LTCs make informed decisions based on current data, as required by legislation.

PURCHASING PROCEDURE: *(Describe any purchasing processes that will be needed to support this initiative (ie. Direct Award, RFP, ITQ to qualified vendor) if goods or services need to be procured for the work. If this is for new staff hiring, indicate likely hiring method (ie: external competition, government-restricted internal competition, etc.)*

Request for Proposal.

PROPOSED IMPLEMENTATION STRATEGY: *(What are the specific features of the “roll-out” of the recommended solution? What is the timeline and anticipated date of completion for this initiative?)*

- April 2024: draft RFP terms of reference
- May 2024: post RFP
- June 2024: award RFP
- September 2024: submit final report to RPC
- October 2024: distribute report to LTCs

STAFF RESOURCING: *(What staff resources will be needed to achieve success on this initiative? Estimate how many hours of staff time will be required, by staff level/role. Comment on the reasonability of expected staff hours when assessed in conjunction with other work underway or planned.)*

Standard resourcing for contract management.

CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION: *(Discuss proposed change management requirements, communications needed, involvement with others. Are there any concerns related to these? If so, how will these be addressed? Have other stakeholders been identified?)*

No special change management required. Share results with LTCs and staff.

Requested by: Regional Planning Committee



Islands Trust

**Budget Funding Request
Short-Form Business Case**

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TO BE COMPLETED BY INITIATOR

Requested by (Committee or Operational Unit):

Regional Planning Committee

Department:

Planning Services

Name of Request:

Housing Strategy and Housing Options Toolkit

\$ Value of Request (indicate by fiscal year and total if project is multi-year):

2024/25: \$30,000

Budget Source (select all that apply):

- ☐ **Specific Project Funding** (select all that apply)
- ☐ Third Party Contractors
 - ☐ Staff Travel Expense
 - ☐ Staff Overtime Expense
 - ☐ New Staff Member – Temporary for project
 - ☐ Computer Hardware/Software

☐ **Furniture & Equipment**

☐ **Computer Hardware/Software/Supplies**

☐ **New Staff Resources** (see Staff Costing Tool)

☐ Permanent

☐ Temporary

Temp Duration: _____

☒ **Other – please describe:** Develop & Implement Housing Strategy and Housing Options Toolkit based on endorsement of both RPC and Trust Council in November/December 2023.

Date of Submission to Finance:

RPC approved September 6, 2023

Funding Required for (date range):

April 1, 2024 – March 31, 2025

TIE TO ISLANDS TRUST GUIDING DOCUMENTS: (Indicate how the proposed project/activity/work ties to Trust Council's strategic plan, Policy Statement directives, Council Bylaws, work programs, the Trust's object, etc. Provide a copy/paste of the relevant reference, along with hyperlinks to external documents where available.)

Islands Trust Council [Strategic Plan 2018-2022](#). Objective: Strengthen Housing Affordability Throughout the Islands Trust Area. In June 2023, [Islands Trust Council amended the Strategic Plan](#) to:

- "Prioritize elements of the strategic plan that support land use decision making", and
- "Update the strategic initiatives related to housing to focus on projects that will develop healthy, resilient island communities by employing two lenses: mitigating and adapting to the effects of climate change, and managing growth by cultivating equitable, inclusive and resilient communities and the natural environment."

Strategic Actions 4.4 iii – 4.4 v within the Strategic Plan were refined in the RPC work program to include development of a Housing Options Strategy and Toolkit (subject of a different business case).

Regional Planning Committee Work Program: Strengthen housing affordability throughout the Islands Trust Area

[Islands Trust Policy Statement](#) Goal: To Sustain Island Character and Healthy Communities: “...The health of a community is influenced by numerous factors such as economic security, education, social support systems, the cleanliness and safety of the environment, and the availability of such necessities as educational and social services, transportation, affordable food and housing”.

ISSUE/OPPORTUNITY: *(What issue are you trying to resolve with this initiative, or what opportunity has been identified that would benefit Islands Trust by undertaking this initiative? What are the future needs? What organizational objectives are being addressed? Include background information that decision makers will need to properly assess this request.)*

Islands Trust Council declared that a housing equity and workforce shortage crisis exists on many islands and included strengthening housing affordability throughout the Islands Trust Area as a key objective in the existing [Strategic Plan](#). The declaration and strategic objective has guided numerous Trust Council and Local Trust Committee actions including the creation of a draft Housing Strategy and Housing Options Toolkit. The strategy and toolkit require resources to be implemented as most planning staff time allocated to the Regional Planning Team doing regional (long range) planning is further allocated to LTC projects.

PROJECTED RESULTS/DELIVERABLES: *(How does this address the issue/opportunity described above? Indicate how results of this work will impact decision-making by trustees or staff. Will this work result in better decisions, more efficient decision-making, more efficient completion of work, better public perception, etc. Consider all possible results from undertaking this work.)*

The Housing Strategy and Housing Options Toolkit have numerous feasible deliverables including: but not limited to: refining the suitable land analysis, developing tools to help NGOs with affordable housing applications, hosting regional roundtables, developing communication and advocacy materials. All of these materials help elected officials to strengthen housing affordability throughout the Islands Trust Area as per the Strategic Plan.

RISK ASSESSMENT: *(List and discuss potential risk factors associated with this work, if identified. List and discuss the options that exist to mitigate identified risks.)*

Minimal to no resources will be applied to addressing the housing equity and workforce shortage crisis.

ALTERNATIVES CONSIDERED: *(What other options/alternative courses of action were considered? List and discuss each alternative separately. Each option must be supported by a succinct and realistic presentation of the benefits, risks, financial implications, resource requirements and other implications to allow for an informed decision among the options. One option should reflect the status quo - i.e. do nothing - and the anticipated results of that action.)*

Option 1: Do Nothing

- Benefits – no cost.
- Risks – minimal to no resources applied to addressing the housing equity and workforce shortage crisis
- Financial implications – none
- Resource requirements – none
- Other implications- lack of resources would cause staff to focus on other resourced projects/activities

Option 2: Request a \$30,000 Placeholder

- Benefits – Allocates funding to address the housing crisis
- Risks – assumes advancement and eventual endorsement of a Housing Strategy and part 2 of the Housing Options Toolkit
- Financial implications – \$30,000
- Resource requirements – tbd

Other implications- deepen cooperation with various local housing groups trying to address housing crisis
CRITICAL SUCCESS FACTORS: <i>(What related factors have been identified that are important to the success of completing this work/initiative? Which of these factors are considered critical to the success of this initiative? Discuss outcomes if critical success factors are not met.)</i> Dedicated resources will help advance a Housing Strategy and more tools in the Housing Options Toolkit.
RECOMMENDED OPTION: <i>(State your recommendation, referencing the options discussed earlier, and summarise why you chose it over others.)</i> Request a \$30,000 placeholder to advance a Housing Strategy and more tools in the Housing Options Toolkit.
COST/BENEFIT ANALYSIS: <i>(Discuss both quantitative and qualitative considerations of this initiative. Quantitative discussion should include financial costs as well as benefits (savings). Qualitative considerations include non-quantifiable costs and benefits.)</i> <u>Quantitative:</u> \$30,000 <u>Qualitative:</u> Cooperation with local housing groups and other partners working to address the housing crisis.
PURCHASING PROCEDURE: <i>(Describe any purchasing processes that will be needed to support this initiative (ie. Direct Award, RFP, ITQ to qualified vendor) if goods or services need to be procured for the work. If this is for new staff hiring, indicate likely hiring method (ie: external competition, government-restricted internal competition, etc.)</i> As per Procurement policies.
PROPOSED IMPLEMENTATION STRATEGY: <i>(What are the specific features of the “roll-out” of the recommended solution? What is the <u>timeline</u> and anticipated <u>date of completion</u> for this initiative?)</i> April 1, 2024 – March 31, 2025
STAFF RESOURCING: <i>(What staff resources will be needed to achieve success on this initiative? Estimate how many hours of staff time will be required, by staff level/role. Comment on the reasonability of expected staff hours when assessed in conjunction with other work underway or planned.)</i> Staff have had much success in drafting a Housing Strategy and Housing Options Toolkit due to resources that were made available. Those resources have been significantly reduced and the strategy and toolkit need endorsement and resources to be implemented.
CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION: <i>(Discuss proposed change management requirements, communications needed, involvement with others. Are there any concerns related to these? If so, how will these be addressed? Have other stakeholders been identified?)</i> The draft Housing Strategy and Housing Options Toolkit have been created to ensure addressing the mandate; however, communications may need to show evidence of this. Change management may also include engagement with partners also seeking to address the housing crisis.

Requested by (Committee or Business unit): Regional Planning Committee

Prepared by (name, title)/date: Stefan Cermak, Director, Planning Services / August 30, 2023

BRIEFING

To: Regional Planning Committee **For the Meeting of:** September 9, 2023
From: Trust Area Services **Date Prepared:** September 1, 2023
SUBJECT: Advice to Trust Council – Montreal Global Biodiversity Framework

PURPOSE: To inform the Committee about a request from Trust Council for advice about how the [Kunming-Montreal Global Biodiversity Framework](#) impacts the work of the Islands Trust, and a subsequent request from Trust Programs Committee to Regional Planning Committee to appoint two members to form a joint working group to:

1. review the goals and targets of the Kunming-Montreal Global Biodiversity Framework, and,
2. report on how Islands Trust could best incorporate and contribute to these.

BACKGROUND:

In December 2022, Canada joined 195 countries in the Kunming-Montreal Global Biodiversity Framework which aims to halt and reverse global biodiversity loss by 2030.

On March 7, 2023, Trust Council passed the following motion:

Trust Council direct the Regional Planning Committee and the Trust Programs Committee to consider how the Montreal Charter on Biodiversity impacts the work of the Islands Trust and share their thinking back with Trust Council in this calendar year.

On May 15, 2023 Trust Programs Committee received a briefing about the request from Trust Council for advice and discussed the following

- what the current percentages of protected land and of biodiversity for each LTA might be
- it will take some time to review the extensive literature
- only a few Canadian local governments have been involved or signed on
- whether adopting the framework would bind Islands Trust to additional actions
- Dr. Risa Smith of the Islands Trust Conservancy attended the Conference of the Parties to the Convention on Biological Diversity as a delegate and may be available to provide a presentation to the Committee
- a working group could be formed to review the goals and targets of the protocol and might be able to provide a map or chart of what is currently protected in the Trust Area, including areas protected by the Riparian Areas Regulation, Development Permit Areas, parks, covenants, nature reserves, etc.

Trust Programs Committee then passed the following resolutions:

That Trust Programs Committee request Regional Planning Committee to appoint two members to form a joint working group to review the goals and targets of the Kunming-Montreal protocol and report on how Islands Trust could best incorporate and contribute to these.

That Trust Programs Committee appoint Trustees Fast and Allen to represent Trust Programs Committee on the joint working group with the Regional Planning Committee discussing the Kunming-Montreal Global Diversity Framework.

Staff provided the following background to Trust Programs Committee for its May 2023 briefing:

A December 20, 2022 Government of Canada [news release](#) states” Among Canada’s main goals were protecting 30% of lands and waters by 2030, respecting the rights and roles of Indigenous peoples, and addressing the key drivers of biodiversity loss, such as pollution and overexploitation of nature. These elements were agreed upon in the final Framework.”

The vision of the Kunming-Montreal Global Biodiversity Framework is a world of living in harmony with nature where “*by 2050, biodiversity is valued, conserved, restored and wisely used, maintaining ecosystem services, sustaining a healthy planet and delivering benefits essential for all people.*”

The Kunming-Montreal Global Biodiversity Framework has four long-term goals for 2050 related to the 2050 Vision for biodiversity and 23 action-oriented global targets for urgent action to 2030 (see list attached). Staff has not assessed the applicability of the Framework goals and targets to Islands Trust, and has not found analysis online showing how local governments/authorities can contribute to Canada’s contributions towards the goals and targets by 2050 and 2030.

To date, staff are aware of only one instance of the Montreal Charter on Biodiversity impacting/ influencing the work of the Islands Trust. It is referenced in the 2023 Islands Trust resolution to UBCM Convention advocating for new legislation for protection of biodiversity, ecosystem health and species at risk (attached).

ATTACHMENT(S):

1. Kunming-Montreal Global Biodiversity Framework long-term goals (4) and targets for urgent action to 2030 (23)
2. 2023 Islands Trust resolution to UBCM Convention advocating for new legislation for protection of biodiversity, ecosystem health and species at risk

FOLLOW-UP: Staff will add any reporting from the working group to the Regional Planning Committee and the Trust Programs Committee agenda in November 2023 so the committees may consider advice to Trust Council for the December Trust Council meeting. At that time the committees could consider how certain goals and/or targets could be incorporated into guiding documents such as the Strategic Plan or Policy Statement.

Prepared By: Clare Frater, Director, Trust Area Services

Reviewed By/Date: Stefan Cermak, Director, Planning Services, August 24, 2023

The Kunming-Montreal Global Biodiversity Framework has four long-term goals for 2050 related to the 2050 Vision for biodiversity:

Goal	Text of Goal	Applicable/ relevant to Islands Trust?
A	The integrity, connectivity and resilience of all ecosystems are maintained, enhanced, or restored, substantially increasing the area of natural ecosystems by 2050; Human induced extinction of known threatened species is halted, and, by 2050, the extinction rate and risk of all species are reduced tenfold and the abundance of native wild species is increased to healthy and resilient levels; The genetic diversity within populations of wild and domesticated species, is maintained, safeguarding their adaptive potential.	
B	Biodiversity is sustainably used and managed and nature's contributions to people, including ecosystem functions and services, are valued, maintained and enhanced, with those currently in decline being restored, supporting the achievement of sustainable development for the benefit of present and future generations by 2050.	
C	The monetary and non-monetary benefits from the utilization of genetic resources and digital sequence information on genetic resources, and of traditional knowledge associated with genetic resources, as applicable, are shared fairly and equitably, including, as appropriate with indigenous peoples and local communities, and substantially increased by 2050, while ensuring traditional knowledge associated with genetic resources is appropriately protected, thereby contributing to the conservation and sustainable use of biodiversity, in accordance with internationally agreed access and benefit-sharing instruments.	
D	Adequate means of implementation, including financial resources, capacity-building, technical and scientific cooperation, and access to and transfer of technology to fully implement the Kunming-Montreal Global Biodiversity Framework are secured and equitably accessible to all Parties, especially developing country Parties, in particular the least developed countries and small island developing States, as well as countries with economies in transition, progressively closing the biodiversity finance gap of \$700 billion per year, and aligning financial flows with the Kunming-Montreal Global Biodiversity Framework and the 2050 Vision for biodiversity.	

The Kunming-Montreal Global Biodiversity Framework also has 23 action-oriented global targets for urgent action to 2030

Target	Text of Target	Applicable/ relevant to Islands Trust?
Theme: Reducing threats to biodiversity		
1	Ensure that all areas are under participatory, integrated and biodiversity inclusive spatial planning and/or effective management processes addressing land- and sea-use change, to bring the loss of areas of high biodiversity importance, including ecosystems of high ecological integrity, close to zero by 2030, while respecting the rights of indigenous peoples and local communities.	
2	Ensure that by 2030 at least 30 per cent of areas of degraded terrestrial, inland water, and marine and coastal ecosystems are under effective restoration, in order to enhance biodiversity and ecosystem functions and services, ecological integrity and connectivity.	
3	Ensure and enable that by 2030 at least 30 per cent of terrestrial and inland water areas, and of marine and coastal areas, especially areas of particular importance for biodiversity and ecosystem functions and services, are effectively conserved and managed through ecologically representative, well-connected and equitably governed systems of protected areas and other effective area-based conservation measures, recognizing indigenous and traditional territories, where applicable, and integrated into wider landscapes, seascapes and the ocean, while ensuring that any sustainable use, where appropriate in such areas, is fully consistent with conservation outcomes, recognizing and respecting the rights of indigenous peoples and local communities, including over their traditional territories.	
4	Ensure urgent management actions to halt human induced extinction of known threatened species and for the recovery and conservation of species, in particular threatened species, to significantly reduce extinction risk, as well as to maintain and restore the genetic diversity within and between populations of native, wild and domesticated species to maintain their adaptive potential, including through in situ and ex situ conservation and sustainable management practices, and effectively manage human-wildlife interactions to minimize human-wildlife conflict for coexistence.	
5	Ensure that the use, harvesting and trade of wild species is sustainable, safe and legal, preventing overexploitation, minimizing impacts on non-target species and ecosystems, and reducing the risk of pathogen spillover, applying the ecosystem approach, while respecting and protecting customary sustainable use by indigenous peoples and local communities.	

6	Eliminate, minimize, reduce and or mitigate the impacts of invasive alien species on biodiversity and ecosystem services by identifying and managing pathways of the introduction of alien species, preventing the introduction and establishment of priority invasive alien species, reducing the rates of introduction and establishment of other known or potential invasive alien species by at least 50 per cent by 2030, and eradicating or controlling invasive alien species, especially in priority sites, such as islands.	
7	Reduce pollution risks and the negative impact of pollution from all sources by 2030, to levels that are not harmful to biodiversity and ecosystem functions and services, considering cumulative effects, including: (a) by reducing excess nutrients lost to the environment by at least half, including through more efficient nutrient cycling and use; (b) by reducing the overall risk from pesticides and highly hazardous chemicals by at least half, including through integrated pest management, based on science, taking into account food security and livelihoods; and (c) by preventing, reducing, and working towards eliminating plastic pollution.	
8	Minimize the impact of climate change and ocean acidification on biodiversity and increase its resilience through mitigation, adaptation, and disaster risk reduction actions, including through nature-based solution and/or ecosystem-based approaches, while minimizing negative and fostering positive impacts of climate action on biodiversity.	
Theme: Meeting people's needs through sustainable use and benefit-sharing		
9	Ensure that the management and use of wild species are sustainable, thereby providing social, economic and environmental benefits for people, especially those in vulnerable situations and those most dependent on biodiversity, including through sustainable biodiversity-based activities, products and services that enhance biodiversity, and protecting and encouraging customary sustainable use by indigenous peoples and local communities.	
10	Ensure that areas under agriculture, aquaculture, fisheries and forestry are managed sustainably, in particular through the sustainable use of biodiversity, including through a substantial increase of the application of biodiversity friendly practices, such as sustainable intensification, agroecological and other innovative approaches, contributing to the resilience and long-term efficiency and productivity of these production systems, and to food security, conserving and restoring biodiversity and maintaining nature's contributions to people, including ecosystem functions and services.	
11	Restore, maintain and enhance nature's contributions to people, including ecosystem functions and services, such as the regulation of air, water and climate, soil health, pollination and reduction of disease risk, as well as protection from natural hazards and disasters, through nature-based solutions and/or ecosystem-based approaches for the benefit of all people and nature.	

12	Significantly increase the area and quality, and connectivity of, access to, and benefits from green and blue spaces in urban and densely populated areas sustainably, by mainstreaming the conservation and sustainable use of biodiversity, and ensure biodiversity-inclusive urban planning, enhancing native biodiversity, ecological connectivity and integrity, and improving human health and well-being and connection to nature, and contributing to inclusive and sustainable urbanization and to the provision of ecosystem functions and services.	
13	Take effective legal, policy, administrative and capacity-building measures at all levels, as appropriate, to ensure the fair and equitable sharing of benefits that arise from the utilization of genetic resources and from digital sequence information on genetic resources, as well as traditional knowledge associated with genetic resources, and facilitating appropriate access to genetic resources, and by 2030, facilitating a significant increase of the benefits shared, in accordance with applicable international access and benefit-sharing instruments.	
Theme: Tools and solutions for implementation and mainstreaming		
14	Ensure the full integration of biodiversity and its multiple values into policies, regulations, planning and development processes, poverty eradication strategies, strategic environmental assessments, environmental impact assessments and, as appropriate, national accounting, within and across all levels of government and across all sectors, in particular those with significant impacts on biodiversity, progressively aligning all relevant public and private activities, and fiscal and financial flows with the goals and targets of this framework.	
15	Take legal, administrative or policy measures to encourage and enable business, and in particular to ensure that large and transnational companies and financial institutions: (a) Regularly monitor, assess, and transparently disclose their risks, dependencies and impacts on biodiversity, including with requirements for all large as well as transnational companies and financial institutions along their operations, supply and value chains, and portfolios; (b) Provide information needed to consumers to promote sustainable consumption patterns; (c) Report on compliance with access and benefit-sharing regulations and measures, as applicable; in order to progressively reduce negative impacts on biodiversity, increase positive impacts, reduce biodiversity-related risks to business and financial institutions, and promote actions to ensure sustainable patterns of production	
15	Ensure that people are encouraged and enabled to make sustainable consumption choices, including by establishing supportive policy, legislative or regulatory frameworks, improving education and access to relevant and accurate information and alternatives, and by 2030, reduce the global footprint of consumption in an equitable manner, including through halving global food waste, significantly reducing overconsumption and substantially reducing waste generation, in order for all people to live well in harmony with Mother Earth.	

17	Establish, strengthen capacity for, and implement in all countries, biosafety measures as set out in Article 8(g) of the Convention on Biological Diversity and measures for the handling of biotechnology and distribution of its benefits as set out in Article 19 of the Convention.	
18	Identify by 2025, and eliminate, phase out or reform incentives, including subsidies, harmful for biodiversity, in a proportionate, just, fair, effective and equitable way, while substantially and progressively reducing them by at least \$500 billion per year by 2030, starting with the most harmful incentives, and scale up positive incentives for the conservation and sustainable use of biodiversity.	
19	Substantially and progressively increase the level of financial resources from all sources, in an effective, timely and easily accessible manner, including domestic, international, public and private resources, in accordance with Article 20 of the Convention, to implement national biodiversity strategies and action plans, mobilizing at least \$200 billion per year by 2030, including by: (a) Increasing total biodiversity related international financial resources from developed countries, including official development assistance, and from countries that voluntarily assume obligations of developed country Parties, to developing countries, in particular the least developed countries and small island developing States, as well as countries with economies in transition, to at least \$20 billion per year by 2025, and to at least \$30 billion per year by 2030; (b) Significantly increasing domestic resource mobilization, facilitated by the preparation and implementation of national biodiversity finance plans or similar instruments according to national needs, priorities and circumstances; (c) Leveraging private finance, promoting blended finance, implementing strategies for raising new and additional resources, and encouraging the private sector to invest in biodiversity, including through impact funds and other instruments; (d) Stimulating innovative schemes such as payment for ecosystem services, green bonds, biodiversity offsets and credits, and benefit-sharing mechanisms, with environmental and social safeguards; (e) Optimizing co-benefits and synergies of finance targeting the biodiversity and climate crises; (f) Enhancing the role of collective actions, including by indigenous peoples and local communities, Mother Earth centric actions ¹³ and non-market-based approaches including community based natural resource management and civil society cooperation and solidarity aimed at the conservation of biodiversity; (g) Enhancing the effectiveness, efficiency and transparency of resource provision and use;	
20	Strengthen capacity-building and development, access to and transfer of technology, and promote development of and access to innovation and technical and scientific cooperation, including through South-South, North-South and triangular cooperation, to meet the needs for effective implementation, particularly in developing countries, fostering joint technology development and joint scientific research programmes for the conservation and sustainable use of biodiversity and strengthening scientific research and monitoring capacities, commensurate with the ambition of the goals and targets of the Framework.	

21	Ensure that the best available data, information and knowledge are accessible to decision makers, practitioners and the public to guide effective and equitable governance, integrated and participatory management of biodiversity, and to strengthen communication, awareness-raising, education, monitoring, research and knowledge management and, also in this context, traditional knowledge, innovations, practices and technologies of indigenous peoples and local communities should only be accessed with their free, prior and informed consent, 14 in accordance with national legislation	
22	Ensure the full, equitable, inclusive, effective and gender-responsive representation and participation in decision-making, and access to justice and information related to biodiversity by indigenous peoples and local communities, respecting their cultures and their rights over lands, territories, resources, and traditional knowledge, as well as by women and girls, children and youth, and persons with disabilities and ensure the full protection of environmental human rights defenders.	
23	Ensure gender equality in the implementation of the Framework through a gender-responsive approach, where all women and girls have equal opportunity and capacity to contribute to the three objectives of the Convention, including by recognizing their equal rights and access to land and natural resources and their full, equitable, meaningful and informed participation and leadership at all levels of action, engagement, policy and decision-making related to biodiversity.	



2023 RESOLUTION SUBMISSION TO UBCM

NEW LEGISLATION FOR PROTECTION OF BIODIVERSITY, ECOSYSTEM HEALTH AND SPECIES AT RISK

ISLANDS TRUST

RESOLUTION:

WHEREAS in 2022 UBCM endorsed resolutions calling on the Province of BC to work in cooperation with First Nations to enact species at risk legislation and to work towards new legislation to protect and restore biological diversity and ecosystem health;

AND WHEREAS in November 2022 the Canadian Endangered Species Conservation Council released the Wild Species 2020: The General Status of Species in Canada Report which documents an increased risk of extinction for 700 species in British Columbia in the last five years;

AND WHEREAS in December 2022, Canada joined 195 countries in the Kunming-Montreal Global Biodiversity Framework which aims to halt and reverse global biodiversity loss by 2030;

THEREFORE BE IT RESOLVED that UBCM call upon the Province of British Columbia to urgently proceed with legislation, informed by new agreements and reports, co-developed with First Nations, that enables legal and financial mechanisms for the protection of biodiversity, ecosystem health, and species at risk in British Columbia.

BACKGROUNDER:

Legislated legal and financial mechanisms for the protection of biodiversity, ecosystem health, and species at risk in British Columbia are urgently needed.

In 2022, UBCM endorsed resolutions NR 38, NR 39, NR40 and NR41 which are consistent with the proposed resolution.

According to the 2020 Wild Species Report¹, British Columbia is home to more than 24,540 species, the second most biologically diverse province in Canada. Conversely, B.C. has the highest number of species under threat of extinction. More than 3,000 species were identified in the report as being at risk in B.C. and the report documented an increased risk of extinction for 700 species in British Columbia in the last five years.

B.C. current laws do not require species recovery planning and implementation. The continued push for legislation comes as scientists around the world warn we are witnessing the sixth mass extinction event in the planet's four-billion-year history. Scientists estimate as many as half of all species may be headed toward extinction in the next 30 years, in large part due to habitat destruction.

In 2020, an Old Growth Strategic Review report commissioned by the Province of British Columbia identified several actions needed to foster a paradigm shift in the way forests are managed in B.C. One of the report's key recommendations was to declare conservation of ecosystem health and biodiversity in British Columbia as an overarching priority and enact legislation that legally established this priority for all sectors. In September 2021, the Union of B.C. Indian Chiefs-in-Assembly (UBCIC) called on the Province to explicitly and publicly commit to the enactment of new, overarching legislation for the protection of biodiversity and ecosystem health, to be developed in cooperation with Indigenous Peoples, aligning with the UN Declaration on the Rights of Indigenous Peoples, and upholding Title and Rights to strengthen biodiversity conservation and management.

In the face of a climate emergency, the ecosystems that Indigenous Peoples and B.C. communities depend on for their spiritual, cultural, economic, and health needs are increasingly under threat. It is urgently important for the Province of B.C. to enact legislation to better protect ecosystem health, biodiversity and species at risk without further delay. Doing so in collaboration with First Nations and Indigenous people will be critical to the Province's reconciliation commitments and to the creation of inclusive and effective legislation. It will also be critical for the Province to involve local governments, civil society groups, Indigenous Knowledge Holders, scientists, and members of the public in the development of this legislation, to ensure that their unique vulnerabilities, perspectives, and interests are considered.

¹ https://wildlife-species.canada.ca/species-risk-registry/virtual_sara/files/reports/Wild%20Species%202020.pdf

BRIEFING

To: Regional Planning Committee **For the Meeting of:** April 27, 2023
From: Robert Kojima,
Regional Planning Manager **Date Prepared:** April 12, 2023
SUBJECT: Governance Review – Annex 1 Recommendations Summary

PURPOSE: To provide Regional Planning Committee with a summary of the recommendations of the 2022 Governance Review specific to Planning Services.

BACKGROUND: The Governance Review was completed in early 2022. While the focus of the review was on overall governance of the Islands Trust, the scope also included Local Planning Services and a number of planning related recommendations were included in an appendix to the report (Annex 1). There has been no specific direction from Trust Council to consider or undertake implementation of the Annex 1 recommendations, however RPC's terms of reference include providing policy guidance for staff and LTCs, and advising on the provision and allocation of resources to deliver planning services. Consequently, staff have reviewed the recommendations in Annex 1 and provide updates and comments on the status of the various recommendations in the attached table.

The 2018 Review of Local Planning Services resulted in significant changes to the organization of Planning Services, as a result many of the items in Annex 1 are already on-going or in some cases implemented. The unimplemented items tend to be longer term actions, such as reducing the number of bylaws, reviewing all OCPs/LUBs, and relocating offices. As there is no direction from Trust Council to implement the recommendations of Annex 1, staff are providing this for RPC's information.

ATTACHMENT(S):

1. Summary Table of Annex 1 Recommendations
2. Annex 1 extract

FOLLOW-UP: None

Prepared By: Robert Kojima, Regional Planning Manager

Reviewed By/Date: Stefan Cermak, Director Planning Services / April 13, 2023

Summary of Annex 1 Recommendations

	Recommendation	Status	Comments
	Bylaws		
1.	1. Reduce the number of OCPs to 14 – one for each of the 13 LTAs, plus one for Bowen Island Municipality.	Not implemented	Rescinding existing Associated Islands OCPs/LUBs would be major projects; and politically challenging as many smaller islands are invested in their bylaws; but some benefit from modernizing bylaws. The recommended approach is to consider amalgamation of bylaws by opportunity where Associated Islands' bylaws are either identified for review or as part of major OCP review of the primary island OCP. The focus should be on updating outdated OCPs for larger islands.
2.	2. Use the same format and content for all OCPs, recognizing that some may be much longer and more detailed than others, depending on the LTA. It is noted that an OCP template is being prepared by LPS that should resolve this issue.	On-going	Regional Planning Team has developed a draft model OCP format. The current approach is not use staff time to further develop a template, but to use current OCP review projects to develop examples for future OCP formats. There has long been a model LUB that is used for new LUB projects and which is periodically reviewed and updated as new LUBs are adopted.
3.	3. Start at least two OCP reviews each year until they are all updated. Bowen Island Municipality can begin its review independent of the OCP review process for the LTAs since it will be using its own staff resources rather than those of LPS.	On-going	The Gabriola OCP and LUB are proposed for a full review starting in April '23. Other LTCs have not initiated full reviews currently, but are anticipated in future years.
4.	4. Give priority to those LTAs experiencing the most growth and change.	On-going	An assessment of growth and other development issues has been included as a criteria for RPC prioritization of Major Projects. Implementation will be dependant on Council and committees prioritizing projects for those LTAs over other LTC requests.
5.	5. Complete each OCP review within a maximum of two years of being started. Some can likely be completed within a shorter timeframe.	On-going	The draft model timeline for Major Projects being developed by the RPT proposes a 2 year timeline for major projects, along with a preliminary period for issue identification, project initiation, scoping and development, and approval of a business case. Full implementation will be dependant on the willingness of LTCs to complete reviews within the timeline.
6.	6. Target five years for the completion of the entire process, especially given that two OCPs are relatively recent (Ballenas-Winchelsea Islands and Hornby Island) and do not need a comprehensive review and two others (Lasqueti Island and Gambier Island) are in the midst of comprehensive reviews. If that overtaxes LPS staff resources, outside planning assistance can be sought, which is common for OCP reviews, especially the public engagement component since that can be particularly time-consuming.	Not Implemented	Five years is unrealistic to update all OCPs, however not all OCPs need a complete review. Currently, LTCs identify a desire for an OCP review, instead RPC could pro-actively identify and prioritize OCPs for review and recommend that LTCs undertake a review.
7.	7. Apply the same public engagement processes for each LTA as part of the OCP updates, with clearly defined steps, engagement methods, expected outcomes, timelines, etc	On-going	The Regional Planning Team has developed a model project timeline, identifying key milestones for a typical Major Project. Further specific work is on developing a detailed, standard engagement process is on-going.
	Land Use Bylaws		

	Recommendation	Status	Comments
8.	1. Reduce the number of LUBs / zoning bylaws to, if possible, match the recommended number of OCPs.	Not implemented	See one above.
9.	2. Use the same general format and content for all the LUBs.	Implemented	A model LUB is used for new LUBs. RPT continues to review, update and revise the model LUB as new LUBs are completed.
10.	3. Create more consistency among the LUBs for topics such as definitions and general regulations.	Implemented	Common definitions are included in the model LUB. General Regulations format is in the model LUB.
11.	4. There are two options for updating the LUBs: ▪ Undertake concurrently with the OCP updates. ▪ Undertake immediately after the OCP updates	On-going	Where feasible, OCPs and LUBs may be reviewed concurrently. Where OCPs are completed, LUBs should be updated as soon as possible following completion of OCP.
	Model Bylaws		
12.	1. Determine why the LTCs are not adopting the model bylaws. Either the bylaws are relevant and there is no compelling reason why they should not be adopted by most LTCs or they are largely irrelevant and should not have been prepared to begin with.	On-going	Use of model planning bylaws should be limited and only undertaken by RPT where there are multiple LTCs identifying a topic as a priority. Preference is to undertake pilot projects, coordinate projects, or develop expertise within the RPT, rather than develop model bylaws. However, model bylaws are well suited for administrative bylaws.
13.	2. Explore ways to encourage all LTCs to adopt the same fees. Trust Council has some control over the matter. For example, if an LTA is collecting lower fees, the amount of LPS staff time allocated to the LTA could be reduced.	On-going	All but two LTCs have adopted the recently updated model fees bylaw.
	Compliance and Enforcement		
14.	1. Consistently apply bylaw enforcement in all the LTAs, both by Islands Trust Compliance and Enforcement and the regional districts.	On-going	Review of bylaw enforcement practices being considered by Trust Council, with Ombudspersons office report to be received at September Trust Council
15.	2. Review Compliance and Enforcement staff resources to determine if more are required as part of consistently applied bylaw enforcement and/or if some reorganization is needed.	On-going	Review of bylaw enforcement practices being considered by Trust Council
16.	3. Improve communication and cooperation between Islands Trust Compliance and Enforcement and some of the regional districts.	On-going	Review of bylaw enforcement practices being considered by Trust Council
17.	4. Create more public awareness of the respective roles of Islands Trust and the regional districts in dealing with bylaw issues.	On-going	Review of bylaw enforcement practices being considered by Trust Council
18.	5. Increase the follow-up by staff on permits issued to ensure compliance	Implemented	Planning staff currently monitor TUP and DP where there are specific conditions.
	Planning Projects		
19.	1. Local planning projects should be considered, along with all other Islands Trust initiatives requiring the allocation of financial and human resources, in the context of an annual multi-year strategic and financial plan. The number of projects approved should correspond to the resources available to implement them.	On-going	The number of Major LTC projects should be limited to those that can be resourced by the Regional Planning Team. Over the longer term RPC should re-consider support for on-going Major Projects for LTCs that are not adhering to project timelines.
20.	2. Establish criteria to guide selection of the projects to be undertaken, including an evaluation process that determines priorities on the basis of need and regional equity.	On-going	Evaluation criteria has been drafted by the RPT and presented to RPC, the criteria will be provided to RPC to assess proposed Major LTC projects during the assessment of business cases. The evaluation criteria should be reviewed and adjusted over time.
	Development Applications		

	Recommendation	Status	Comments
21.	1. Delegate the issuance of most, if not all, development permits to staff	On-going	Two LTCs have adopted delegation bylaws (GL and SS), both have high volumes of DP. The two to three other high volume LTCs could be encouraged to adopt delegation bylaws.
22.	2. Determine what constitutes minor DVPs and prepare a model bylaw that can be adopted by each LTA.	On-going	Staff will be reporting on options for delegation of minor DVPs in future
23.	3. Review the current development application fees and how they are applied to ensure appropriate cost recovery.	Implemented	Fees have been reviewed by RPC, most LTCs have adopted a new fee bylaw.
	Organization		
24.	1. Move the Northern team office to Nanaimo, but retain an office on Gabriola Island open regular hours and staffed on a rotating basis by one planner.	Not Implemented	May be considered upon expiry of current lease
25.	2. Reduce the siloing by having regular meetings between the planning teams to share information and ideas. This can be more easily accomplished now that many meetings have moved to video conference platforms.	On-going	Cross-office planning teams have been implemented: - Regional Planning Team: 3 planners have been assigned, one based in each office, meet regularly and are supported by one RPM - Current Planning team: 4 planners based in the 3 regional offices have been assigned to the current planning team, supported by an RPM and meet regularly
	Staff Resources		
26.	1. Reduce the amount of planning staff time spent at meetings by allowing them to attend more meetings via video conferencing, even when there is a return to more face-to-face meetings.	Implemented	Assigned Island Planner still attends regular LTC meetings, other planners join by zoom for specific items. Potential for Island Planners to attend some meetings remotely with addition of meeting admin position
27.	2. Planners should not be participating in meetings as de facto corporate officers. Their role should be focused on planning matters.	Not Implemented	Remains an issue
28.	3. Move the Northern offices to Nanaimo, but retain an office on Gabriola Island open regular hours and staffed on a rotating basis by one planner	Not Implemented	See above
29.	4. Review the current training and orientation program for new planning hires. The input of the planners hired in the past several years, as well as the staff involved in the exit interviews, should be sought as part of this process.	On-going	Orientation for new planner hires is being expanded. Specific training and mentoring is being provided to the Current Planning Team, who are typically less experienced planners.
	Planning Reports		
30.	1. Standardize the format and style of the planning reports	On-going	There is currently a single staff report template. Current Planning Team will be considering developing specific, shorter templates for various application types.
31.	2. Planning reports should generally be shorter. An executive summary should be included for any report longer than six pages that gives the decision makers the critical information. That means telling them what they need to know in making a decision, not simply summarizing topic headings. The reports can also put more of the details, where they are needed, into attachments rather than the main body, where they clog the flow of important information.	On-going	Current Planning Team will be considering developing specific, shorter templates for various application types and expanded use of checklist attachments.

Annex 1

Islands Trust Governance and Management Review Local Planning Services

Local Planning Services (LPS) is the biggest activity of Islands Trust, consuming the greatest amount of resources, accounting for \$6.7 million (74%) of the \$9.1 million budget for 2021-22.

The way in which land use planning and regulation is undertaken by Islands Trust is unique in the province, driven by a combination of legislation in the *Local Government Act*, *Community Charter* and *Islands Trust Act*. It is a more complex and cumbersome process than that found in a municipality or regional district because there are 13 Local Trust Areas (LTAs)³ that each manage land use and have their own bylaws for doing so (see attached map). That includes Official Community Plans (OCPs), Land Use Bylaws (LUBs)⁴, compliance and enforcement bylaws, and an array of other bylaws (e.g., subdivision, regulation of soil removal and deposit, housing agreements, authorization of permits).

Adding to this complexity, Bowen Island, while part of Islands Trust, is not in an LTA, although it is surrounded by the Gambier Island LTA. Bowen Island is a municipal government and therefore has its own set of bylaws. So, there are essentially 14 separate land use planning authorities in Islands Trust, with LPS delivering services to each of the 13 LTAs and Bowen Island municipality managing its own land use planning and regulations.

For the Ballenas-Winchelsea LTA, the Islands Trust Executive Committee, acting as a Local Trust Committee (LTC), makes decisions on all planning initiatives.

The common planning touchstone spanning the entire Islands Trust area is the Trust Policy Statement, which is in the process of being substantially updated after more than 25 years. For many other municipalities and regional districts in BC, it is regional growth strategies (currently 10 adopted strategies in the province) that serve this purpose.

Without significant changes to the *Islands Trust Act*, which is largely outside the scope of this review, Islands Trust land use planning will continue to be a very different process than for other local governments. The focus here is therefore on recommendations to improve the delivery of planning services within the existing legislated framework.

It must also be noted that this review of LPS must be considered within the context of the broader governance and management review. It is understood that issues identified and recommendations made in respect of governance must be addressed before most land use planning recommendations can be fully assessed and their implementation properly

³ Ballenas-Winchelsea (aka Executive Committee), Denman, Gabriola, Galiano, Gambier, Hornby, Lasqueti, Mayne, North Pender, Salt Spring, Saturna, South Pender and Thetis.

⁴ LUBs are more commonly referred to as zoning bylaws. The terms are used interchangeably here.

directed by Trust Council. Also, the LPS review is not an efficiency review, although that is an important topic that will be partly addressed this year through a separate process.

Islands Trust was recently awarded a \$367,795 grant from the provincial government for a *Development Application Service Delivery and Technology Improvement Program*. The budget includes \$50,000 to retain a consultant to review current processes at Islands Trust, make recommendations to improve efficiency, and streamline processing times.

This LPS review covers five topics: bylaws, planning projects, development applications, organization and staff resources, and other considerations.

For each topic, recommendations are provided for consideration. Implementation of most recommendations should wait until a new Policy Statement is adopted, a new Strategic Plan is in place, and Trust Council has addressed higher-level governance issues.

A. BYLAWS

Islands Trust has a total of 149 bylaws, many of which are tied to land use planning, such as OCPs, LUBs and compliance and enforcement.

1. Official Community Plans

There are 21 OCPs covering the Islands Trust, including five LTAs with more than one OCP. They have different formats and subject areas and some do not meet the requirements for an OCP under current provincial legislation.

Most of the OCPs focus on land use policy, which is the intent of an OCP, but a few delve into land use regulations better suited to LUBs (e.g., Gabriola Island).

With the exception of the Ballenas-Winchelsea Islands OCP (adopted in 2013) and the Hornby Island OCP (adopted in 2014), the OCPs have not been comprehensively reviewed for years, with only piecemeal amendments since adoption, largely at the discretion of the LTCs (or municipal Council in the case of Bowen Island).

Examples of outdated OCPs include:

- Bowen Island OCP - adopted in 2011.
- Galiano Island OCP - adopted in 1995 and last comprehensively reviewed in 2011.
- Salt Spring Island OCP - adopted in 2008.
- North Pender Island OCP - adopted in 2007.
- Gabriola Island OCP - adopted in 1997.
- And, at the extreme, Piers Island OCP - adopted in 1981, with no amendments since then.⁵

⁵ A process was started in 2015/16 to update the Piers Island OCP to include climate change considerations, but it was not completed. It is a moot point since even if the proposed amendments had been adopted, the Piers Island OCP would still not meet the content requirements of an OCP under current legislation. In any event, it should be an area plan as part of a larger OCP (Salt Spring Island), as should a number of the other smaller islands that currently have their own OCPs.

Two comprehensive OCP reviews are currently underway:

- The Lasqueti Island OCP review, which was started in mid-2018 and is estimated to be completed in the latter part of 2022 (four years).
- The Gambier Island OCP review, which was identified by the LTC as a top priority in 2015, put on hold in 2018 and recommenced in late 2021, with estimated completion in 2023 (two years).

Because a number of the OCPs are outdated, they do not fully reflect current and anticipated future conditions on the islands and the land use planning implications.

Two examples that show the age and incompleteness of some of the information (emphasis added) that is being relied upon as underpinnings to land use policies are:

- The **Salt Spring Island OCP**, which states, *“There are approximately 5,800 residential lots on Salt Spring Island (2007). While approximately 1,300 of these are vacant, local zoning allows for the construction of a single family dwelling on each of them. Of the existing residential parcels, many are large enough that they can be further subdivided under the existing local subdivision bylaw. A few are zoned for multi-family use. All told, the number of dwelling units (not including seasonal cottages and suites) that could be built on Salt Spring Island under current residential zoning is estimated to be about 8,150. The eventual population of Salt Spring Island that might result from the zoning now in place is estimated to be a little over 17,000.”* (page 23)
- The **Gabriola Island OCP**, which states, *“Based on the 2011 records of the B.C. Assessment Authority there were a total of 3,280 parcels on Gabriola of which 20% (or 668 parcels) were undeveloped. Of these undeveloped parcels, the majority are in the residential land use designations of this Plan. In other words, not counting new lots from potentially subdividable residentially zoned land, there are in excess of 566 existing parcels available for residential purposes on Gabriola.*

The 2006 Census estimates the population of Gabriola to be 4,050. Based on historic growth trends, the Planning Area’s population could increase to about 4,720 by the year 2016. Based on an average household size of 2.4 persons, the anticipated population increase of 390 persons over the next five years can be accommodated on 566 parcels. Therefore there is no requirement to designate additional lands as residential, as the current availability of vacant residential parcels combined with the future potential to create new parcels through the subdivision of existing residentially zoned land should be more than adequate to satisfy the Island’s housing requirements for fifteen to twenty years.

In addition, while issues related to the carrying capacity of Gabriola’s land base to accommodate more development have not been substantiated, there are known problems with inadequate soil percolation for septic disposal and groundwater

supply because of the complex nature of groundwater flow through fractures in the bedrock.” (page 13)

Comprehensive analysis using current data is needed on the ability of the islands to manage existing development and natural areas and to accommodate more growth (where there is the potential to do so) in light of the effects of climate change (e.g., increasing water shortages, rising sea levels, greater wildfire risks, the impact on species and ecosystems), more stringent environmental protection regulations and standards, the increasing costs of delivering public services and other considerations. This pressing need was acknowledged by Trust Council in 2019 when it adopted a Climate Emergency Declaration.

Despite the absence of a regional growth strategy, each of the LTAs is part of a larger system and land use planning decisions in any one LTA can have implications that extend far beyond its boundaries. The need for an integrated planning approach is expressed in a number of ways in the current Policy Statement. For example:

“The Trust Area is a unique and special place -- a scenic archipelago of 13 major islands and more than 450 smaller islands.” (page i)

“The Islands Trust today faces a major challenge. While populations, numbers of visitors and the demand for intensified use and residential development of the Trust Area can be expected to continue to grow, capacities of the Area’s resources and systems are limited. Potential for conflict exists: conflict between short and long-term interests and between unlimited use of the Trust Area and ongoing stewardship. To keep everything in the Trust Area exactly as it is today is impossible. Changes will occur. If the Area’s environment and unique character are to be preserved and protected, priorities must be defined and management strategies established.” (page iii)

“The primary responsibility of the Islands Trust Council is to provide leadership for the preservation, protection and stewardship of the amenities, environment and resources of the Trust Area.

When making decisions and exercising judgment, Trust Council will place priority on preserving and protecting the integrity of the environment and amenities in the Trust Area.

Trust Council believes that to achieve the Islands Trust object, the rate and scale of growth and development in the Trust Area must be carefully managed and may require limitation.” (page 6)

This need for integration and keeping the bigger planning picture in mind will be important as the OCPs are updated. The proposed new Policy Statement carries forward and builds on many of the key themes in the existing Policy Statement, as well as adding new ones.

Consideration should be given on holding off on the comprehensive OCP updates until the new Policy Statement is adopted by Trust Council.

It is recognized that updating some of the OCPs will be a challenging process. Islands Trust residents have diverse and passionately held views on many land use topics, including whether more growth is desirable. For some, the Islands Trust preserve and protect mandate should be interpreted as meaning very limited new development (which on some islands is already the case anyway). However, there are also 26,000 full-time residents on the islands and increasing housing, social, economic and other challenges, many of which are inter-twined, just as they are in other communities. Some residents feel that part of the solution requires more development (e.g., increased housing supply, more local job creation, more local services).

Reconciling these differences will take time for some LTAs as their OCPs are updated, but it should not drag out for years. OCP review processes typically get bogged down when:

- There is not a clear understanding by the public (and sometimes the decision makers) about the purpose of an OCP, leading to an expectation by some that it should cover topics that do not belong in an OCP but rather in other regulatory bylaws or policy documents.
- The public engagement is not properly structured and managed. Every member of the public needs the opportunity to fully express their views, but that should not lead to unduly long timelines to gather and consider the input.
- There are insufficient resources applied (often limited staff time) to complete the work.
- Decision makers are reluctant to make decisions when there are strongly held differences of opinion among the public on land use issues that cannot be fully reconciled.

Recommendations:

1. Reduce the number of OCPs to 14 - one for each of the 13 LTAs, plus one for Bowen Island Municipality.
2. Use the same format and content for all OCPs, recognizing that some may be much longer and more detailed than others, depending on the LTA. It is noted that an OCP template is being prepared by LPS that should resolve this issue.
3. Start at least two OCP reviews each year until they are all updated. Bowen Island Municipality can begin its review independent of the OCP review process for the LTAs since it will be using its own staff resources rather than those of LPS.
4. Give priority to those LTAs experiencing the most growth and change.
5. Complete each OCP review within a maximum of two years of being started. Some can likely be completed within a shorter timeframe.

6. Target five years for the completion of the entire process, especially given that two OCPS are relatively recent (Ballenas-Winchelsea Islands and Hornby Island) and do not need a comprehensive review and two others (Lasqueti Island and Gambier Island) are in the midst of comprehensive reviews. If that overtaxes LPS staff resources, outside planning assistance can be sought, which is common for OCP reviews, especially the public engagement component since that can be particularly time-consuming.
7. Apply the same public engagement processes for each LTA as part of the OCP updates, with clearly defined steps, engagement methods, expected outcomes, timelines, etc.

2. Land Use Bylaws

There are 21 LUBs and two zoning bylaws, including five LTAs with more than one LUB. Zoning bylaws are typically implementation tools of OCPs.

With the exception of Ballenas-Winchelsea Islands and Hornby Island, the LUBs are largely outdated. As one LPS staff member put it, many of the LUBs are “historical artifacts” of bylaws inherited decades ago from the regional districts.

As with the OCPs, there have been only piecemeal amendments since adoption, largely at the discretion of the LTCs.

The LUBs vary for topics such as definitions and general regulations (e.g., building heights, siting and setbacks). There may be good reasons for this in some cases, but not all.

Because they have not been modernized to any degree, there is inconsistent interpretation of elements of the LUBs, depending on the LTA.

This is not an issue unique to Islands Trust – many local governments in BC have not comprehensively reviewed their zoning bylaws in years because it can be a time-consuming process. Nonetheless, it is an important part of good land use planning.

Recommendations:

1. Reduce the number of LUBs / zoning bylaws to, if possible, match the recommended number of OCPs.
2. Use the same general format and content for all the LUBs.
3. Create more consistency among the LUBs for topics such as definitions and general regulations.
4. There are two options for updating the LUBs:
 - Undertake concurrently with the OCP updates.
 - Undertake immediately after the OCP updates.

Selecting the first option would allow the public to see how proposed OCP land use policies would be translated into land use regulations. It would also shorten the length of time of the updating process.

If the second option is selected, the LUB update should be completed within a year of the OCP update.

3. Model Bylaws

Staff time is being spent researching and preparing model bylaws on a variety of land use planning topics. Examples include a Development Permit Area (DPA) Bylaw, a Bonus Density for Affordable Housing Bylaw and a Floor Area Ratio Bylaw.

Model bylaws prepared to date have typically been implemented by only a very few LTCs. There is no requirement that LTCs adopt model bylaws, including the recently approved model Fees Bylaw. In the case of bylaw fees, applicants in some LTAs pay less than in others, despite the amount of staff time and other resources required to process applications generally being the same regardless of location. While this is inequitable, the decision to adopt the model bylaw rectifying the situation is left to each LTC.

Recommendations:

1. Determine why the LTCs are not adopting the model bylaws. Either the bylaws are relevant and there is no compelling reason why they should not be adopted by most LTCs or they are largely irrelevant and should not have been prepared to begin with.
2. Explore ways to encourage all LTCs to adopt the same fees. Trust Council has some control over the matter. For example, if an LTA is collecting lower fees, the amount of LPS staff time allocated to the LTA could be reduced.

4. Compliance and Enforcement

The Bylaw Enforcement Notification Bylaws and Bylaw Infractions Investigations Bylaws are based on the LUBs. There are differences in these bylaws, depending on the LTA. If the number of LUBs is reduced, these two types of bylaws will also be reduced in number.

There is inconsistent enforcement of the LUBs, depending on the LTA, with some LTCs and residents wanting more enforcement and others wanting less, either in general or for specific issues (e.g., short-term vacation rentals).

There is also a misunderstanding by some residents and business owners as to the areas of responsibility of Islands Trust Compliance and Enforcement, which is only land use matters. As a result, Compliance and Enforcement frequently receives enquires and complaints on bylaw issues that are handled by the regional districts. Conversely, the regional districts receive bylaw enquiries and complaints on land use issues.

There are some inconsistencies in enforcement among the regional districts given the time and cost incurred by regional district bylaws staff in investigating complaints on the islands, especially where it involves longer travel times.

Staff estimate that there is only follow-up by staff on roughly half at most of the various permits issued to ensure compliance because of the time and cost involved. This is low compared to some other local governments, although most do not follow-up on every permit to ensure compliance for the same reason as Islands Trust, namely limited resources.

The limited follow-up on permits may explain some of the complaints received by Islands Trust about non-compliance.

Recommendations:

1. Consistently apply bylaw enforcement in all the LTAs, both by Islands Trust Compliance and Enforcement and the regional districts.
2. Review Compliance and Enforcement staff resources to determine if more are required as part of consistently applied bylaw enforcement and/or if some reorganization is needed.
3. Improve communication and cooperation between Islands Trust Compliance and Enforcement and some of the regional districts.
4. Create more public awareness of the respective roles of Islands Trust and the regional districts in dealing with bylaw issues.
5. Increase the follow-up by staff on permits issued to ensure compliance.

B. PLANNING PROJECTS

As of late 2021, there were an estimated 70 planning projects underway, some of which were started several years ago and have made little progress since then because of limited staff time and other resources to complete them. The majority of projects are initiated by the individual LTCs, with a few initiated by the Regional Planning Committee.

At any given time, the LTAs may each have one to three projects underway, with more waiting to be started. While separate projects, some are on the same topics for several of the LTAs (e.g., groundwater sustainability), while others are on topics specific to one LTA (e.g., housing policy – tiny homes for Mayne Island LTA).

Despite the large number of projects, planning staff estimate that they are only able to devote about 20% of their time to them since many of the projects have to be a lower priority relative to the more immediate demands of development applications and public enquiries (50%) and involvement in public meetings (30%). Compared to other local governments, allocating only 20% of planning resources to projects (also referred to as long-range planning or community planning) is low.

There is no assignment of budget to each of the projects in terms of the cost of staff time and other resources, although some have budgets for consulting assistance. Also, there are no standard evaluation criteria to determine priorities, benefits and other considerations in selecting the projects to be undertaken.

It is appreciated that not all projects need to have Islands Trust-wide benefit to be important, but there needs to be a better understanding of what some of these projects will consume in the way of staff time and other resources before direction is given to LPS to undertake them.

If less staff time is spent in *attending public meetings* and managing development applications as a result of the outcomes of the *Development Application Service Delivery and Technology Improvement Program*, more staff time can be devoted to planning projects. That means projects can be completed quicker and more of the projects waiting in queue can be initiated.

Recommendations

1. Local planning projects should be considered, along with all other Islands Trust initiatives requiring the allocation of financial and human resources, in the context of an annual multi-year strategic and financial plan. The number of projects approved should correspond to the resources available to implement them.
2. Establish criteria to guide selection of the projects to be undertaken, including an evaluation process that determines priorities on the basis of need and regional equity.

C. DEVELOPMENT APPLICATIONS

LPS estimates that 50% of planning staff time is spent on development applications and referrals and enquiries from the public. In 2021, applications and referrals were as follows:

Application Type	Nor	Salt Spring	Southern	Total
Agricultural Land Commission	1	6	3	10
Board of Variance	0	0	6	6
Building Permit, Siting & Use Permit, Crown Land & Other Referrals	142	188	144	474
Development Permit	11	14	17	42
Development Variance Permit	19	24	25	68
Heritage Alteration Permit	0	0	0	0
Rezoning	2	3	3	8
Strata Conversion	0	0	0	0
Soil Removal & Deposit Permit	0	1	0	1
Subdivision	9	7	3	19
Temporary Use Permit	2	1	15	18
Other	0	0	3	3
Total	186	244	219	649

The total number of applications in 2021 was up from previous years: 559 in 2020, 425 in 2019 and 481 in 2018. LPS anticipates the number of applications to continue to increase annually.

A significant number of the applications processed are referrals from other agencies, notably building permit referrals from the regional districts.

What the statistics do not show is the complexity of some of the applications. For example, a development permit application could be for exterior modifications to an existing building or it could be for a whole new development.

LPS estimates the typical times between filing an application and approval to be as follows for those that require LTC approval:

- Rezoning: The average is 20 months where the LTC approves a bylaw and five months where the LTC decides to proceed no further with the bylaw.
- Development Permit: Eight to 10 weeks to process, but development permits currently require LTC approval to issue and therefore can take up to four months or more until issued.
- Development Variance Permit: Two months to process but can take longer... four months or more to issue depending on the LTC meeting schedule. Many DVPs are a result of bylaw enforcement and some of those take longer to resolve.
- Temporary Use Permit: Six to eight weeks to process.

These times may be extended where LTCs do not meet at least monthly or because of the limitation of the LTC to handle more than three to four applications per meeting.

LPS estimates the typical times between filing an application and approval to be as follows for those that do not require LTC approval:

- Siting and Use Permit: Two weeks.
- Building Permit Referral: Four to eight days.

These types of applications/referrals are generally processed by a Planning Technician.

The Islands Trust development applications review and approvals process is similar to that of other local governments in BC in some respects, but not others. The key differences are:

- Building inspection services are conducted by the regional districts⁶, although LPS staff review the applications to ensure conformity with the LUBs and other pertinent bylaws. Islands Trust does not receive a portion of the building permit application fees for performing this service.

⁶ Not all the LTAs have building inspection services. Lasqueti LTA does not require any form of building permit while landowners in the Denman and Hornby LTAs must have a valid Siting and Use Permit from Islands Trust prior to beginning construction.

- An OCP bylaw, or an amendment to an OCP bylaw, must be referred to the Minister of Municipal Affairs for approval after third reading.⁷ LPS staff estimate that, on average, it takes a bylaw about six months to be approved by the Minister. While they are almost always approved without comment, there is no sense by LPS staff of why it takes this long, nor what the Ministry does internally with the bylaws once they are received.
- Bylaws must also be referred to the Islands Trust Executive Committee for approval after third reading.
- Development permits cannot be delegated to staff for issuance. However, recent provincial legislation allows LTCs, by bylaw, to delegate the issuance of development permits to staff, with allowance for the reconsideration of staff decisions by the LTC if warranted. This is a change that Islands Trust has sought for several years since it is a power already granted to other local governments.
- Islands Trust is exempt from Regional Growth Strategy legislation and this is not a consideration in preparing or amending OCP and zoning bylaws.

One of the recent amendments to the *Local Government Act* is that minor development variance permits (DVPs) can, by bylaw, be delegated to staff for approval and issuance. Up until now, DVPs could not be delegated to staff by local governments anywhere in the province.

The minor DVPs that can be delegated to staff include:

- Zoning bylaws respecting siting, size and dimensions of buildings, structures and permitted uses.
- Off-street parking and loading space requirements.
- Regulation of signs.
- Screening and landscaping to mask or separate uses or to preserve, protect, restore and enhance the natural environment.

This is a potentially important change for Islands Trust, which handles a significant number of DVP applications annually (68 in 2021). Delegation to staff of minor DVPs will shorten the turn-around time for many DVP applications and also reduce LTC agendas, allowing the Trustees to focus on more important matters.

The legislation, however, requires that a bylaw be adopted that delegates the authority to staff and that the bylaw includes:

- Criteria for determining whether a proposed variance is minor.
- Guidelines the delegate (staff) must consider in deciding whether to issue a DVP.
- Any terms and conditions the local government considers appropriate.

This bylaw will need to be adopted separately for each LTA.

⁷ There is no requirement for a zoning bylaw to be approved by the Minister, except where there is no OCP in force or where the OCP in force was adopted prior to March 31, 1990.

As noted earlier, the average amount of time required to process an application can vary widely, depending on the type of application, its complexity and other factors, such as:

- Applications with incomplete and incorrect information, including mapping and technical reports (e.g., engineering, environmental, agricultural, building architecture, landscape architecture, archaeological). This is a common issue for most local governments since many applicants are not familiar with development review and approvals processes. LPS staff note that a significant amount of staff time is spent helping inexperienced applicants both before and after applications are received.
- The amount of deliberation by the LTA Trustees on OCP amendment and rezoning bylaws, with some applications appearing on agendas several times before a decision is made on whether or not to give readings and advance the application.
- The amount of time taken by the Minister to sign off on an OCP bylaw or amendment bylaw after third reading.
- The timing of getting a bylaw onto an Executive Committee agenda for approval before adoption and then back onto a LTC agenda for final reading.
- The amount of time taken by the Ministry of Transportation and Infrastructure (MoTI) to approve subdivision applications.
- The amount and type of engagement required with persons, organizations and authorities that Islands Trust considers will be affected by an application. This is increasing, especially with First Nations, and is occupying more of staff's time.

The consultants have heard anecdotal stories of applications being held up for what is perceived to be too long and unexpected added information requirements sought by LPS or other agencies that appear unjustified, creating more delay and cost for the applicants. This may be the case for some applications, but there is no evidence to suggest that this is a chronic issue. The same criticism is leveled at almost all local governments across the province by applicants frustrated, sometimes with good reason, in their efforts to gain approvals.

A significant issue that needs to be further explored is the amount of development application revenue received by Islands Trust relative to the amount of LPS resources put into processing applications. For the 2021/22 fiscal year, it is roughly estimated that about \$100,000 in application fees will be collected.

If planning staff are spending upwards of 50% of their time on development applications and public enquiries (not all of which are related to development applications), this suggests a large gap between what is being paid for this service and what it costs to deliver the service.

Development application fees, while in theory intended to cover a significant share of the cost of processing applications, rarely do in any local government in the province. Nonetheless, the gap here appears large and is being off-set by property tax revenue.

This is partly due to Islands Trust not receiving any revenue, nor the ability to do so under current legislation, for the hundreds of referrals that it handles each year from other agencies, notably building permit referrals from the regional districts.⁸

It is also noted that most of the development application fees are fixed and not scaled. For example, the Salt Spring Island LTA currently charges \$4,400 for a rezoning application, regardless of the nature of the rezoning. Most local governments have base fees upon which there are added fees based on the number of residential units, land area, amount of floor space, type of use or similar metrics. So, complex applications pay more since they require more staff time to process.

Trust Council approved an Application Processing Services Policy on June 9, 2021 that:

- Identifies the services provided by Islands Trust and the different levels of costs associated with these services.
- Provides direction for the preparation of Fees Bylaws and Schedules by LTCs.
- Provides the principles by which cost recovery for extraordinary services beyond the standard fee can be negotiated and agreed to by an applicant and the LTC.
- Is intended to recover from applicants 100 per cent of the average cost of processing development applications, while permitting consideration of lower cost recovery for environmental protection and community benefit.

However, it is understood that for many of the applications that end up taking more time than initially anticipated (e.g., added public engagement at the direction of the LTC), the extra costs are not being charged to the applicants.

This issue should be examined as part of the *Development Application Service Delivery and Technology Improvement Program* to see not only how time and cost savings can be achieved but also if fees are set appropriately.

Recommendations

1. Delegate the issuance of most, if not all, development permits to staff.
2. Determine what constitutes minor DVPs and prepare a model bylaw that can be adopted by each LTA.
3. Review the current development application fees and how they are applied to ensure appropriate cost recovery.

⁸ Islands Trust Financial Planning Committee received a report from LPS at its January 19, 2022 meeting recommending that staff report back on options to recover costs related to building permit referrals.

D. ORGANIZATION AND STAFF RESOURCES

1. Organization

LPS is divided into three planning teams / offices: Salt Spring, Northern and Southern (see attached map), plus Compliance and Enforcement.

There is also the recently established Regional Planning Team that serves all of Islands Trust (excluding Bowen Island).

The majority of LPS staff are located at the Islands Trust office in Victoria, where most other Islands Trust staff are also located. There is an office on Salt Spring Island to help serve that planning area and an office on Gabriola Island to help serve the Northern area.

Two issues have been identified with the current organizational structure:

- The three planning teams are siloed, with limited communication and sharing of information between them, leading to some duplication of effort and also inconsistencies in the approach to dealing with some planning matters.
- Much of the planning staff turnover in recent years has been in the Northern office, which staff believe is partly due to it being located on Gabriola Island instead of in Nanaimo, where most of the team lives.

Recommendations

1. Move the Northern team office to Nanaimo, but retain an office on Gabriola Island open regular hours and staffed on a rotating basis by one planner. Notably this was also one of the recommendations of Stantec in its 2007 report⁹:

“The northern office should be relocated from Gabriola Island to Nanaimo and converted from a ‘full service’ office to more of a ‘store front’ or satellite office with a smaller staff complement, focusing primarily on the development application side. This will provide somewhat easier access to staff for residents of the northern islands, but it is primarily intended to be able to recruit and retain staff. (page 3)

2. Reduce the siloing by having regular meetings between the planning teams to share information and ideas. This can be more easily accomplished now that many meetings have moved to video conference platforms.

2. Staff Resources

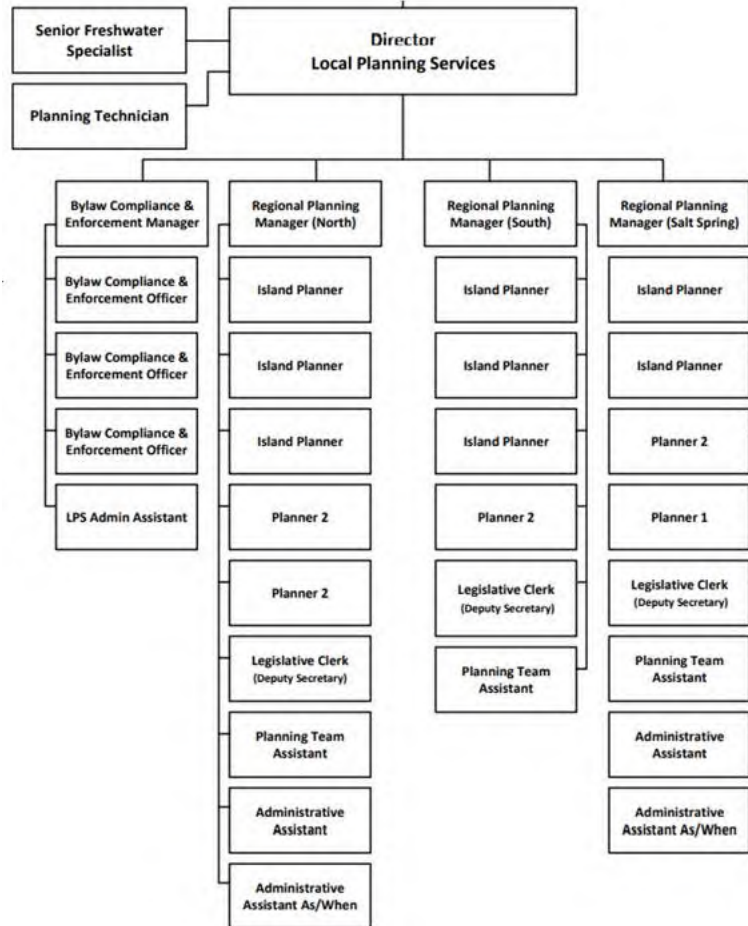
As shown in the organization chart below, there are 34 LPS staff positions. Seventeen are professional planning positions, including Planner 1s (1), Planner 2s (4), Island Planners (8), Regional Planning Managers (3) and the Director (1). Three of the planners are assigned to the Regional Planning Team.

⁹ Stantec Consulting Ltd., *Islands Trust Local Planning Services Review*, March 23, 2007.

The planners are in generalist positions. While they all have education and experience in a wide range of planning subjects, none are specialist planner positions (e.g., housing, social, environmental). Outside assistance is sought on occasion for some of these services.

While not a planner, there is one specialist position in LPS - the Senior Freshwater Specialist who reports directly to the Director.

Local Planning Services Organization



Questions have been raised about the number of professional planning staff (17) relative to the population (~26,000 full-time residents), a per capita ratio of 1:1,500 that almost certainly exceeds that of any other municipality or regional district in the province. Even if the estimated 10,000 part-time residents were added in, it would still be significant (1:2,100).

This was noted in the 2007 review of LPS by Stantec, which stated:

“The organization has nine planners (Planner II’s, Island Planners, Regional Planning Managers, and the Director) for 23,000 people which, per capita, is higher than other planning agencies that we are aware of. We also note the uniqueness of the Islands Trust circumstances in terms of geography, but this is not much different than some of the larger regional districts.” (page 4)

However, this is not a relevant comparison given that Islands Trust is comprised of 13 LTAs that each have separate land use planning bylaws and processes served by LPS. This is unlike any other local government in the province in terms of the demands on staff time.

To help put the issue into context, the planners attended an estimated 172 public meetings in 2021, as follows:

- LTC Regular Meetings: 90
- LTC Special Meetings: 19
- Executive Committee Meetings: 19
- Community Information Meetings: 13
- Islands Trust Council Meetings (4 times per year x 3 days per meeting): 12
- Regular Planning Committee Meetings: 9
- Agricultural Advisory Committee Meetings - Salt Spring: 5
- Public Hearings: 3
- Advisory Committee Meetings - Salt Spring: 2

For some of these meetings, more than one planner was in attendance, depending on the agenda.

LPS staff at the LTC meetings often act as *de facto* corporate officers on topics well outside of planning since they are often the only staff person in attendance to support the Trustees. This is not a normal practice in local government.

Staff estimate that, in a typical year, about 30% of planning staff time is spent on the public meetings (preparation for, attendance at, travel to and from). That is far more than for any other local government, where there are fewer public meetings in which planning staff have to be involved (e.g., regional district boards typically meet once or twice a month and municipal councils typically meet between two and four times a month).

The past two years have not been typical in that most meetings were held via video conferencing, which reduced the amount of staff time involved with meetings since there was less travel.

There have been questions raised about whether some of the planning staff are suited to working in a rural/non-urban planning environment as opposed to an urban planning environment. In the opinion of the consultants, there is no reason for this to be a concern.

All professional planners have education in both urban and rural planning and many have experience working in both environments.

Professional planners are in high demand in the province, with heavy competition amongst public and private sector employers in attracting and retaining planners, especially on the development planning side and in middle and senior management positions. This is particularly a challenge for some of the smaller communities around the province and many planning departments have vacancies that they are having difficulty filling. Placing more stringent requirements on new planning hires at Islands Trust is not advised.

However, more training and orientation for new planning hires could be of benefit given the complexity of the Islands Trust planning process, which no planner would have experienced anywhere else in local government, be it rural or urban.

Recommendations

1. Reduce the amount of planning staff time spent at meetings by allowing them to attend more meetings via video conferencing, even when there is a return to more face-to-face meetings.
2. Planners should not be participating in meetings as *de facto* corporate officers. Their role should be focused on planning matters.
3. Move the Northern offices to Nanaimo, but retain an office on Gabriola Island open regular hours and staffed on a rotating basis by one planner. Notably, this was also one of the recommendations of the 2007 Stantec report:

“The northern office should be relocated from Gabriola Island to Nanaimo and converted from a ‘full service’ office to more of a ‘store front’ or satellite office with a smaller staff complement, focusing primarily on the development application side. This will provide somewhat easier access to staff for residents of the northern islands, but it is primarily intended to be able to recruit and retain staff.” (page 3)

4. Review the current training and orientation program for new planning hires. The input of the planners hired in the past several years, as well as the staff involved in the exit interviews, should be sought as part of this process.

E. OTHER OBSERVATIONS

1. Planning Reports

LPS staff are producing hundreds of reports each year for the Planning Committees, the Task Forces, the Boards of Variance, the LTCs, Council and the Executive Committee, which is very time consuming.

Some of the reports are inconsistent in format and style, depending on the author and the subject matter.

Too much staff time is being spent writing planning reports that are not being read, or at best are being lightly skimmed, because they are too long and have too much detail for decision makers to fully absorb in agendas that can run into hundreds of pages. This was an observation made by a number of the Trustees.

Recommendations

1. Standardize the format and style of the planning reports.
2. Planning reports should generally be shorter. An executive summary should be included for any report longer than six pages that gives the decision makers the critical information. That means telling them what they need to know in making a decision, not simply summarizing topic headings. The reports can also put more of the details, where they are needed, into attachments rather than the main body, where they clog the flow of important information.

2. Development Application Service Delivery and Technology Improvement Program

One of the activities that Islands Trust will be undertaking as part of this recently funded project is:

“Hire a consultant to review the development application processing approach currently used at Islands Trust and make recommendations on changes that could be made to improve efficiency. This will be focused on the steps used, the reporting, and the detail in the reporting to the elected officials for each type of major application - rezoning, development variance permit, development permits and temporary use permits. Part of this will be to look at means to “fast-track” or “prioritise” those applications that improve equity and access to affordable housing.” (page 4 of application)

Some points for consideration in this upcoming review have already been covered in this report. Others that should be considered in the review are:

- The relationship with other agencies that have a role in the applications approval process. For example, there should include a better understanding why it takes the Ministry an average of six months to approve an OCP bylaw or amendment bylaw after third reading and determine if there are ways to shorten that time. If

applications are going to be fast-tracked, a strong working relationship will be required among all agencies involved in the process, including a clear understanding of needs, objectives, processes and priorities.

- It is not just the amount of time that an application takes to move through the process, but where it is in the process. One local government is working on an operational dashboard for applications that will include the time that the application is with it being reviewed, the time that the application is back with the applicant for further work, and the time that the application is with referral groups (e.g., other government agencies). They refer to it as a “chess clock”.
- This same local government does post-mortems of completed major applications to see if there are things that could have been done better.
- The application fees, which do not appear to be coming close to covering the cost of processing some applications, should be reviewed.
- Greater use can be made of outside consultants in helping fast-track applications if there is not sufficient LPS staff capacity. A number of local governments take this approach by selecting and retaining consultants (i.e., the local government is the client, not the applicant) and re-billing the applicant for the consultants’ fees and expenses. Applicants are sometimes prepared to do this where there is an offsetting benefit in time savings and therefore project financing costs. For the local government, this also frees up staff resources to deal with other applications.
- There may be a role for the application of Comprehensive Development (CD) zones, which are essentially custom zones, for some proposed developments that do not conform to existing zones (e.g., they exceed the maximum permitted density), but are desirable. This could be particularly useful as Islands Trust explores opportunities to create innovative affordable housing projects. CD zones are commonly used by local governments.
- Policies such as the Best Management Practices for Delivery of Local Planning Services to Local Trust Communities (approved in 2006 and last updated in 2013) and the Application Processing Services Policy (approved in 2021) will likely need to be updated based on the findings of the review.

3. Benchmarking

There was a desire by Islands Trust to have benchmarking undertaken as part of this relatively high-level review of LPS. However, it became clear as the review progressed that this would not be a particularly productive or informative exercise given the way in which Islands Trust is structured and governed under the *Islands Trust Act*, which is unlike any other local government in the province when it comes to land use planning. There are planning lessons that can be learned from other local governments, but they do not lend themselves to a benchmarking exercise.

Map of LTA Boundaries and LPS Office Service Areas



Active Projects Report

Regional Planning Committee

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

Strategic Plan item #2.4: FWSS-completed; Implementation plans being developed.

Strategic Plan item #2.5 - Groundwater Mapping & water budgets - Contract work received March 2023.

Responsible

Sonja Zupanec
Stefan Cermak
William Shulba

Dates

Rec'd: 12-Feb-2020
Target: 31-Mar-2023

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

Strategic Plan item #4.4 iv- Model Density Bylaw. Repurposed to be a Planner forum March 1, 2023 to update baseline report with housing strategies and tools; Working Group formed to review forum results and plan trustee education session.

Responsible

Narissa Chadwick
Stefan Cermak

Dates

Rec'd: 12-Feb-2020
Target: 31-Mar-2023

3. *Strengthen relations with First Nations*

Strategic Plan item #4.8: Heritage Conservation Overlay Mapping. Phase 1 complete. Phase 2 not started due to loss of key staff, loss of key consultants, and feedback from various First Nations.

Responsible

Robyn Kefi
Stefan Cermak

Dates

Rec'd: 12-Feb-2020

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

Responsible

Dates

Active Projects Report

Regional Planning Committee

Strategic Plan item #1.1: Model CDF Protection DPA. SS LTC developed communications materials but changed to Wildfire DP (which could protect some CDF).

Chris Hutton

Rec'd: 12-Feb-2020

Louisa Garbo

Target: 29-Mar-2024

Stefan Cermak

5. Manage Trust Council Strategic Plan Action Items

Responsible

Dates

Specific activities that are to be pursued over the next 3-6 months to complete an element of a priority are highlighted as per Islands Trust Council Policy 6.7.1. Top Priority broken out into list of relevant strategic plan actions items. 1.2 (CDF), 2.2 (eelgrass) 2.3 (shoreline), 2.4(freshwater), 2.5. (aquifers), 4.4.iii (FAR), 4.4 .v(strata), and 4.8 (heritage).

Rec'd: 29-Jul-2020

Target: 19-Dec-2022

Future 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 (Completed 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). Phase 1 (GIS and aerial data review) done. Phase 2 - groundtruthing - feasible next step.

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). Received Consultants Report.

Future Projects Report

Regional Planning Committee

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

Responsible

Date Received

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).
3. -Develop an Islands Trust Freshwater Sustainability Strategy policy document and recommendations for implementation of the Freshwater Sustainability Strategy

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:
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). Received Consultants Report.
 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).

12-Feb-2020

6. *Mitigate and adapt to climate change impacts*

Responsible

Date Received

Future Projects Report

Regional Planning Committee

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

7. *Update the model strategy for antennae systems*

Responsible

Date Received

09-Feb-2022

8. *Develop healthy, resilient island communities*

Responsible

Date Received

Work on a suite of projects that will employ two lenses: mitigating and adapting to the effects of climate change; and managing growth by cultivating equitable, inclusive, and resilient communities and the natural environment.

27-Apr-2023