



# Salt Spring Island Local Trust Committee

## Special Meeting Agenda

Date: Friday, January 22, 2021

Time: 9:30 am

Location: Electronic Meeting

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|      |                                                                                                                                                                                                                                                 |                     | Pages |
|------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|-------|
| 1.   | CALL TO ORDER                                                                                                                                                                                                                                   | 9:30 AM - 9:30 AM   |       |
| 2.   | APPROVAL OF AGENDA                                                                                                                                                                                                                              | 9:30 AM - 9:30 AM   |       |
| 3.   | BUSINESS ITEMS                                                                                                                                                                                                                                  |                     |       |
| 3.1. | Housing Challenges and Solutions                                                                                                                                                                                                                | 9:35 AM - 11:30 AM  | 2     |
|      | Project Charter - Staff Report                                                                                                                                                                                                                  |                     |       |
| 4.   | CLOSED MEETING                                                                                                                                                                                                                                  | 11:30 AM - 12:30 PM |       |
| 4.1. | Motion to Close the Meeting                                                                                                                                                                                                                     |                     |       |
|      | The Salt Spring Island Local Trust Committee close this meeting to the public subject to Community Charter Section 90                                                                                                                           |                     |       |
|      | <ul style="list-style-type: none"><li>• (a) Personal information about individuals appointed to or being considered for appointment as an officer, employee or agent of the local government;</li></ul> ...and that staff be invited to remain. |                     |       |
| 4.2. | Motion to Open the Meeting                                                                                                                                                                                                                      |                     |       |
|      | The Salt Spring Island Local Trust Committee re-open this meeting to the public subject to Section 89 of the Community Charter.                                                                                                                 |                     |       |
| 4.3. | Rise and Report                                                                                                                                                                                                                                 |                     |       |
| 5.   | ADJOURNMENT                                                                                                                                                                                                                                     |                     |       |

**DATE OF MEETING:** January 19, 2021

**TO:** Salt Spring Island Local Trust Committee

**FROM:** Louisa Garbo, Island Planner, Salt Spring Island Team

**COPY:** Stefan Cermak, Regional Planning Manager, Salt Spring Island Team

**SUBJECT:** Housing Challenges and Solutions Initiative

## RECOMMENDATIONS

1. That the Salt Spring Island Local Trust Committee approve the proposed “Housing Action Program” Project Charter.
2. That the Salt Spring Island Local Trust Committee accept in principle the proposed “Housing Action Program” project budget.
3. That the Salt Spring Island Local Trust Committee approve the proposed “Housing Action Program” Task Force Terms of Reference.
4. That the Salt Spring Island Local Trust Committee approve the proposed “Housing Action Program Public Engagement Framework”.
5. That the Salt Spring Island Local Trust Committee direct staff to amend the Salt Spring Island Official Community Plan as identified in the “Housing Action Program” Project Charter.
6. That the Salt Spring Island Local Trust Committee direct staff to to conduct early and on-going engagement with First Nations, the Capital Regional District, the Agricultural Land Commission, School District #64, North Salt Spring Waterworks District, Salt Spring Island Fire and Rescue, Salt Spring Island Arts Council, the Chamber of Commerce, Salt Spring Community Services, BC Housing, the Ministry of Transportation and Infrastructure, health service and coastal agencies, in accordance with Section 475 of the Local Government Act, on the proposed “Housing Action Program” and the proposed major amendment to the Salt Spring Island Official Community Plan.

## PURPOSE

Upon receipt of the “Housing Working Group Report,” Salt Spring Island Local Trust Committee (LTC) carried a motion to prioritize the “Housing Challenges and Solutions” initiative as a top priority project for Salt Spring Island at their meeting on October 10, 2020. Part of the recommendation of the Housing Working Group Report is to prioritize some actions in addressing the housing issues on Salt Spring Island. This staff report seeks approval from LTC on the proposed “Housing Action Program” Project Charter and the associated project budget to implement the initiative (Attachments 1 & 2).

## BACKGROUND

### LTC Direction

On December 19, 2019

**Per motion SS-2019-272**

**It was MOVED and SECONDED,**

that the Salt Spring Island Local Trust Committee direct staff to work with Trustee Patrick to establish a Salt Spring Housing Working Group to advise the Local Trust Committee on matters related to the development and implementation of a Salt Spring housing planning project and to provide advice and recommendations on policy and regulations to address housing needs across the housing continuum.

**CARRIED**

On October 6, 2020

**Per motion SS-2020-149**

**It was MOVED and SECONDED,**

that the Salt Spring Local Trust Committee add “Housing Challenges and Solutions” to the Top Priority List and direct staff to develop a Project Charter for Phase 1 and a Housing Task Force terms of reference to the Salt Spring Local Trust Committee for simultaneous endorsement.

**CARRIED**

## DISCUSSION

### History

The housing issues have become increasingly pressing over the last two decades, particularly pressing over the recent years on Salt Spring Island when more people are migrating to the island. A Salt Spring Community Housing Task Force was created to address the issue back in 2004; a number of recommendations were identified and several of those recommendations were implemented. Multiple efforts at the Island Trust Council level as well as at the Local Trust Committees have been undertaken to address the housing crisis, such continuous efforts are summarized in “Table 1” below.

| Year      | Action Items                                                    | Outcome                                                                                                                                                                                                                               |
|-----------|-----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2002      | Reduce rezoning fees for seasonal cottage use                   | <ul style="list-style-type: none"><li>• Fees bylaw was amended to make rezoning applications for various affordable housing options 25% or less of standard rates.</li></ul>                                                          |
| 2005-2006 | Community Housing Task Force                                    | <ul style="list-style-type: none"><li>• Created Housing Agreement Template</li><li>• Recommendation of Community Housing Authority</li></ul>                                                                                          |
| 2008-2009 | Housing Needs Assessment (CRD and Real Estate Foundation of BC) | <ul style="list-style-type: none"><li>• Data indicated the price of available supply of housing in 2008 exceeded the median income households.</li><li>• Rental housing in short supply, unaffordable and in poor condition</li></ul> |
| 2010      | Affordable Housing Project                                      | <ul style="list-style-type: none"><li>• Resolution to pursue the creation of a Community Affordable Housing Strategy based on Housing Need Assessment (2009).</li></ul>                                                               |

|      |                                                                                                                                    |                                                                                                                                                                                                                 |
|------|------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2013 | Secondary Suites Implementation                                                                                                    | <ul style="list-style-type: none"> <li>Adoption of Bylaw 461 permitted secondary suites in certain areas of Salt Spring Island.</li> </ul>                                                                      |
| 2013 | Residential Temporary Use Permits                                                                                                  | <ul style="list-style-type: none"> <li>Bylaw 471 given 1<sup>st</sup> reading. Project deferred.</li> </ul>                                                                                                     |
| 2015 | Housing Needs Assessment Update                                                                                                    | <ul style="list-style-type: none"> <li>Data indicated an ongoing critical need for all types of affordable housing for low to moderate income households.</li> </ul>                                            |
| 2016 | Baseline Report                                                                                                                    | <ul style="list-style-type: none"> <li>Reference document for the local trust committees of the Islands Trust and its planning staff on housing needs of residents on islands within the Trust Area.</li> </ul> |
| 2016 | Island Trust Final Report – Community Housing in the Trust Area                                                                    | <ul style="list-style-type: none"> <li>The “Affordable Housing in the Trust Area: Strategic Action for Islands Trust” was developed with a list of actionable items.</li> </ul>                                 |
|      | LTC affirms its direction to delay enforcement on unlawful suites in single family dwellings and unlawful use of seasonal cottages | <ul style="list-style-type: none"> <li>Numerous bylaw enforcement files closed or deferred until consideration of Bylaw 471.</li> </ul>                                                                         |
| 2019 | Baseline Report                                                                                                                    | <ul style="list-style-type: none"> <li>Update of the 2016 report.</li> </ul>                                                                                                                                    |
| 2020 | Affordable Housing Rental Cottage                                                                                                  | <ul style="list-style-type: none"> <li>Bylaw # 512 adopted where 411 properties were re-zoned to allow full-time residence in cottages</li> </ul>                                                               |
| 2020 | Housing Needs Assessment                                                                                                           | <ul style="list-style-type: none"> <li>Final draft to LTC December 2020.</li> </ul>                                                                                                                             |

**Table 1: Highlights of efforts by LTCs and Trust Council. Note that these do not include processing numerous affordable housing development applications.**

In addition to the continuous efforts by the Trust Council highlighted above, many strategies, recommendations and studies were completed by local, provincial agencies as well as non-profit community groups. Below is a list of resources as result of the past and recent concerted efforts from Local Planning Services, local agencies, appointed Task Force, and community groups on addressing issues relating to housing on Salt Spring Island.

- [Community Housing Background Report & Recommendations \(2005\)](#)
- [Island Trust Community Housing “Tool Kit” \(2010\)](#)
- [Senior Housing Strategy \(2010\)](#)
- [Affordable Housing Guide \(2011\)](#)
- [Recommendation of Salt Spring Solutions \(2019\)](#)
- [Housing Working Group Report \(2020\)](#)

Although the enabling legislation delegated authority to local governments through Part 14 of the [Local Government Act](#) and the [Island Trust Act](#), such authority is germane only to land use planning. For this reason, much of the efforts that are within the purview of LTC pertain to amendment of existing regulatory framework as well as the development of governing policies. Having said that, LTC throughout the years, has been able to adopt a wide-range of amendments to the Salt Spring Island Land Use Bylaws, the Salt Spring Island Local Trust Committee Official Community Plan (SS OCP) and other governing policies to provide extensive legal mechanism in helping to address the housing issues (see most recent summary on Appendix 4). Housing issues often intertwined with many social, economic and environmental issues. In order to make significant progress in addressing the housing issues, on-going partnership with agencies and collaboration with community members is essential and critical.

### Proposed Housing Action Program

A “Housing Working Group Report” was presented to Salt Spring Island Local Trust Committee (LTC) at their meeting on October 6, 2020. The report identified a number of issues relevant to the housing challenges in Salt Spring Island. Among them, the lack of affordable housing, low diversity in housing types, and low rental vacancy; the report pointed to the social, environmental, economic and cultural conditions that also impact the housing challenges on the island. Upon receipt of the Report, LTC elevated the “Housing Challenges and Solutions” initiative as a priority at their meeting on November 10, 2020, and directed staff to provide a Project Charter for the implementation of this initiative.

The “Housing Working Group Report” pointed to the many contributing factors to the housing crisis and how they are all interrelated; factors include limited water resources, subdivision and housing design, lack of multimodal transportation system, infrastructure, and storm events as a result of climate change, just to name a few. The original proposal from staff was to develop a Housing Ecosystem Management Plan that will take a comprehensive approach to address all the issues that will impact the health of housing conditions and affordability on the island. However, the timeline it takes to develop a strategic plan of this scale (a minimum of two years), the subsequent processes of amending the Salt Spring Island Official Community Plan (SS OCP) and Salt Spring Island Land Use Bylaw (SS LUB) in order to implement the recommendations identified in the Management Plan (which will likely take at another two years for the OCP and one to three years for the LUB), coupled by the limited staff resource and the lack of funding identified, it is determined that a more effective and impactful effort is necessary.

Given ample studies and analysis had already been done by Islands Trust over the years, along with the recommended actions identified in the “Housing Working Group Report,” staff is proposing to undertake a major amendment to SS OCP and various updates to the SS LUB. The SS OCP was adopted by the Local Trust Committee in 2008, no major amendment was conducted since its adoption to sufficiently reflect development growth and changes, as well as the housing crisis in its current state on the island. The current SS OCP and the SS LUB also no longer reflect legislative changes as they relate to the Truth and Reconciliation, First Nations Engagement Principles, Islands Trust Council’s declaration of a “climate emergency” and issues related to climate change, public engagement, and sustainable development designs.

To ensure a holistic approach to be taken as recommended by the report, the proposed “Housing Action Program” proposed three main categories of actions:

- Explore a major amendment to the Salt Spring Island Official Community Plan to provide policies and objectives that support housing development and to address issues impacting housing conditions on the island;
- Explore various amendments to the Salt Spring Island Land Use Bylaw (SS LUB) that will offer immediate action to help alleviate the housing crisis, as well as long-term measures to promote sustainable development design;
- Explore various incentive programs to promote sustainable development and innovative pilot projects.

The proposed Project Charter includes a series of preparation work for a major amendment to the Official Community Plan; the proposal of a number of amendments to the Land Use Bylaw, which includes secondary suites to be permitted in all residential zones (provided all conditions are met), amendment to the subdivision requirements (such as lot designs, lot coverage and sizes), and other regulatory standards that promote affordable housing and sustainable development; and to explore incentive programs for pilot projects such as the ecovillage type of development with a mixture of housing types and affordable housing, or other forms of development that incorporates sustainable site and building designs.

It is important to note the goal of the Housing Action Program is to focus on policies and objectives, as well as recommended measures. Due to the limited technical capacity and resources available on staff, specific regulatory tools on combating climate change, specific transportation studies and measures, specific ecosystem analysis as it relates to environmental regulations, specific quantitative water/waste-water/storm-water studies, or any specific quantitative social-economic data analysis on housing will not be part of this Housing Action Program. Data from the Housing Assessment Report 2020, the Final Climate Action Plan, and other relevant data will be reviewed in the process. The amendment to the SS OCP and SS LUB, as well as the incentives program and pilot projects proposed within the “Housing Action Program” Project Charter intends to take place concurrently in order to offer a much more efficient and expedient measures to be implemented to help address the various pressing housing issues on the island. It is through a major amendment to the SS OCP and update to the SS LUB where SS LTC can tackle a wide-range of policy issues that impact the affordability of housing, the types of housing options, and the environmental sustainability as they relate to the locations, sizes, and designs of housing development.

A comprehensive research and analysis on existing conditions and relevant governing documents, policies and legislation will be conducted at the preparation stage. This “Housing Action Program” will provide opportunities for staff to consult and collaborate with key stakeholders (such as the Capital Regional District, the Agricultural Land Commission and School District #64, Salt Spring Island Fire Protection District, Salt Spring Island Arts Council, Salt Spring Community Services, the Chamber of Commerce and the Ministry of Transportation and Infrastructure, BC Housing, and so forth), as well as to conduct early and on-going engagement with First Nations. The same key stakeholders will also be invited to be on the technical working group. Staff will assist SS LTC in the establishment of a Task Force with the appointment process to be similar to the Ganges Village Planning Task Force (by extension, similar to the Special Project Advisory Planning Commission per the Local Government Act) and to be in accordance with the proposed Terms of Reference (Attachment 3).

Issues such as water availability and the moratorium on new connections to the North Salt Spring community water system, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture as it relates to “creative place-making,” and archaeological significance will all be examined in the preparation stage of the major OCP amendment and amendments to the SS LUB processes. Ample opportunities will be provided for the public at-large to be part of this planning process.

### **Consultation**

A robust public engagement plan in accordance with the Public Engagement Framework (Appendix 5) will be developed and submitted for LTC review. This plan will include, but not be limited to, staff to conduct early consultation with all stakeholders and agencies as identified in the proposed resolution above. This will be followed by a comprehensive public engagement process with the community at large. Any action will be informed by, and ensure engagement with, First Nations governments or organizations.

### **NEXT STEPS**

Staff will incorporate comments from LTC to revise the Project Charter and the associated project budget, other steps to follow will include (*please note that the following steps intend to occur concurrently*):

- research and analysis on existing conditions such as housing, infrastructure servicing, climate change, and other relevant issues
- early engagement with First Nations, and collaborative partnership with key stakeholders
- draft public engagement plan consistent with the Public Engagement Framework
- assist in the formation of the Task Force
- establish the Technical Working Group

- commence the necessary preparation work for the major amendment to the SS OCP in accordance with the Local Government Act
- initiate the amendment to the Land Use Bylaw process on secondary suites and the development standards for emergency housing

|               |                                          |                   |
|---------------|------------------------------------------|-------------------|
| Submitted By: | Louisa Garbo, Island Planner             | December 23, 2020 |
| Concurrence:  | Stefan Cermak, Regional Planning Manager | January 5, 2021   |

#### **ATTACHMENTS**

- Appendix 1 Draft Housing Action Program Project Charter
- Appendix 2 Draft Housing Action Program Proposed Budget
- Appendix 3 Housing Action Program Task Force Terms of Reference
- Appendix 4 Salt Spring Island Legal Mechanism on Housing (from Baseline Report 2019)
- Appendix 5 Housing Action Program Public Engagement Framework

## Draft Housing Action Program Project Charter

Salt Spring Island Local Trust Committee

Date: January 19, 2021

**Purpose:** to address housing issues on the island by updating the SS OCP and SS LUB, and by developing incentive program and pilot projects.

**Background:** A “Housing Working Group Report” was presented to Salt Spring Island Local Trust Committee (SS LTC) at their meeting on Oct 6, 2020. The report identified a number of issues relevant to the housing challenges in Salt Spring Island. Lack of affordable housing, low diversity in housing types, and low rental vacancy are all among the housing challenges on the island. The report points out that the health of social, environmental, economic and cultural conditions also impact the housing conditions. Upon receipt of the report, SS LTC elevated the “Housing challenges and solutions” initiative as a priority at their meeting on November 10, 2020, and directed staff to provide a Project Charter for the implementation of this initiative.

The proposed “Housing Action Program” Project Charter intends to provide actions and measures to address the housing issues unique to Salt Spring Island. Actions proposed in the Project Charter includes a series of preparation work for a major amendment to the Official Community Plan. The major amendment to the OCP will tackle a range of issues that impact the affordability of housing, the types of housing options, and the environmental sustainability as they relates to the locations, sizes, and designs of housing development. Issues such as water availability and the moratorium on new connections to the North Salt Spring community water system, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture, archaeological significance will all be examined in the process. Active and meaningful engagement with First Nations based on the standard of Free, Prior and Informed Consent (FPIC) and on-going collaboration with external agencies and local organization as well as the public at-large will also be part of this planning process.

The Housing Action Program also includes the proposal of a number of amendments to the Land Use Bylaw, which includes secondary suites to be permitted in all residential zones (provided all conditions are met), amendment to the subdivision requirements (such as lot designs, lot coverage and sizes), and other regulatory standards that promote affordable housing and sustainable development. Finally, the Action Program proposes the development of incentives for pilot projects in the ecovillage type of development with a mixture of housing types and affordable housing, or other forms of development that incorporates sustainable site and building designs.

### Objectives

- Review policies and objectives in the OCP that maximize benefits and minimize harms of housing on Salt Spring, including its ecological, climatic, and socioeconomic dimensions
- Review policies and objectives in the OCP to increase quality and diversity of housing types

### In Scope

#### Preparation stage

- Early conversation and on-going collaboration with First Nations
- Preliminary consultation and on-going engagement with the Capital Regional District, the Agricultural Land Commission and School District #64, Salt Spring Island Fire Protection District, Salt Spring Island Arts Council, Salt Spring Community Services, BC Housing, CRD Housing, the Chamber of Commerce and the Ministry of Transportation and Infrastructure, and others

### Out of Scope

- Specific regulatory tools on combating climate change
- Specific transportation studies and measures
- Specific ecosystem analysis as it relates to environmental regulations
- Specific quantitative water/waste-water/storm-water studies



while minimizing the ecological harm

- Review policies and objectives in the OCP to advance Islands Trust's commitment in responding to climate emergency
- Review policies and objectives in the OCP responding to the Final Report by Climate Action Group
- Review policies and objectives in the OCP relating to the socioeconomic, mobility and housing affordability and diverse housing options issues
- Review policies and objectives in the OCP responding to Reconciliation with First Nations, to protect First Nation's heritage while promoting housing development options
- Review policies and objectives in the OCP that promote continuous educational program to the on building a sustainable community

- Develop a "Terms of Reference" for a Housing Action Program Task Force to be appointed by LTC
- Assist LTC in the Task Force appointment
- Establish Technical Working Group with agencies
- Develop public engagement plan in accordance with the public engagement framework
- Launch public engagement activities upon LTC's approval of public engagement plan
- Identify issues such as North Salt Spring Water District's moratorium water supply systems, barriers to co-op or rental housing, preservation of natural environment during subdivision, development standards for large homes as they relate to the surrounding ecosystem
- Identify the elements to be amended in the OCP, and programs to be developed with Task Force
- Review existing Official Community Plan elements
- Research and analysis on existing conditions including real estate market conditions, infrastructure servicing issues, climate resiliency planning, affordable and diverse housing options, live, work and play environment considerations
- Review existing efforts, BC legislations, housing program and relevant SS regulation, policies and tools (e.g. OCP, LUB, housing agreements, subdivision regulations, etc.)
- Review status on the implementation of the "Affordable Housing in the Trust Area: Strategic Action for Island Trust"
- Review recommendations by Salt Spring Solutions on their proposed "Immediate action for addressing the housing crisis"
- Review recommendations from Climate Action Group's Final Report
- Review recommendations from "Housing Working Group Report"
- Review 2020 Housing Needs Assessment report
- Explore land use development, regulatory and incentive tools from research and as identified by the Task Force
- Review "Reconciliation Action Plan" and "First Nations Engagement Principles"

#### **Drafting of amendments to OCP**

- Explore amendments to all relevant sections of the OCP in addition to the following specific sections:
  - Explore amendment to the Residential Land Use Objectives and Policies
  - Explore the creation of a standalone section on "Housing Objectives and Policies"

- Specific quantitative social-economic data analysis on housing other than data from CRD

- Explore objectives that support programs such as Living Building Challenge or Built Green that design housing to incorporate ecology, environment and energy conservation, and housing pilot projects
- Explore objectives that support creative place-making
- Explore amendment to the objectives and policies on First Nations to further implement the Reconciliation Action Plan, and to strengthen policies on archaeological preservation
- Explore amendment to the objectives and policies on climate change as they relate to environmental protection and preservation of the island's ecosystem (e.g., wild fire, sea level rise, storm-water management)
- Explore amendment to the objectives and policies on transportation and infrastructure servicing

#### **Drafting of amendments to Land Use Bylaw**

- Explore amendment to the secondary suites in all residential zones (to take place immediately upon approval of the Project Charter)
- Explore the development of emergency housing/shelter development standards (to take place immediately upon approval of the Project Charter)
- Explore the development of a mixed use and/or performance zone
- Explore sustainable design standards

#### **Development of actionable items that provide short-term measures**

- Explore processes and incentive programs that support the development of ecovillages
- Explore processes and incentive programs that promote and support innovative designs and best practices
- Explore processes and incentive programs for sustainable development (such as those of the LEED, Built Green, or Living Building Challenge)
- Explore incentive programs for pilot projects in the development of ecovillage or various forms of sustainable development
- Explore funding support for the pilot projects and incentive programs
- Explore other near-term measures and programs

### **Work Plan Overview** *(the timeline is dependent on resources not yet made available in the 2021-22 budget)*

| <b>Preparation Stage (note that the various processes intend to happen concurrently)</b> | <b>Date</b>  |
|------------------------------------------------------------------------------------------|--------------|
| Approval of draft Project Charter                                                        | January 2021 |
| Approval of draft Project budget                                                         | January 2021 |

|                                                                                                                                      |                       |
|--------------------------------------------------------------------------------------------------------------------------------------|-----------------------|
| Approval of Terms of Reference for the Housing Action Program Task Force                                                             | January 2021          |
| Establish Task Force and Technical Advisory Committee                                                                                | Spring 2021           |
| Early outreach with First Nations, CRD, SD64, Chamber, MoTi, and ALC, and others                                                     | Jan - March 2021      |
| Approval of Public and stakeholder engagement plan in accordance with adopted Engagement Framework                                   | January 2021          |
| Implementation of the Public Engagement Plan (interviews, meetings, survey, website/social media, potentially forming working group) | Summer 2021           |
| Progress update to LTC                                                                                                               | Summer 2021           |
| Research and analysis                                                                                                                | Spring/Summer 2021    |
| Ongoing Task Force and TAC meetings                                                                                                  | 2021/2022             |
| Facilitated open houses (in-person or virtual)                                                                                       | Summer 2021           |
| Coordination with agencies/potential partnership with university research teams                                                      | Summer 2021/Fall 2021 |
| <b>Draft Amendments</b>                                                                                                              | <b>Date</b>           |
| Draft implementation actions and measures                                                                                            | Spring 2022/Fall 2022 |
| Outreach Community Information Meeting on proposed draft amendment                                                                   | Fall 2022             |
| First Reading of OCP and LUB, and Referrals of OCP and Land Use Bylaw amendments                                                     | Fall/Winter 2021      |
| Outreach/Community Information Meeting on revised draft amendment                                                                    | Spring 2023           |
| Report to LTC – request for 2 <sup>nd</sup> reading/public Hearing of LUB ( <b>immediate measures</b> )                              | Spring 2022           |
| Report to LTC – request for 3 <sup>rd</sup> reading/forward to Executive Committee/forward to Ministry of LUB                        | Summer 2022           |
| Request for 4 <sup>th</sup> reading/adoption of final draft LUB                                                                      | Fall 2022             |
| Draft amendment to SS OCP and LUB ( <b>long-term measures</b> )                                                                      | Spring 2022           |
| Report to LTC – request for 2 <sup>nd</sup> reading/public Hearing of OCP and LUB (long-term measures)                               | Summer 2023           |
| Report to LTC – request for 3 <sup>rd</sup> reading/forward to Executive Committee/forward to Ministry of OCP                        | Summer 2023           |
| Request for 4 <sup>th</sup> reading/adoption of final draft of OCP                                                                   | Fall 2024             |
| <b>Develop incentive programs/pilot projects</b>                                                                                     |                       |
| Working with stakeholders and partners to identify and design incentive programs and pilot projects                                  | Mar 2021-March 2022   |

| Project Team                                                     |                                                              |
|------------------------------------------------------------------|--------------------------------------------------------------|
| Louisa Garbo, Island Planner                                     | Project Manager                                              |
| Geordie Gordon, Planner 2                                        | Team member/technical support                                |
| Jackie O’Neal, GIS Tech                                          | Mapping Support                                              |
| Lisa Wilcox, Senior Intergovernmental Policy Advisor             | First Nations Consultation Support                           |
| Shayla Burnham, Office Administrative Assistant                  | Administrative Support                                       |
| <b>RPM Approval:</b><br><i>Stefan Cermak</i><br><b>Date:</b> xxx | <b>LTC Endorsement:</b><br>Resolution #:<br><b>Date:</b> xxx |
|                                                                  |                                                              |

| Budget          |                           |                 |
|-----------------|---------------------------|-----------------|
| Budget Sources: |                           |                 |
| Fiscal          | Item                      | Cost            |
| 2021-2023       | See cost breakdowns below | \$70,000        |
|                 |                           |                 |
|                 |                           |                 |
|                 |                           |                 |
|                 | <b>Total project cost</b> | <b>\$70,000</b> |

## HOUSING ACTION PROGRAM – DRAFT BUDGET BREAKDOWNS

| Meeting              | Preparation Stage                                                                                                                                                      | Target Duration                        | Cost         | Notes                                                                                                   |
|----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|--------------|---------------------------------------------------------------------------------------------------------|
| 10/6/2020 LTC        | Preliminary review of Project Charter                                                                                                                                  |                                        | \$ -         |                                                                                                         |
| 11/10/2020 LTC       | LTC endorse revised project charter                                                                                                                                    |                                        | \$ -         |                                                                                                         |
| By end of March 2021 | Initial meeting between LTC and First Nations                                                                                                                          | One half day                           | \$ -         | To be jointly held with the Ganges Village Area Plan project                                            |
| TBD                  | Task Force meetings (virtual or COVID-proof meetings)<br>Open to the public                                                                                            | Over the course of 2021                | \$ 3,500.00  | Cost anticipates advertising, honoraria for speakers, coffee and snacks, and minutes taking at ±\$25/hr |
|                      | Technology (mapping, data analysis, etc.) and administrative support for public engagement program, task force meetings, meetings with stakeholder groups and agencies | Over the course of 2021                | \$ 1,000.00  |                                                                                                         |
|                      | Development of communication and educational info, printouts, mail-outs, brochures, posting of meetings and legal notifications                                        | Over the course of 2021                | \$ 4,000.00  |                                                                                                         |
|                      | First Nation Consultation early and ongoing<br>Coordination with First Nations' staff<br>Collaborations with First Nations in their preferred methods                  | Over 18 months                         | \$ 2,500.00  | Cost anticipates advertising, honoraria for participants, coffee and snacks                             |
|                      | Multiple virtual and/or in-person COVID-safe open houses and community engagement meetings                                                                             | Over the course of 2021 and 2022       | \$ 3,000.00  | technology support, facility rental, and open houses material                                           |
|                      | Union staff over-time off business hours meetings                                                                                                                      | Over the course 2021 and 2022          |              | \$ 2,000.00 (staff cost)                                                                                |
| LTC meeting(s)       | Progress update to LTC                                                                                                                                                 |                                        | \$ -         |                                                                                                         |
|                      | Research and analysis/meeting with stakeholders/agencies                                                                                                               | Over 18 months                         | \$ -         |                                                                                                         |
|                      | Consulting support on development of policies on elements such as transportation, climate change (potential partnership with universities)                             | Summer 2021 to Spring 2022             | \$ 20,000.00 |                                                                                                         |
|                      | Mapping and technological support, and graphic design on the production of the area plan                                                                               | Over the course of developing the plan | \$ 8,000.00  |                                                                                                         |
| TBD                  | Open houses on draft SS OCP - virtual and/or COVID-safe meetings                                                                                                       | TBD                                    | \$ 3,000.00  | Technology support/COVID measures/facility rental and set ups                                           |
| LTC                  | Progress update and public meetings                                                                                                                                    | Multiple - TBA                         | \$0          |                                                                                                         |
| Meeting              | Amendments Drafting Stage                                                                                                                                              | Target Duration                        | Cost         | Notes                                                                                                   |
|                      | Draft amendment to OCP/LUB                                                                                                                                             | Over 5 months in late 2022             | \$ -         |                                                                                                         |

|              |                                                                                                                                |                                 |                 |                                                                      |
|--------------|--------------------------------------------------------------------------------------------------------------------------------|---------------------------------|-----------------|----------------------------------------------------------------------|
| TBD          | Open houses on draft amendments - virtual and/or COVID-safe meetings                                                           | Multiple meetings in 2022       | \$ 3,000.00     | Technology support/COVID safety measures/facility rental and set ups |
|              | Legal review                                                                                                                   | focus on review of draft bylaws | \$ 20,000.00    |                                                                      |
|              | Development of communication and educational info, printouts, mailings, brochures, posting of meetings and legal notifications | Over the course of 2022         | \$ 2,000.00     |                                                                      |
| LTC          | Progress update and public meetings                                                                                            | Multiple - TBA                  | \$ -            |                                                                      |
| <b>TOTAL</b> |                                                                                                                                | <b>24 months</b>                | <b>\$70,000</b> |                                                                      |

## **Housing Action Program Task Force Terms of Reference - December 2020**

### **1. Purpose**

This Terms of Reference guides the Housing Action Program Task Force (Task Force hereinafter) to assist in the development of the “Housing Action Program,” and to advise the Salt Spring Island Local Trust Committee (LTC) on matters related to the development of the Action Program, and as matter within the jurisdiction of LTC. The Task Force is an appointed advisory working group serving as a Special Advisory Planning Commission to LTC in accordance with the [BC Community Charter](#), where final decisions in all matters rest with the LTC. In addition to this Terms of Reference, other roles, responsibilities and procedures of the Task Force are governed by [Bylaw No. 467](#).

### **2. Roles and Responsibilities of Task Force Members**

- a) Serve and attend Task Force meetings for the duration of the planning process;
- b) Participate in LTC sponsored community consultation events on issues relevant to this planning process;
- c) Promote the project and public engagement opportunities within the community;
- d) Review summary of findings from community engagement sessions;
- e) Provide feedback to staff on plan concepts, policy options, and the draft plan;
- f) Hold discussions at a scheduled meeting which are open to the public;
- g) Objectively apply judgement based on members’ expertise, experience and knowledge of the subject matter as related to development of the “Housing Action Program”;
- h) Be guided by the general policy intent as set out in the Salt Spring Island Official Community Plan and Land Use Bylaw;
- i) Respect multiple stakeholder perspectives, the broader policy context of the planning process, and its implications on local area land use issues;
- j) Ensure an environment where all members feel comfortable expressing their views; and,
- k) Request information from other agencies only through, or as directed by, Islands Trust Staff. The establishment of policy and liaison with other levels of government, non-government agencies and community interest groups is the responsibility of the Local Trust Committee.

### **3. Roles and Responsibilities of the Chair**

- a) Leading and facilitating discussion at meetings;
- b) Ensuring that all points of view are heard;
- c) Ensuring that good order and civility are maintained at meetings;
- d) Ensuring that discussion is relevant and addresses the questions laid out in these terms of reference; and
- e) Ensuring that there are available resources to assist the Task Force at each meeting through advanced request and approval for such resources from the Salt Spring Island Local Trust Committee.

### **4. Work Plan Overview**

- a) At the inaugural meeting of the Task Force, there will be member introductions and background presentation/orientation by Islands Trust staff. Establishment of a meeting schedule to achieve goals set forth in the work plan, and a nomination of the Chair and Vice-Chair of the Task Force.

### **5. Appointments**

- a) The members of the Task Force shall be appointed by resolution of the Salt Spring Island Local Trust Committee;
- b) The total number of members shall not exceed 11;
- c) The membership shall represent a wide cross section and the varied interests, perspectives, opinions and values of the community;
- d) The Local Trust Committee may, by resolution, remove a member at any time;
- e) If a member resigns, or an appointment is otherwise terminated, the Local Trust Committee may, by resolution, appoint a member to serve for the remaining term of the project; and
- f) Other Islands Trust staff, experts, community stakeholders, and consultants may attend the Commission meetings at the request of staff.

### **6. Quorum and Attendance**

- a) In accordance with Bylaw No. 467 Conduct of Meeting, a majority of the appointed members shall constitute a quorum of the members and a quorum must be in attendance at a meeting for the Task force to proceed with its agenda.

## Salt Spring Island Legal Mechanism on Housing (From Baseline Report 2019)

### Appendix 4

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

#### **RESIDENTIAL LAND USE OBJECTIVES AND POLICIES**

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

#### **B.2.4 Residential Neighbourhoods Designation**

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

#### **B.2.5 Rural Neighbourhoods Designation**

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

#### **B.3.3 Industrial and Commercial Services**

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

#### **B.5.1 General Village Land Use Objectives and Policies**

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

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

#### **B.5.2 Fulford Village Designation**

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

#### **B.5.3 Channel Ridge Village Designation**

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

#### **Seasonal Cottages**

B.2.2.2.16 Seasonal cottages should continue to be allowed wherever they are allowed by current zoning. The

Local Trust Committee may also consider amending the Land Use Bylaw to allow the use of seasonal cottages as full time affordable rental housing units in certain areas. In order to encourage housing for families, the Land Use Bylaw may be amended to permit cottages with a maximum floor area of 90 m<sup>2</sup> on lots 2 hectares or larger in area, while retaining the existing floor area limits on cottages on lots between 1.2 hectares and 2 hectares in area. Any amendment to zoning to allow cottages to be used as full time residences should address the following criteria:

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

#### **Other OCP Policies and Objectives related to affordable housing:**

##### **Affordable, rental and special needs housing OBJECTIVES**

- B.2.2.1.1 To provide opportunities for the creation of affordable, rental and special needs housing.
- B.2.2.1.2 To integrate affordable, rental and special needs housing into appropriate residential areas where community services are most accessible.
- B.2.2.1.3 To provide, through zoning, the opportunity for island seniors to remain in the community, especially in their own or their families' homes.
- B.2.2.1.4 To recognize the value of maintaining existing manufactured home parks as an important source of housing within the community.
- B.2.2.1.5 To co-operate with senior governments, the Capital Regional District, housing industry, funding sources and community organisations to provide affordable, rental and special needs housing on Salt Spring Island.

##### **B.2.2.2 POLICIES**

- B.2.2.2.1 The Local Trust Committee will initiate a Housing Needs Assessment, to be updated regularly and on the basis of which the Local Trust Committee may establish priorities for consideration of affordable housing applications.
- B.2.2.2.2 The Local Trust Committee, in co-operation with the Capital Regional District and the community, should work to establish a target level for the percentage of rented and owned affordable housing units in the total housing stock, based on projected community housing needs.
- B.2.2.2.3 All rezoning applications for affordable housing projects should include evidence of:
  - a) need for the housing.
  - b) an adequate water supply for potability and for fire protection.
  - c) means of sewage disposal.



- d) energy and water efficient building design.
- e) not degrading a sensitive ecosystem.
- f) not being sited in an area subject to hazardous conditions.

### **Amenity Zoning**

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

### **Inclusionary Zoning**

- B.2.2.2.6 When the Local Trust Committee is considering a rezoning application involving a significant increase in residential density the Local Trust Committee should require that the application include provision of affordable housing.
- B.2.2.2.7 The Local Trust Committee may consider amending zoning to require that on-site staff accommodation be provided for larger new commercial developments.
- B.2.2.2.8 Zoning could be changed to allow small, affordable homes to be located above commercial buildings in villages. Existing zoning (that only allows two storeys) could be relaxed to allow such homes to occupy a third storey, provided that impacts on view corridors are taken into account.
- B.2.2.2.9 Where a lot has subdivision potential, the Local Trust Committee should consider rezoning applications that would allow the property owner to build (without subdividing) the same number of single family dwellings on the lot as could be built after subdivision. Such shared residential rezoning applications should be consistent with the guidelines in H.2.1 of Appendix 2.

### **Flexible Housing Units**

- B.2.2.2.10 In zones where single family dwellings are presently allowed, the Local Trust Committee should consider changing local zoning to also allow (as an alternative to a single family dwelling), a flexible unit dwelling that:
  - a) has a maximum of two storeys, and
  - b) has a maximum floor area, and
  - c) could contain between one and three dwelling units, depending on the needs and wishes of the property owner.
 Flexible unit dwellings should only be allowed on lots larger than 1.2 ha or on smaller lots in village areas. If zoning is changed to allow flexible unit dwellings, design guidelines and zoning regulations should be developed to ensure the dwellings fit into single-family neighbourhoods.
- B.2.2.2.11 If flexible unit dwellings are allowed, they should be allowed in only a few zones on a trial basis to find out if they do supply needed housing without having a negative effect on neighbouring properties. Flexible unit dwellings should not be allowed in zones within the Watershed- Islet Residential Designation unless they are shown not to increase population or sewage generation over that expected in single family dwellings.
- B.2.2.2.12 Flexible unit dwellings could also be allowed in zones in the Industrial and Commercial Services Land Use Designation, where a property is primarily used for industrial and commercial services purposes.
- B.2.2.2.13 If flexible unit dwellings are allowed, they should not be converted into separate strata-titled dwelling units.

### **Boarding Houses**

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

### **Multi-Family Dwellings**

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

- B.2.2.2.18 Preference should be given to rezoning applications for multiple-unit affordable housing projects that:
- a) are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents;
  - b) would provide owned or rental housing, possibly through non-traditional means such as cohousing, co-operative ownership, sweat equity projects or land trusts;
  - c) would create durable, and water and energy efficient housing;
  - d) provide walking, transit or cycling links to village services;
  - e) provide safe walking, transit, or cycling links to a school, if the project is designed for families;
  - f) include appropriate site and building designs, such as those outlined in Development Permit Area 1;
  - g) that are in or near island villages, except where the affordable housing would be linked to and support farming.
- B.2.2.2.19 The Local Trust Committee should consider changing the local zoning that applies to multi-family zones so that density is guided by floor space ratios as well as units per hectare. Such changes should be considered to provide more flexibility in the type of dwelling units that can be built.

### Care Facilities

- B.2.2.2.20 Community care facilities will be allowed in zones that permit residential use, as outlined in the *Community Care and Assisted Living Act*.
- B.2.2.2.21 The Local Trust Committee should consider changing local zoning to allow small care cottages to be temporarily placed alongside single family dwellings to accommodate those who are disabled or require family care. Temporary suites could also be allowed to serve the same purpose. Should the Committee amend zoning in this way, it should first have a system in place that will ensure the suites or cottages will be used as intended. Care cottages should not be permitted on properties where seasonal cottages or flexible unit dwellings are permitted.
- B.2.2.2.22 The Local Trust Committee could consider other innovative strategies that would increase the community's supply of affordable housing, including, but not limited to, consideration of rezoning applications that would permit additional dwellings where the floor area of the dwellings is limited, energy and water efficient design is implemented, and sensitive ecosystems are protected.

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

- B.2.2.2.23 The Local Trust Committee encourages and supports other levels of government and non-profit groups to work towards the establishment of a Housing Agency on Salt Spring Island.
- B.2.2.2.24 Local service clubs, non-profit organizations and others that provide affordable, rental and special needs housing are encouraged to develop projects in keeping with the policies in this Section. Such groups are particularly encouraged to explore the potential for supplying a community pool of care cottages.
- B.2.2.2.25 The Local Trust Committee will support the establishment and work of non-profit community land trusts and other organisations for the acquisition of land for, and construction and management of, affordable housing units.

### H.3.2 Eligible Community Amenities

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

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

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

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

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

- (19) Despite Section 9.9.1 – Permitted Uses of Land, *Buildings* and Structures - of this bylaw, the only principal

uses permitted within lands zoned R6(c) are:

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

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

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

(a) *Affordable housing dwelling units*.

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

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

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

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

**SECONDARY SUITES**

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

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

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

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

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

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

3.15.6 - The maximum *floor area* for a *secondary suite* is 90m<sup>2</sup> (968 ft<sup>2</sup>).

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

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

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

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

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

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

**SEASONAL COTTAGES**

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

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

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

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

3.14.4 - A *seasonal cottage*, including any stairs, decks or porches or other *structures* that are attached to the cottage or that function as part of the cottage, is not to be located within 6 m of any other *building* on a *lot*.

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

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

## Housing Action Program Public Engagement Framework

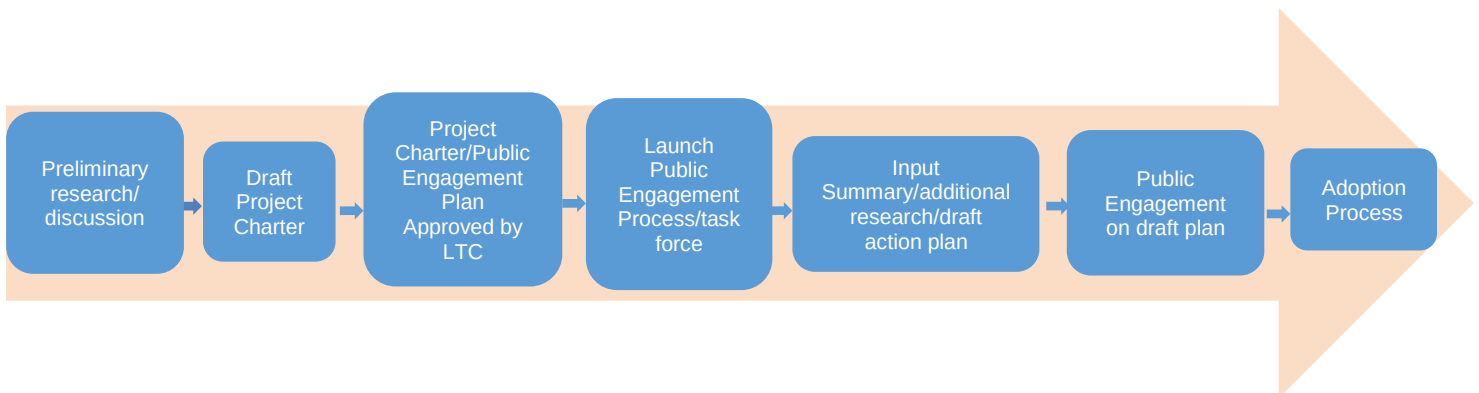
### PROJECT DESCRIPTION

A “Housing Working Group Report” was presented to Salt Spring Island Local Trust Committee (SS LTC) at their meeting on Oct 6, 2020. Upon receipt of the Report, SS LTC elevated the “Housing challenges and solutions” initiative as a priority at their meeting on November 10, 2020, and directed staff to provide a Project Charter for the implementation of this initiative. This document intends to provide a framework based on best practices on public engagement program. A subsequent more detailed public engagement plan that identifies key stakeholders and partners involved, timing and types of engagement activities, and specific tools being utilized will be developed as part of the planning process.

### HOUSING ACTION PROGRAM

The Housing Action Program is proposed to tackle a range of issues that impact the affordability of housing, the types of housing options, and the environmental sustainability as they relate to the locations, sizes, and designs of housing development. Issues such as water availability and the moratorium on new connections to the North Salt Spring community water system, storm-water and sewer systems, active transportation infrastructure, innovative site and building design, arts and culture, archaeological significance will all be examined in the process. The Action Program intends to address the housing issues on Salt Spring Island from a holistic and comprehensive manner. The parameters for the development of an Action Program planning process include the Islands Trust’s commitment to preserve and protect the unique and fragile environment of the island; to address the [climate emergency](#) (passed March 2019); and to advance reconciliation efforts set forth in the [Reconciliation Declaration](#) (passed March 2019) and the [Reconciliation Action Plan 2019-2022](#) (passed June 2019). This project will build on work by community groups, government agencies and collaboration with First Nations and stakeholders.

### GENERAL PLANNING PROCESS



## KEY ACTIVITIES

The project will be implemented in three key phases over the next two years:

- LTC adopt “Terms of Reference” and appoint members to the Task Force
- Establish Technical Working Group with agencies and subject-matter experts
- Early conversation with stakeholders and First Nations
- Launch public engagement process
- Identify issues, and research and analysis on existing conditions
- Identify the mission for the Action Program with Task Force
- Review existing efforts, BC legislations, housing program and relevant SS regulation, policies and tools (e.g., OCP, LUB, housing agreements, subdivision regulations, etc.)
- Explore land use development, regulatory, incentive tools and pilot programs
- Draft the Housing Action Program to address, at a minimum, the following elements:  
Land use development standards, housing density, increase diversity of housing types and tenures sustainable site and building design, climate resiliency, transportation, open space, infrastructure servicing (water, sewer, storm-water), economic sustainability, community health, housing management program and First Nations heritage
- Develop actionable items
- Develop processes that promote and support innovative designs and best practices, incentive programs, and a monitoring system
- Conduct amendment to OCP, LUB, and relevant policies, and various implementation measures as recommended by the Action Program

## HOUSING ACTION PROGRAM TASK FORCE

The Task Force is an appointed advisory working group to the Salt Spring Island Local Trust Committee (LTC), which consisting of 11 members. The Task Force will have a hands-on role in creating and implementing engagement activities in the community under the direction of the LTC and coordinated by Islands Trust staff. The Task Force will facilitate discussions and host community events, review summary documents from the engagement sessions prepared by Islands Trust staff, and provide the LTC with recommendations on plan concepts, policy options, and the draft Housing Action Program. All discussions and meetings held by the Task Force are open to the public, and the Task Force members will objectively apply judgement based on their expertise, experience and knowledge of the subject matter as related to development of the Action Program process.

## VALUES AND PRINCIPLES FOR ENGAGEMENT

Values and principles are fundamental norms or rules that guide the perspective of an organized group of people, as well as their action. This Engagement Program is built upon the following Guiding Principles of the Islands Trust:

- 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 will seek information from a broad range of sources in its decision-making processes, recognizing the importance of local and traditional knowledge in this regard.
- Trust Council believes that to achieve the Islands Trust objective, the rate and scale of growth and development in the Trust Area must be carefully managed and may require limitation.
- Trust Council believes that open, consultative public participation is vital to effective decision making for the Trust Area.

This Engagement Program is also built on the following values of the Islands Trust:

### **Inclusion**

This Public Engagement Program seeks to ensure that every voice can be heard in an authentic way, and to create opportunities for people to contribute when, where and how they feel most heard. The priority interest of First Nations is a key element of the inclusion strategy, and the [First Nations Engagement Principles](#) of the Islands Trust will apply.

### **Respect**

The strategy seeks to ensure that every voice is treated equitably, and the feelings, rights and traditions of others are honored through the engagement process. Input from the engagement will be wholly and broadly considered.

### **Community Voice**

The Strategy will result in an engagement process that shares relevant and accurate information in order to increase the self-determination of the community so they can better express their diverse interests, needs, and perspectives in the planning process.

### **Transparent**

The public engagement process will be communicated clearly and openly, including the purpose, timing, roles and responsibilities, constraints and outcomes. Timely feedback will be provided for the participants including the range of views expressed and how public input will be considered by the decision makers.

### **Innovation**

The options and mechanisms for engagement will provide a range of ways for citizens and stakeholders to effectively participate in this project. Likewise, the strategy encourages innovation from participants as it seeks input around the identified issues, and encourages new approaches in how the Action Program may be developed for the Salt Spring community.

### **Wholly and Equitably Involved**

The public engagement process seeks to ensure that anyone and everyone has access to relevant information on the issues related to this project and around the engagement process itself. Importantly, the public engagement program will ensure relevant information is available in a variety of ways and through multiple sources.

### **On-going Evaluation**

This public engagement process will be evaluated on a regular basis to foster ongoing learning and improvement.

## **PRIORITY ENGAGEMENT THEMES**

The development of the Housing Action Program will provide objectives and policies that encompass a wide-range of issues; issues that are interconnected and all are within the context of the Trust Council's "preserve and protect" mandate. For this reason, the framework for the area plan will be outlined in the following Priority Engagement Themes:

### **Land Use Development**

There is a strong link between housing prices and land use controls. Land use regulations are in place to ensure appropriate locations and site setting for different types of uses in order to protect the natural environment and archeological significance, but these constraints on land development can restrict the supply of housing especially for multifamily and low-income housing. The challenge lies in finding the balance of supporting diverse housing types, increasing density and the associated water demand with preservation of the natural environment and the limited infrastructure services on Salt Spring Island.

### **Transportation and Mobility**

Active transportation refers to all human-powered forms of commuting, including but not limited to, walking and

cycling are the most common, horseback riding, using electric bicycles or scooters. Transportation planning plays an important role on choice of residence, particularly on renter housing. Trust Council is committed to promote local and inter-community transportation systems that reduce dependency on private automobile use, and to evaluate and modify road construction and road systems that encompass the environmental, economic and social values of the community.

### **Housing**

The population on Salt Spring Island has increased over time, with more people living and working on the island, but housing options have not been able to meet current needs. Increasing the diversity of housing options, especially secure and affordable rental housing are critical in alleviating the housing crisis on the island.

### **Archaeological Protection**

Salt Spring Island has a rich First Nations history; Trust Council, through the Reconciliation Declaration, is committed to incorporate Indigenous perspectives, knowledge, stewardship, and understanding in the land use planning and policies guides, and to preserve and protect the cultural sites and archeological significance.

### **Arts and Cultural**

Arts and culture play an intentional and integrated role in place-based community planning and development. The concept of “creative place-making,” is not new; such strategy was pioneered by Jane Jacobs who believed that community development must be locally informed, human-centric, and holistic. Salt Spring Island is rich in Indigenous culture as well as home to many craftsman and artists whose creations have drawn many tourists onto the island. It is important to explore how arts and cultural practitioners could help build an affordable, livable and attractive community on the island.

### **Climate Resiliency**

Global climate change has profound implications for human societies, adapting to a rapidly changing global environment will be a major challenge. In the context of increasing population on the island where additional housing will be required to accommodate the growing population; siting, designing and the construction material and methods will play a critical role in housing development on the island. The Islands Trust Council has joined thousands of governments around the world declaring a climate emergency with a goal to “pursue an absolute reduction in greenhouse gas emissions in this very special area.” Accordingly, every Islands Trust project must be carried out with a view to minimizing the impacts on the climate.

### **Infrastructure Servicing**

Efficient and cost-effective infrastructure servicing is vital to development growth in Salt Spring Island, but the provision of such services must not be at the expense of the environment, especially with the limited water, wastewater and storm-water systems on the island. Land-use planning, infrastructure design, and service delivery go hand-in-hand in creating and maintaining a healthy community. The challenge is to find the balance between housing needs versus the demand on the limited infrastructure available on the island.

### **Protection of Aquifers and Biodiversity**

For all the islands in the Salish Sea, the impacts of a changing climate and housing demand cause serious threats to our already limited aquifers. Land conservation and more robust land use planning tools to minimize loss of species and their habitat are critical to allow for resilience of our ecosystems particularly as they relate to sustainable growth for the community of Salt Spring Island.

## **PURPOSE OF ENGAGEMENT**

The primary reason for public engagement is to **inform** the LTC’s decisions in the planning process. In order to make an informed decision, the LTC is committed to **consulting** with the community, to **building** relationships in the community, to **involving** the stakeholders, and to **consulting** with First Nations.



## EVALUATION OF THE ENGAGEMENT PROGRAM

An on-going evaluation will be performed on the public engagement process, and the evaluation framework will include:

1. Evaluation sessions to examine, diagnose, discuss, and dialogue the cause-and-effect links and assumptions regarding the engagement process, outcomes, and intended and unintended consequences and impacts;
2. A plan to organize and allocate resources for total evidence-based evaluation of the engagement process (who was engaged, how many, number of responses, depth and quality of responses);
3. Incorporation of lessons learned to be included in future engagements;
4. Development of an ongoing engagement strategy to support current and future LTC processes and projects.

## PUBLIC ENGAGEMENT TOOLS

The public engagement tools will include, at a minimum, the following items. Additional methods that could help better engage with the community will be identified in a separate public engagement plan.

- Virtual open houses, and/or in-person if proper physical distancing is achievable
- Virtual design charrettes, and/or in-person if proper physical distancing is achievable
- Virtual/telephonic conversation with the planner and/or in-person if proper physical distancing is achievable
- Online survey
- Subscribers option
- Email
- Direct mail
- New release
- Paid ad
- Letter to editor/editorial
- Webpage