



South Pender Island Local Trust Committee Regular Meeting Agenda

Date: June 12, 2018
Time: 10:00 am
Location: South Pender Fire Hall
8961 Gowlland Point Road, South Pender Island, BC

			Pages
1.	CALL TO ORDER	10:00 AM - 10:00 AM	
2.	APPROVAL OF AGENDA		
3.	TOWN HALL AND QUESTIONS	10:00 AM - 10:10 AM	
4.	COMMUNITY INFORMATION MEETING	10:10 AM - 10:40 AM	
4.1	South Pender Island Local Trust Committee Bylaw No. 115		
5.	PUBLIC HEARING		
	none		
6.	MINUTES	10:40 AM - 10:45 AM	
6.1	Adopted Local Trust Committee Minutes Dated April 3, 2018 (for Information)		4 - 10
6.2	Section 26 Resolutions-without-meeting Dated June 2018		11 - 11
6.3	Advisory Planning Commission Minutes		
	none		
7.	BUSINESS ARISING FROM THE MINUTES	10:45 AM - 10:50 AM	
7.1	Follow-up Action List Dated June 2018		12 - 12
8.	DELEGATIONS		
	none		
9.	CORRESPONDENCE		
	<i>Correspondence received concerning current applications or projects is posted on the LTC webpage</i>		
	none		

10.	APPLICATIONS AND REFERRALS	
	none	
11.	LOCAL TRUST COMMITTEE PROJECTS	10:50 AM - 12:00 PM
11.1	Pedestrian and Cycle Routes - Bylaw No. 115 - Staff Report (attached)	13 - 31
11.2	Heritage Conservation - Community Heritage Register - Staff Report (attached)	32 - 44
12.	REPORTS	12:00 PM - 12:30 PM
12.1	Work Program Reports (attached)	
12.1.1	<u>Top Priorities Report Dated June 2018</u>	45 - 45
12.1.2	<u>Projects List Report Dated June 2018</u>	46 - 46
12.2	Applications Report	
	none	
12.3	Trustee and Local Expense Report Dated March 2018 (attached)	47 - 47
12.4	Adopted Policies and Standing Resolutions (attached)	48 - 48
12.5	Local Trust Committee Webpage	
12.6	Chair's Report	
12.7	Trustee Report	
12.8	Trust Fund Board Report Dated April 2018	49 - 50
13.	NEW BUSINESS	12:30 PM - 1:00 PM
13.1	Annual Report for LTC Endorsement - Staff Report (attached)	51 - 53
13.2	Approval Process for Community Water System on Salt Spring Island - Staff Memo & attachment (attached)	54 - 83
	for information	
13.3	South Pender Island Local Trust Committee Meeting Procedures Bylaw No. 93, Draft Amendment to Allow Electronic Meetings - Discussion	
13.4	Grant Application from the South Pender Historical Society - Discussion	
14.	UPCOMING MEETINGS	
14.1	Next Regular Meeting Scheduled for September 4, 2018, at the 10:00 am, at the Fire Hall, Pender Island	

- | | | |
|-----|------------------------|-------------------|
| 15. | TOWN HALL | 1:00 PM - 1:15 PM |
| 16. | CLOSED MEETING
none | |
| 17. | ADJOURNMENT | 1:15 PM - 1:15 PM |



ADOPTED

South Pender Island Local Trust Committee Minutes of Regular Meeting

Date: April 3, 2018
Location: South Pender Fire Hall
8961 Gowlland Point Road, South Pender Island, BC

Members Present: Wendy Scholefield, Local Trustee
Bruce McConchie, Local Trustee

Staff Present: Robert Kojima, Regional Planning Manager
Shannon Brayford, Recorder

Regrets: Peter Luckham, Chair

Public Present: There were 3 members of the public in attendance.

1. CALL TO ORDER

By general consensus, Trustee McConchie was appointed as Acting Chair.

Acting Chair McConchie called the meeting to order at 10:00 am. He acknowledged that the meeting was being held in territory of the Coast Salish First Nations.

2. APPROVAL OF AGENDA

It was recommended that the following amendments be made:

- Addition of item "11.2 Church of the Good Shepherd"
- New business "13.1 Appointment of LTC Liaison to Plumper Sound Protection Association" be removed.

By general consent the agenda was approved as amended.

3. TOWN HALL AND QUESTIONS

Tara Parkinson requested information on the planned designation of the Church of the Good Shepherd as a historical site and any response of the Anglican Church to that plan.

Paul Weyer, identifying himself as a member of the South Pender Island Heritage Society, provided information on the designation process.

Trustee Scholefield provided an overview of the information provided to her by representatives of the Heritage Society and the Anglican Church.

Paul Weyer reported that he has sent a letter to Adam Olsen regarding the Speculation Tax and noted the importance of developing and adopting policies that counter the current housing crisis.

A discussion was held regarding the history of housing availability on the island, and the Trustees acknowledged the importance of the matter to the community.

4. COMMUNITY INFORMATION MEETING

None

5. PUBLIC HEARING

None

6. MINUTES

6.1 Adopted Local Trust Committee Minutes Dated February 20, 2018

It was noted that the minutes of February 20, 2018 were adopted by Resolution Without Meeting (RWM).

6.2 Section 26 Resolutions-without-meeting Dated March 2018

For information.

6.3 Advisory Planning Commission Minutes

None

7. BUSINESS ARISING FROM THE MINUTES

7.1 Follow-up Action List Dated March 2018

Regional Planning Manager (RPM) Kojima provided an overview of the list.

By general consensus, it was agreed that item 11.1 Heritage Conservation shall be removed from the list.

8. DELEGATIONS

None

9. CORRESPONDENCE

Correspondence received concerning current applications or projects is posted on the LTC webpage.

9.1 CRD Regional Parks - March 15 2018 Letter re: Gulf Islands Regional Trails Plan

Received for information.

10. APPLICATIONS AND REFERRALS

10.1 North Pender Island Local Trust Committee Bylaws No. 216 & 217 Referral

It was noted that this item was added to the agenda of February 20, 2018 and that a resolution was passed at that time.

11. LOCAL TRUST COMMITTEE PROJECTS

11.1 Pedestrian and Cycle Routes - Staff Report - Draft Bylaw 115

RPM Kojima provided an overview of the staff report, noting the process that will be undertaken should the LTC choose to move forward.

A discussion was held regarding the routes identified on the staff report's map. It was noted that some routes and parks are identified as desirable future designations.

Trustee Scholefield recommended deletion of item 6.1.2a.

A discussion was held and RPM Kojima provided a rationale for inclusion of the item.

Trustee Scholefield recommended revision of the language used.

SP-2018-008

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee revise Bylaw 115 such that under item 6.1.2a the phrase "pedestrian and bicycle paths notwithstanding" be replaced with the phrase "except for pedestrian and bicycle paths".

CARRIED

SP-2018-009

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee has reviewed the Islands Trust Policy Statement Directives Only Checklist and determined that Bylaw No. 115, cited as "South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018," is not contrary to, or at variance with, the Islands Trust Policy Statement.

CARRIED

SP-2018-010

It was MOVED and SECONDED,

That South Pender Island Local Trust Committee Bylaw No. 115, cited as "South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018," be read a first time.

CARRIED

SP-2018-011

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee direct staff to refer Bylaw No. 115 to the community groups, First Nations and agencies identified in Appendix 2 of the staff report for the LTC regular meeting of April 3, 2018 for review and comment.

CARRIED

A discussion was held regarding whether or not to refer the matter to the South Pender Island Advisory Planning Commission (APC). An APC referral was not made.

SP-2018-012

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee direct staff to schedule a community information meeting as part of the regular business meeting on June 12, 2018.

CARRIED

A discussion was held regarding the mode of advertising preferred by the LTC. It was recommended that staff use email notices, website posting, and inclusion of an advertisement in the June issue of the Pender Post.

11.2 Church of the Good Shepherd

Trustee Scholefield requested information on the process for designating the Church of the Good Shepherd as a Heritage site.

RPM Kojima provided an overview of the process, noting the staff assigned to the project.

Trustee Scholefield volunteered to coordinate with staff and the South Pender Island Historical Society to complete the project. There was general agreement in support of her offer.

12. REPORTS

12.1 Work Program Reports

12.1.1 Top Priorities Report Dated March 2018

Trustee Scholefield recommended that the target date for "Pedestrian and Cycle Routes" be amended from December 1, 2018 to November 1, 2018.

There was general agreement that this change shall be made.

12.1.2 Projects List Report Dated March 2018

Acting Chair McConchie noted that the project “Lower Ecological Footprint” was addressed during the Official Community Plan (OCP) review.

A discussion was held and there was agreement that the item shall remain on the list.

It was noted that “Pedestrian and Cycle Routes” has been moved to the Top Priorities list.

By general consensus, it was agreed that “Pedestrian and Cycle Routes” shall be removed from the Projects List.

12.2 Applications Report

None

12.3 Trustee and Local Expense Report Dated January 2018

Received for information.

12.4 Adopted Policies and Standing Resolutions

It was noted that the minutes are adopted by RWM to facilitate timely release to the public, but that the publication is often significantly delayed.

12.5 Local Trust Committee Webpage

A discussion was held regarding the difficulty of use and challenges of locating pertinent information on the website.

It was noted that the matter could be raised at Trust Council.

12.6 Chair's Report

None

12.7 Trustee Report

Trustee Scholefield provided a report, including the following points:

- Attended Trust Council on Salt Spring Island;
- Attended the South Pender Island Heritage Society Annual General Meeting and a presentation by Frank Trice regarding the history of the Church of the Good Shepherd; and
- Has regular contract with Parks Canada regarding Greenburn Dam and the issue with the resident beavers.

Acting Chair McConchie provided a report, including the following points:

- Attended trust council on Salt Spring Island;
- Attended the Ocean Protection Plan Dialogue Forum as a community member concerned with temporary anchorages in Plumper Sound. He provided an overview of the topics discussed and a summary of meetings held with key policy makers; and
- Is working as a community member with the Plumper Sound Protection Association, newly formed, which will host a meeting in the coming weeks.

12.8 Trust Fund Board Report Dated January 2018

Received for information.

13. NEW BUSINESS

13.1 First Nations Relationship Building

The LTC provided an overview of the project and the proposed event, noting that a grant has been applied for.

Trustee Scholefield requested that Fiona McRaid send an overview of the anticipated event, including the agenda for the day, the likely dates, and any information that the Trustees should know to ensure a successful meeting.

13.3 Briefing - Land-use Planning Implications of Fisheries and Oceans Canada

RPM Kojima provided an overview of the report; including the impact that geoduck aquaculture can have on an ecosystem. It was noted that aquaculture is not a permitted use in South Pender Local Trust Area.

Acting Chair McConchie requested that this report be made available online as an individual link. RPM Kojima recommended that the request be sent to Clare Frater, and there was agreement that this shall be done.

14. UPCOMING MEETINGS

14.1 Next Regular Meeting Scheduled for June 12, 2018, at the South Pender Fire Hall, Pender Island

15. TOWN HALL

Acting Chair McConchie invited comments from the public in attendance.

No comments were made.

16. CLOSED MEETING
None

17. ADJOURNMENT

By general consent the meeting was adjourned at 11:10 am.

Bruce McConchie, Acting Chair

Certified Correct

Shannon Brayford, Recorder



Resolutions Without Meeting

South Pender Island

Resolution #	Action	Resolution Description	Resolution Date
2018-04	In Favour	That the South Pender Island Local Trust Committee minutes of April 3, 2018, be Adopted, as amended.	02-May-2018

Follow Up Action Report

South Pender Island

20-Feb-2018

Activity	Responsibility	Target Date	Status
Staff, in consultation with the South Pender Historical Society, is to develop a Community Heritage Register that includes only the Church of the Good Shepherd.	Jason Youmans	26-Mar-2018	Done

03-Apr-2018

Activity	Responsibility	Target Date	Status
Bylaw 115	Sharon Lloyd-deRosario	20-Apr-2018	Done
1. section 1(a) revised	Jason Youmans		
2. ITPS directive policies checklist endorsed			
3. Bylaw given First Reading - Done			
4. Refer to agencies recommended (except APC) - Done			
5. Schedule CIM for June regular meeting - Done			
Heritage Registry: Trustee Scholefield to coordinate with staff and Heritage Society	Jason Youmans	27-Apr-2018	Done

DATE OF MEETING: June 12, 2018
TO: South Pender Island Local Trust Committee
FROM: Jason Youmans, Island Planner
Southern Team
COPY: Robert Kojima, Regional Planning Manager
SUBJECT: Pedestrian and Bicycle Route Mapping Project

RECOMMENDATION

1. That South Pender Island Local Trust Committee Bylaw No. 115, cited as “South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018,” be amended as shown in Appendix 1 of the staff report for the June 12, 2018 regular meeting and read a second time as amended.
2. That the South Pender Island Local Trust Committee direct staff to schedule a public hearing for Bylaw No. 115.

REPORT SUMMARY

This staff report provides the South Pender Island Local Trust Committee with potential amendments to proposed Bylaw 115 (see Appendix 1 for recommend amendments) based on referral responses from public agencies, community groups, and First Nations. Bylaw 115 contains map amendments to OCP Schedules “D” and “H” to include the preferred route for a multi-modal roadside path on South Pender Island. Bylaw 115 also contains OCP policy amendments to support the referenced map amendments.

BACKGROUND

At its April 3, 2018 meeting, the LTC passed the following resolutions (per the draft minutes):

SP-2018-008

It was **MOVED** and **SECONDED**,

That the South Pender Island Local Trust Committee revise Bylaw 115 such that under item 6.1.2a the phrase “pedestrian and bicycle paths notwithstanding” be replaced with the phrase “except for pedestrian and bicycle paths”.

CARRIED

SP-2018-009

It was **MOVED** and **SECONDED**,

That the South Pender Island Local Trust Committee has reviewed the Islands Trust Policy Statement Directives Only Checklist and determined that Bylaw No. 115, cited as “South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018,” is not contrary to, or at variance with, the Islands Trust Policy Statement.

CARRIED

SP-2018-010

It was MOVED and SECONDED,

That South Pender Island Local Trust Committee Bylaw No. 115, cited as “South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018,” be read a first time.

CARRIED

SP-2018-011

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee direct staff to refer Bylaw No. 115 to the community groups, First Nations and agencies identified in Appendix 2 of the staff report for the LTC regular meeting of April 3, 2018 for review and comment.

CARRIED

A discussion was held regarding whether or not to refer the matter to the South Pender Island Advisory Planning Commission (APC). An APC referral was not made.

SP-2018-012

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee direct staff to schedule a community information meeting as part of the regular business meeting on June 12, 2018.

CARRIED

A discussion was held regarding the mode of advertising preferred by the LTC. It was recommended that staff use email notices, website posting, and inclusion of an advertisement in the June issue of the Pender Post.

The above resolutions followed on those passed at the February 20, 2018 regular meeting where the LTC directed staff to undertake map and policy amendments related to pedestrian and cycling infrastructure.

See staff reports of [April 3, 2018](#) and [February 20, 2018](#) for further background analysis and information.

ANALYSIS**Policy/Regulatory*****Islands Trust Policy Statement:***

At its April 3, 2018 meeting the LTC resolved that the proposed OCP amendments are consistent with the Islands Trust Policy Statement Directives Only Checklist.

Official Community Plan:

OCP Subsection 6.1.3 already contains a number of objectives and policies concerning active transportation on the Island (see Appendix 6). Bylaw 115 refines and strengthens these policies to reflect the proposed map amendments.

Land Use Bylaw:

Construction of a pedestrian and bicycle route as shown on the proposed amendment to OCP Schedules “D” and “H” does not appear to conflict with the South Pender Island Land Use Bylaw. Concrete and asphalt paving and

similar surfacing of land are not considered “structures” under the South Pender land use bylaw, and are therefore exempt from setback requirements.

Issues and Opportunities

See staff report of [February 20, 2018](#) for discussion of the following issues relative to the changes captured in Bylaw 115:

- CRD Gulf Islands Regional Trails Plan
- Ministry of Transportation and Infrastructure (MOTI) Letter of Agreement (1992/96)
- Scenic/Heritage Roads
- Sensitive Ecosystem Protection
- Public Expectations

Additional Map Amendments

Staff have not undertaken a close review of current Schedule “D” against the current parks and ocean access mapping from the CRD and other local knowledge to determine if any additional amendments to Schedule “D” are warranted while the map is open for revision. Staff anticipate agency and community review of Bylaw 115 may yield amendment suggestions.

Consultation

Bylaw 115 was referred to the community groups, agencies and First Nations shown in Appendix 5 on April 24, 2018.

The LTC resolved that a Community Information Meeting should be held during the regular LTC meeting of June 12, 2018.

Statutory Requirements

Should Bylaw 115 be advanced, staff will carry out statutory public notification in accordance with Section 466 of the *Local Government Act* and South Pender Island Development Procedures Bylaw No. 60 and will be undertaken once the LTC directs staff to schedule a public hearing.

As this project involves an OCP amendment, the LTC is required by the *Local Government Act* to consider opportunities for consultation with persons, organizations and authorities it considers will be affected. Staff anticipate that referral to the community groups, First Nations and agencies noted above, in addition to a Community Information Meeting, should satisfy the consultation requirement. The LTC should consider if it wishes to undertake additional consultation than identified above and direct staff accordingly.

Protocols

As noted, there is a 1992 Letter of Agreement between Islands Trust and the Ministry of Transportation and Infrastructure. Of relevance to this project are:

Objective 4: “To establish cycle routes and roadway standards to accommodate safe cycling.”

See Appendix 7 for a copy of policies concerning Cycle Route Plans from the Letter of Agreement.

Agencies

As of publication of this staff report, the only agency to respond to referral of Bylaw 115 is CRD Regional Parks division. CRD Regional Parks staff are generally supportive of the proposed amendments. See Appendix 2 for full referral response.

First Nations

Cowichan Tribes provided the referral response attached as Appendix 3. Based on this referral response and subsequent correspondence with Cowichan Tribes staff, staff recommend Bylaw 115 be amended as shown in Appendix 1.

The proposed amendments strengthen LTC commitment to ensuring that First Nations interests are respected when new land transportation infrastructure is being considered.

Tsawwassen First Nation responded indicating that their interests are unaffected by the proposed bylaw amendments. See Appendix 4 for Tsawwassen referral response.

Malahat First Nation has advised they will try to provide bylaw referral response in the near future.

Rationale for Recommendation

The map and policy amendments reflect the direction given by the LTC to date and respond to referral responses received from Cowichan Tribes. As the referral period is now closed, staff consider that the bylaws may be advanced, pending feedback from the Community Information Meeting to be held June 12, 2018.

ALTERNATIVES

1. Amend Bylaw 115

The LTC may have recommendations for amendments to proposed Schedule's "D" and "H", or desired policy changes. If this is the case, the LTC could make the following type of resolution:

That the South Pender Island Local Trust Committee direct staff to make the following amendments to draft Bylaw 115:

- 1) *Amend the proposed Schedule "D" by*
- 2) *Amend the proposed implementation policies by . . .*

3) Amend Work Program

The LTC may determine that it does not wish to proceed with this initiative as a priority project at the present time. Should this be the case, the following resolution is recommended:

That the South Pender Island Local Trust Committee amend the work program to remove Pedestrian and Cycle Routes as a top priority.

As follow-up the LTC may consider identifying an alternative top priority project. Staff would then return to the LTC with a scoping report for the proposed new project.

NEXT STEPS

If the LTC accepts staff's recommendations, staff will schedule a public hearing for Bylaw 115.

Submitted By:	Jason Youmans, Island Planner	May 30, 2018
Concurrence:	Robert Kojima, Regional Planning Manager	May 31, 2018

ATTACHMENTS

1. Bylaw 115 (proposed amendments at second reading)
2. CRD Regional Parks referral response
3. Cowichan Tribes referral response
4. Tsawwassen First Nation referral response
5. Agency, Community Group, and First Nations referral list
6. Current OCP bicycle and pedestrian infrastructure policies
7. Islands Trust/MOTI Letter of Understanding Excerpt

**SOUTH PENDER ISLAND LOCAL TRUST COMMITTEE
BYLAW NO. 115**

**A BYLAW TO AMEND SOUTH PENDER ISLAND OFFICIAL COMMUNITY PLAN
BYLAW NO. 107, 2011**

The South Pender Island Local Trust Committee enacts in open meeting assembled as follows:

1. CITATION

This Bylaw may be cited for all purposes as “South Pender Island Official Community Plan Bylaw No. 107, 2011, Amendment No. 1, 2018”.

2. SCHEDULES

- 2.1 South Pender Island Official Community Plan No. 107, 2011, Schedule “A” is amended as shown on Schedule 1, attached to and forming part of this bylaw.
- 2.2 South Pender Island Official Community Plan No. 2017, 2011, Schedule “D” is amended as shown on Schedule 2, attached to and forming part of this bylaw.
- 2.3 South Pender Island Official Community Plan No. 2017, 2011, Schedule “H” is amended as shown on Schedule 3, attached to and forming part of this bylaw.

3. SEVERABILITY

If any provision of this Bylaw is for any reason held to be invalid by a decision of any Court of competent jurisdiction, the invalid provision must be severed from the Bylaw and the decision that such provision is invalid must not affect the validity of the remaining provisions of the Bylaw.

READ A FIRST TIME THIS	3	DAY OF	APRIL	2018
PUBLIC HEARING HELD THIS	_____	DAY OF	_____	20____
READ A SECOND TIME THIS	_____	DAY OF	_____	20____
READ A THIRD TIME THIS	_____	DAY OF	_____	20____
APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS	_____	DAY OF	_____	20____
APPROVED BY THE MINISTER COMMUNITY, SPORT AND CULTURAL DEVELOPMENT THIS	_____	DAY OF	_____	20____
ADOPTED THIS	_____	DAY OF	_____	20____

Chair

Secretary

**SOUTH PENDER ISLAND LOCAL TRUST COMMITTEE
BYLAW NO. 115**

SCHEDULE 1

The South Pender Island Official Community Plan No. 107, 2011, Schedule “A” is amended as follows:

1. Subsection 6.1.2 Article (a) – “Transportation General Policies” - is deleted in its entirety and replaced with the following:
 - a) Except for pedestrian and bicycle paths, construction of transportation infrastructure is to be in response to, rather than in anticipation of, increased demand.
2. The paragraph under Subsection 6.1.3 – “Land Transportation” - is deleted in its entirety and replaced with the following:

“The location and classification of the island’s roads, plus any intended or additional phased roads, heritage roads, car stops and pedestrian and bicycle paths are shown on Schedule “H”. The functional characteristics of these classifications are:”
3. Subsection 6.1.3 Article (b) – “Land Transportation Policies” - is amended by adding new clauses after clause i) as follows:
 - ii) The Local Trust Committee will only support the development of automobile, pedestrian and bicycle infrastructure which does not compromise heritage or cultural features of value to First Nations or the unique or heritage features of the Scenic/Heritage roads identified in Schedule “H”.
 - iii) The Local Trust Committee will support agency and community group efforts to develop the network of bicycle routes, pathways, walkways and trails shown on OCP Schedules “D” and “H”.
 - v) Subject to 3(ii) above, the Local Trust Committee will use rezoning applications as an opportunity to work toward development of the network of bicycle routes, pathways, walkways and trails shown on OCP Schedules “D” and “H”.
 - vi) The Local Trust Committee will support implementation of the Capital Regional District Gulf Islands Regional Trails Plan on South Pender Island.

And by renumbering the subsequent clauses of the subsection to effect these changes.

4. The introductory paragraph and first bullet point of Advocacy Policy 6.1.3 Clause ii) are deleted in their entirety and replaced with the following:

“The creation of the network of bicycle and pedestrian paths, walkways and trails along routes shown on Schedules “D” and “H” is to be pursued by:

- requesting the Ministry of Transportation and Infrastructure to assist by developing pathways, walkways, and trails within road rights-of-way where their locations coincide with network routes and to provide bicycle paths along Minor Road rights-of-way shown in Schedules “D” and “H”.

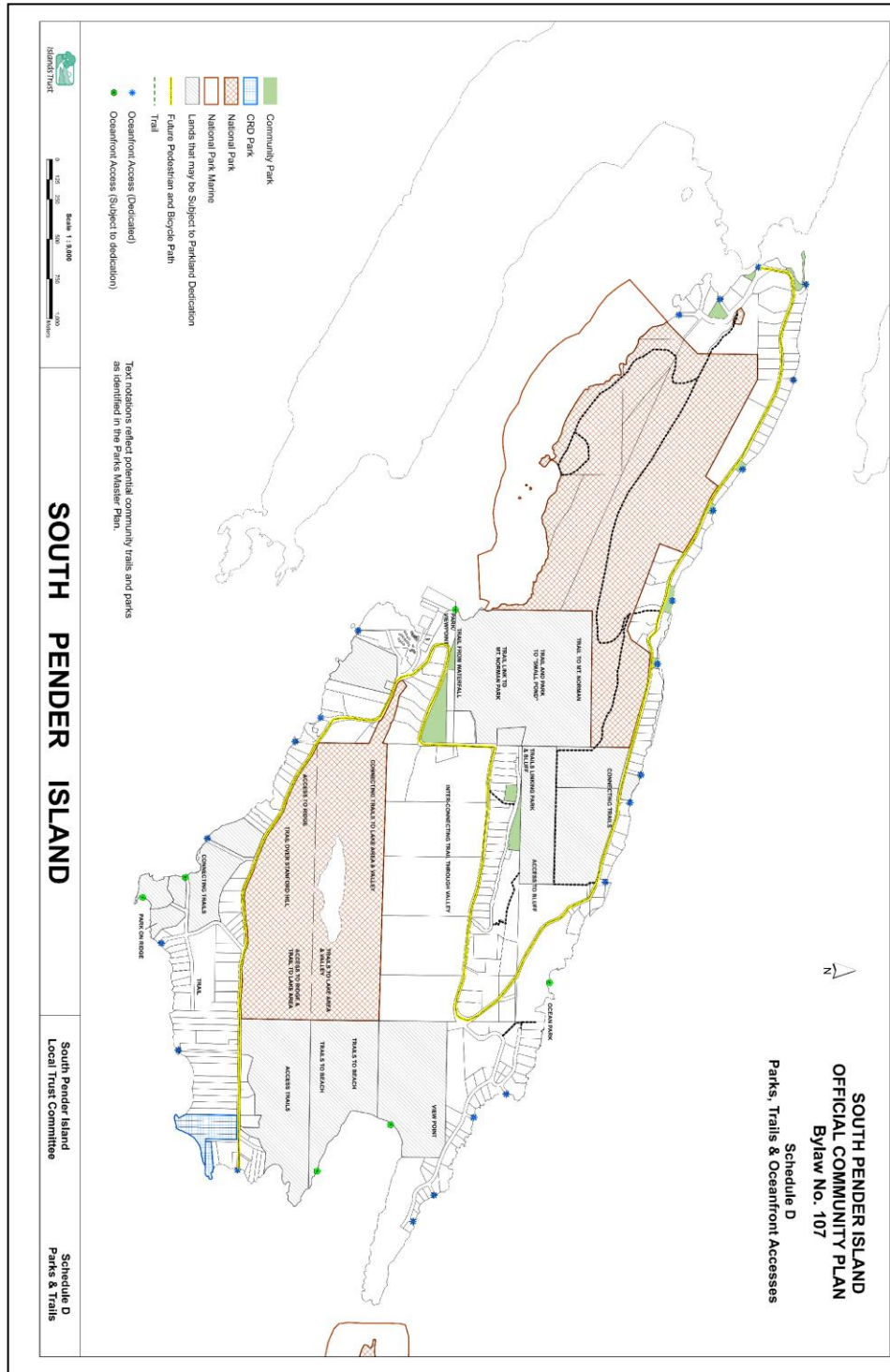
5. Subsection 6.1.3 - “Advocacy Policies” - is amended by adding new clauses after clause ii) as follows:

- iii) Agencies and community groups are requested to prioritize separated bicycle and pedestrian paths over on-road bicycle lanes where feasible and where they will not have adverse effects on the natural environment.
- iv) The pedestrian and bicycle path shown in Schedules “D” and “H” should, where feasible, be constructed within the Ministry of Transportation and Infrastructure right-of-way.
- v) Agencies and community groups, in consultation with area First Nations and the British Columbia Archaeology Branch, should ensure that installation of pedestrian and bicycle infrastructure does not compromise heritage or cultural features of value to First Nations.
- vi) Agencies and community groups, in consultation with the Local Trust Committee, should ensure that installation of pedestrian and bicycle infrastructure does not compromise the unique scenic or heritage features of the Scenic/Heritage roads identified in Schedule “H”.

And by renumbering the subsequent clauses of the subsection to effect these changes.

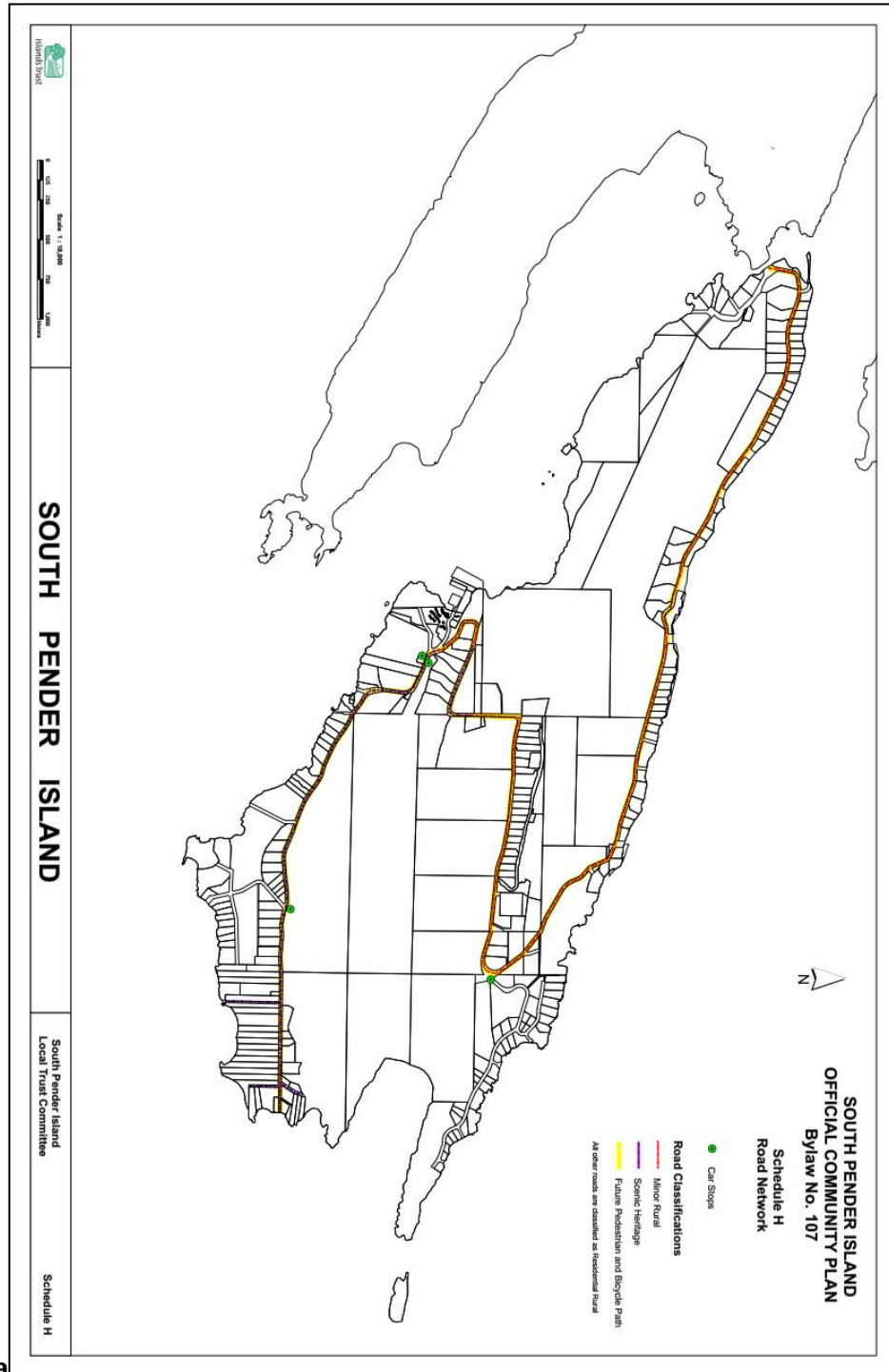
**SOUTH PENDER ISLAND LOCAL TRUST COMMITTEE
BYLAW NO. 115**

The South Pender Island Official Community Plan No. 107, 2011, Schedule “D” - “Parks, Trails and Oceanfront Accesses” is amended as follows:



SCHEDULE 3

The South Pender Island Official Community Plan No. 107, 2011, Schedule “H” - “Road Network” is amended as follows



Sharon Lloyd-deRosario

From: Shirley Halliday <shalliday@crd.bc.ca>
Sent: Wednesday, May 23, 2018 9:37 AM
To: Sharon Lloyd-deRosario
Subject: CRD Response - Referral - South Pender Bylaw No. 115 - Pedestrian & Bicycle Path

Hello Sharon,

Please accept the comments below as the CRD's response to Referral - South Pender Bylaw No. 115 - Pedestrian & Bicycle Path. Let me know if you have any questions or concerns.

Regional Parks has the following comments to submit to Islands Trust on this referral:

CRD Regional Parks staff support the amendments included within Bylaw 115 on pedestrian and bicycle infrastructure improvements to the South Pender Island Official Community Plan.

Regional Parks staff appreciate that the CRD's Gulf Islands Regional Trails Plan is proposed to be referenced in Subsection 6.1.3 Article (b) of the South Pender Island Office Community Plan and note the conceptual route for a future CRD regional trail on South Pender Island is consistent with the proposed future path noted on Schedules 2 and 3 of Bylaw 115.

Best Regards,
 Shirley

Shirley Halliday
 Senior Administrative Secretary
 Real Estate Services
 Corporate Services
 Capital Regional District
 625 Fisgard Street
 PO Box 1000
 Victoria, BC V8W 2S6

T: 250-360-3173
shalliday@crd.bc.ca



This message is intended only for the use of the individual or entity named above, and may contain information that is privileged, confidential or exempt from disclosure under applicable law. If you are not the intended recipient or their employee or agent responsible for receiving the message on their behalf your receipt of this message is in error and not meant to waive privilege in this message. Please notify us immediately, and delete the message and any attachments without reading the attachments. Any dissemination, distribution or copying of this communication by anyone other than the intended recipient is strictly prohibited. Thank you. Please consider the environment before printing this email.

Sharon Lloyd-deRosario

From: Jason Youmans
Sent: Friday, April 27, 2018 3:45 PM
To: Sharon Lloyd-deRosario
Subject: FW: Proposed Amendments to South Pender Island OCP - SP Bylaw 115

Hi Sharon. Referral response to Bylaw 115. Please file accordingly. Thank you.

From: Candace Charlie [<mailto:Candace.Charlie@cowichantribes.com>]
Sent: Friday, April 27, 2018 3:19 PM
To: Jason Youmans
Cc: Tracy Fleming; information
Subject: Re: Proposed Amendments to South Pender Island OCP - SP Bylaw 115

Hi Jason,

A few comments on proposed amendments to schedule 'A' of the South Pender Island Official Community Plan No. 107, 2011. I will address the points numbered in Schedule I, with corresponding numbers in my responses below:

Point 3 (ii): we find it a bit troubling that the Local Trust Committee ("LTC") would pledge its support to any and all construction of bicycle routes, pathways, walkways, and trails *in advance of* the outcomes of consultation with affected Indigenous groups.

Point 3 (iv): it seems here that the LTC would seek to leverage its ability to approve rezoning approvals with a view to encouraging proponents to devote funding and/or land for bicycle routes, pathways, walkways, or trails. In the event of rezoning applications that have the ability to impact Indigenous groups, the approach proposed here by the LTC would effectively pit Indigenous groups' concerns about impacts against an objective of increasing trails and bicycle paths. This is problematic.

Point 5 (iii): consideration to adverse effects on the interests of Indigenous groups should be added.

Candace Charlie
 Referrals & Land Code Coordinator
 Lands & Governance, Cowichan Tribes
 5762 Allenby Road
 Duncan BC V9L 5J1
 Ph: (250) 748-3196

Cell: (250) 709-7452

candace.charlie@cowichantribes.com

Please consider the environment before printing this message.

PRIVILEGE & CONFIDENTIALITY NOTICE: The information transmitted is intended only for the person or entity to which it is addressed and may contain confidential and/or privileged material. If you are not the intended recipient, it may be unlawful for you to read, copy, disclose or otherwise use the information on this communication. If you received this transmittal in error, please contact the sender and delete the material immediately.

BYLAW REFERRAL FORM RESPONSE SUMMARY

- ☐ Approval Recommended for Reasons Outlined Below
- ☐ Approval Recommended Subject to Conditions Outlined Below
- ☒ Interests Unaffected by Bylaw
- ☐ Approval Not Recommended Due to Reason Outlined Below

Tsawwassen First Nation (TFN) has no concerns regarding the impacts of the proposed Bylaw on our Treaty rights. TFN would, however, expect to be consulted if further plans are developed to undertake the works identified in the proposed policies and objectives.

South Pender Island Local Trust Area
(Island)

Victoria Williams
(Signature)

May 25, 2018
(Date)

Bylaw 115
(Bylaw Number)

Territory Management Officer
(Name and Title)

Tsawwassen First Nation
(Agency)

Recommended Referral Recipients for Bylaw 115

Community Groups

CRD Pender Island Parks and Recreation Commission (PIPRC)
Moving Around Pender (MAP)

Agencies

Ministry of Transportation and Infrastructure
CRD Regional Parks and Trails

First Nations

Cowichan Tribes
Halalat First Nation
Lake Cowichan First Nation
Lyackson First Nation
Malahat First Nation
Pauquachin First Nation
Penelakut Tribe

Semiahmoo First Nation
Songhees First Nation
Stz'uminus First Nation
Tsartlip First Nation
Tsawout First Nation
Tsawwasswen First Nation
Tseycum First Nation

Local Trust Committees

North Pender Island Local Trust Committee
Saturna Island Local Trust Committee
Mayne Island Local Trust Committee
Galiano Island Local Trust Committee
Salt Spring Island Local Trust Committee

PART 6 – SERVICES AND UTILITIES

This Part addresses the provision of the services and utilities to the South Pender Island community.

6.1 Transportation Services

Background

Transportation services available to the community consist primarily of the established public road system and the B.C. Ferries service operating from Otter Bay on North Pender Island. No on-island public transit exists; however, there is a commercial taxi service available. Car Stops have been implemented through the community group Moving Around Pender Alternative Transportation Society (MAP), as a simple and free alternative to single occupancy car use. Services of off-island based water taxis and floatplanes are also available.

The Ministry of Transportation and Infrastructure is responsible for the establishment and maintenance of public roads on South Pender Island. The Islands Trust has an agreement with the ministry regarding road standards within the Islands Trust area and the procedures for designation of scenic and heritage roads and cycle paths. Via the agreement, some road standards may be of reduced dimensions compared to those elsewhere in order to help maintain the Islands Trust rural character.

On-island water transportation facilities consist of the small portion of the federal government wharf at Bedwell Harbour and the private boat moorage space available at Poets Cove Resort marina. There are no boat launching ramps on the island.

Seasonal air transportation to South Pender Island is provided by commercial floatplane services that fly into Bedwell Harbour. Helicopter emergency evacuations use the designated site on North Pender Island or the site in the vicinity of Firehall #3 on South Pender Island.

6.1.1 Transportation General Objectives

- a) To support the development and maintenance of transportation services that primarily meets the needs of the South Pender Island community.
- b) To recognize the role of transportation in producing greenhouse gas emissions and the value of identifying options to reduce emissions including alternative forms of transportation.

6.1.2 Transportation General Policies

- a) Construction of transportation infrastructure is to be in response to rather than in anticipation of increased demand.
- b) Development of additional transportation fixed links between South Pender Island and any other Islands Trust island, Vancouver Island, or the Mainland is to be opposed.

6.1.3 Land Transportation

The location and classification of the island's roads, plus any intended additional or phased roads, heritage roads and car stops are shown on Schedule "H". The functional characteristics of these classifications are:

Minor Roads - access to principal developed areas;

Residential Roads - access from Minor Roads to individual properties; and

Scenic/Heritage Roads - having unique and scenic and/or heritage values.

6.1.3 (a) Land Transportation Objectives

i) To continue with the development and maintenance of a public road, pathway, walkway, and trail system that is safe and efficient, has minimal adverse effects on the natural environment, is compatible with the rural character of the island, and primarily serves the South Pender Island community.

ii) To encourage and support alternative transportation initiatives, including, but not limited to, car stops, neighbourhood zero emission vehicles, car shares, a bicycle path network and walking trails.

6.1.3 (b) Land Transportation Policies

i) The Local Trust Committee should support alternative transportation initiatives, including, but not limited to, car stops, neighbourhood zero and low emission vehicles, car shares, carpooling, a community bus, a bicycle path network and walking trails.

ii) Any agency with authority regarding the management of trails for use by the public is requested to restrict trail use to non-motorized use.

iii) Land uses shall be required to provide adequate off-street parking and where appropriate the Local Trust Committee may require alternatives to parking spaces, including but not limited to bicycle racks. Parking standards may be established for electric vehicle plug-ins in appropriate locations.

Advocacy Policies

i) The Ministry of Transportation and Infrastructure and its agents are requested to:

- continue to use the road standards established in the July 18, 1996 Letter of Administrative Understanding between the Islands Trust and the Ministry plus those of any agreed upon subsequent revisions which recognizes that lower road standards support the objective to maintain the rural character of the island, the need for a gentler approach in harmony with the land and applies a minor rural classification with paved width of 6.1m ;
- when developing new roads or improving existing ones, wherever possible, conform to land contours so the amount of cut and fill disturbance is reduced;
- encourage increased traffic safety by limiting vehicular speed, incorporating pull-offs, using cautionary signage in areas with limited visibility or traffic congestion, rather than by increasing road widths or straightening alignments;
- retain natural vegetation along the undeveloped portions of road rights-of-way, subject to traffic and fire safety considerations and operational maintenance constraints; and
- consult with the Local Trust Committee on behalf of the community regarding major roadwork.

ii) The creation of a network of pathways, walkways, and trails along routes shown on Schedule "D" is to be pursued by:

- requesting the Ministry of Transportation and Infrastructure to assist by developing pathways, walkways, and trails within road rights-of-way where their locations coincide with

network routes and to provide bicycle paths along Minor Road rights-of-way shown in Schedule "D";

- where land proposed for subdivision lies along a network route, requesting the subdivision Approving Officer to require dedication and construction of pathways for non-vehicular traffic. Such dedications are intended to secure non-vehicular public access routes in subdivision proposals where dedication of parkland is not required or the location of parkland to be dedicated does not coincide with a network route;
- encouraging a network of trail development within island parks and other public lands administered by Parks Canada, the Pender Islands Parks and Recreation Commission, and Capital Regional District Regional Parks; and
- encouraging landowners to donate land, grant easements over land, or to allow public passage over portions of their lands.

iii) The Ministry of Transportation and Infrastructure shall be requested to address safety by posting lower speed limits, installing crosswalks, and posting cyclist and pedestrian awareness signs in identified problem areas rather than by requiring roads to be straightened and widened.

iv) Residents and their guests are encouraged to use carpooling as a method to reduce single occupancy vehicle trips.

6.1.4 Water Transportation

6.1.4 (a) Water Transportation Objectives

- i) To ensure ferry service is provided at a level adequate for both Pender Islands.
- ii) To help retain other water transportation services for the Pender Islands as a back-up and alternative to the ferry service, particularly in case of medical or other emergencies.

6.1.4 (b) Water Transportation Policies

- i) Any proposed wharves, barge landing and boat launching ramps shall be sited to minimize the impact on the natural environment.
- ii) All water transport operators shall be requested to ensure services do not exceed the needs of the local community.
- iii) The establishment of group or shared docks shall be encouraged.
- iv) The Local Trust Committee will support efforts to develop a foot passenger-only ferry service.

Advocacy Policies

- i) The B.C. Ferries Corporation is requested to:
 - continue to provide an adequate level of ferry service to the Pender Islands at an affordable price;
 - continue with consultative processes involving representation from the Pender Islands for proposed changes to the ferry service;
 - ensure, in cooperation with the Ministry of Transportation, provision of adequate parking arrangements for foot passengers leaving vehicles or bicycles at the North Pender Island

Islands Trust Nomenclature**Ministry of Transportation and
Highways Nomenclature**

Major Rural
Main Rural
Minor Rural
Residential Rural/Local

Secondary Highway
Major road
Minor Road
Local Road

The road standard for the applicable classifications as set out in Section E will be applied for new roads, including subdivisions, and to existing roads when being upgraded.

2. Cycle Route Plans

The Islands Trust will prepare proposals for cycle route plans on the islands. Consultation on these proposals will occur with the Ministry of Transportation and Highways.

A negotiated agreement on the cycle route plan for the Islands Trust area is to be achieved between the Islands Trust and Ministry of Transportation and Highways by September 1993 and will subsequently form a component of this letter of understanding (Proposed Appendix B).

The agreed-to cycle route plan, when adopted by resolution or bylaw by the Local Trust Committee, may be forwarded to the Ministry of Highways and Transportation for registration.

The approved plan, for the designated cycle routes, will trigger adjustment of the shoulder standards for new roads and for existing roads when they are to be upgraded as indicated in section E. The requirements for safely accommodating cyclists will be recognized when prioritizing roads for upgrading.

3. Scenic Heritage Designation

The Islands Trust will prepare proposals for scenic/heritage designation to recognize roadways having unique and significant scenic and/or heritage value. Only a limited portion of roadways on an island will qualify for such designation.



DATE OF MEETING: June 12, 2018
TO: South Pender Island Local Trust Committee
FROM: Jason Youmans, Island Planner
Southern Team
COPY: Robert Kojima, Regional Planning Manager
SUBJECT: South Pender Island Community Heritage Register

RECOMMENDATION

- 1) That the South Pender Island Local Trust Committee establish a Community Heritage Register.
- 2) That the South Pender Island Local Trust Committee add the Church of the Good Shepherd at 8978 Spalding Road in its Community Heritage Register using the Statement of Significance shown in Appendix 1 of the staff report dated June 12, 2018.
- 3) That the South Pender Island Local Trust Committee direct staff to add a new webpage to the South Pender Island Local Trust Committee website which will include the introductory text shown in Appendix 2 of this staff report and a link to the Statement of Significance in Appendix 1.
- 4) That the South Pender Island Local Trust Committee direct staff to give notice, in accordance with Section 592 of the Local Government Act, to the owner of the Church of the Good Shepherd that the property has been included in a Community Heritage Register.
- 5) That the South Pender Island Local Trust Committee direct staff to give notice, in accordance with Section 595 of the Local Government Act, to the Heritage Minister that a Community Heritage Register has been established and that it includes the Church of the Good Shepherd.

REPORT SUMMARY

The purpose of this report is to provide, for the South Pender Island Local Trust Committee's endorsement, a Statement of Significance to be included in a Community Heritage Register entry for the Church of the Good Shepherd.

BACKGROUND

Appendix 1 of this staff report contains a Statement of Significance for inclusion in a South Pender Island Community Heritage Register.

The text was initially drafted by staff using information provided by the South Pender Historical Society and other sources, and then shared with a heritage stewardship officer from the Government of British Columbia Heritage Branch for review and comment. Following revisions based on Heritage Branch review, the text was

provided to South Pender Trustee Scholefield for final amendments. Staff understand that the text has also been reviewed by the South Pender Historical Society. The document was then formatted by staff.

LTC Background

The minutes of the April 4, 2018 South Pender Island Local Trust Committee regular meeting show the following discussion:

11.2 Church of the Good Shepherd

Trustee Scholefield requested information on the process for designating the Church of the Good Shepherd as a Heritage site.

RPM Kojima provided an overview of the process, noting the staff assigned to the project.

Trustee Scholefield volunteered to coordinate with staff and the South Pender Island Historical Society to complete the project. There was general agreement in support of her offer.

This discussion followed on the following resolution made at the February 20, 2018 LTC meeting:

SP-2018-005

It was MOVED and SECONDED,

That the South Pender Island Local Trust Committee direct staff, in consultation with the South Pender Island Historical Society, to develop a Community Heritage Register that includes only the Church of the Good Shepherd.

CARRIED

See staff report of [February 20, 2018](#) for additional information on establishing Community Heritage Registers and their implications.

See staff report of [November 14, 2017](#) for summary of available heritage protection options and further background on the history of this project.

Issues and Opportunities

Website Update

Staff recommend that the LTC's Community Heritage Register reside on the South Pender Island Local Trust Committee website, with a paper file maintained in the Victoria Islands Trust office.

Appendix 2 provides some draft text that could be used on the web landing page for the Community Heritage Register.

Land Owner Contact

Section 598 of the *Local Government Act* (see Appendix 3) obliges local governments to notify land owners of properties included in a Community Heritage Register within 30 days of their property's inclusion.

Once a South Pender Island Community Heritage Register is officially established, staff will contact the Church of the Good Shepherd owners to notify them.

Heritage Minister Contact

Section 598 of the *Local Government Act* (see Appendix 3) obliges local governments to notify the provincial minister responsible for heritage protection when a Community Heritage Register is created.

Once a South Pender Island Community Heritage Register is officially established staff will contact heritage branch staff to determine what steps should be taken regarding ministerial notification.

British Columbia Register of Historic Places/Canadian Register of Historic Places

Contact with heritage branch staff regarding ministerial notification of the newly established heritage register will likely lead to a conversation about whether the LTC would like their heritage register entry included in the British Columbia Register of Historic Places (which staff understand also places them on the Canadian register).

The primary implication of seeking inclusion in the provincial and federal register is the staff time involved. The Statement of Significance may require amendment to meet the provincial standard, and other data gathering and submission will be required. More on the provincial registry process is available [here](#).

Future Register Entries/Long Term Maintenance

This or future South Pender LTCs may want to embark on a more rigorous community planning process to identify other buildings, sites and landscapes to include in the Community Heritage Register. This can be potentially be undertaken by the LTC as a future project. Staff understand that there may be [provincial funding](#) available for such endeavours.

Posting the Community Heritage Register to the LTC website will ensure that the LTC, public and staff remain aware of it.¹

Consultation

As noted in the “Alternatives” section below, the LTC could host a Community Information Meeting concerning the Church of the Good Shepherd entry into the Community Heritage Registry.

Statutory Requirements

Per Section 598 (3) of the *Local Government Act*, the local government must, within 30 days of including a property in a community heritage register, give notice of inclusion in the register to both the owner of the property and the provincial Heritage Minister.

Protocols

N/A

Agencies

Consideration of adoption of a Community Heritage Register does not trigger a requirement to undertake agency referrals.

¹ Staff have observed on other Islands Trust Islands that if it is not made prominent, a Community Heritage Register can easily be forgotten or neglected.

First Nations

Community Heritage Registers may contain archaeological sites and/or sites of First Nations cultural significance. If a future LTC is contemplating inclusion of such sites in a South Pender Community Heritage Register, significant consultation should be undertaken with local First Nations to ensure that inclusion of such sites is done with their permission and in a culturally respectful manner.

Rationale for Recommendation

- 1) **That the South Pender Island Local Trust Committee establish a Community Heritage Register.**

Local Government Act Section 598 authorizes local governments to establish Community Heritage Registers by resolution. The LTC has previously directed staff to begin work on this project.

- 2) **That the South Pender Island Local Trust Committee add the Church of the Good Shepherd at 8978 Spalding Road in its Community Heritage Register using the Statement of Significance shown in Appendix 1 of the staff report dated June 12, 2018.**

The Statement of the Significance attached as Appendix 1 has been drafted in general accordance with the format for such documents recommended by the British Columbia Heritage Branch. Staff understand that the information contained therein has been reviewed by the South Pender Historical Society.

- 3) **That the South Pender Island Local Trust Committee direct staff to add a new webpage to the South Pender Island Local Trust Committee website which will include the introductory text shown in Appendix 2 of this staff report and a link to the Statement of Significance in Appendix 1.**

The community will benefit from being able to access the Community Heritage Register from the South Pender LTC website.

- 4) **That the South Pender Island Local Trust Committee direct staff to give notice, in accordance with Section 592 of the Local Government Act, to the owner of the Church of the Good Shepherd that the property has been included in a Community Heritage Register.**

This is required under Section 598 of the Local Government Act.

- 5) **That the South Pender Island Local Trust Committee direct staff to give notice, in accordance with Section 595 of the Local Government Act, to the Heritage Minister that a Community Heritage Register has been established and that it includes the Church of the Good Shepherd.**

This is required under Section 598 of the Local Government Act.

Alternatives

1. **Hold a Community Information Meeting**

If the LTC wishes to provide the South Pender community with an opportunity to review the proposed heritage register entry for the Church of the Good Shepherd before resolving to include it in the register, it can schedule a Community Information Meeting.

Recommended wording for such a resolution is as follows:

That the South Pender Island Local Trust Committee direct staff to schedule a Community Information Meeting to review the proposed Statement of Significance for the Church of the Good Shepherd.

2. Seek inclusion in British Columbia and Canadian Register of Historic Places

The LTC may wish that the Church of the Good Shepherd be included in the British Columbia and Canadian Registers of Historic Places. The implications of this are the staff time required to submit the necessary documentation and supporting information. The Statement of Significance may require further amendment to meet the provincial standard.

Recommended wording for such a resolution is as follows:

That the South Pender Island Local Trust Committee direct staff to seek inclusion of the Church of the Good Shepherd in the British Columbia and Canadian Registers of Historic Places.

NEXT STEPS

All steps in recommendations 1 through 5, and in alternatives 1 and 2, are largely administrative in nature. Staff will undertake them as directed.

Submitted By:	Jason Youmans, Island Planner	June 4, 2018
Concurrence:	Robert Kojima, Regional Planning Manager	June 4, 2018

ATTACHMENTS

1. Statement of Significance – Church of the Good Shepherd
2. Draft Community Heritage Register webpage language
3. Local Government Act Section 598



Islands Trust

Statement of Significance

Church of the Good Shepherd

Location: 8978 Spalding Road, South Pender Island, British Columbia

Date of Construction: 1937/38

Date added to Community Heritage Register: June 12, 2018



South elevation of Church of the Good Shepherd showing gable entryway.

Description of the Historic Place

The Church of the Good Shepherd is a simple, wood-frame building nestled in a grove of mature trees near Bedwell Harbour on South Pender Island, British Columbia. The historic place includes the church building with its window depicting a shepherd holding a lamb, the small cabin, the memorial garden, the service schedule sign and an oak tree planted at the time of church construction.



The stained glass window above the altar was crafted in the 1860s and installed at the time of church construction.



The lychgate and grounds of the Church of the Good Shepherd.

Heritage Value

The Church of the Good Shepherd is of historic, aesthetic, spiritual, social, and cultural value to the community of South Pender Island.

The church building has historical significance to South Pender Island as a symbol of the community spirit on the island at the time of the building of the church. Early residents of the island donated time and resources to its development and their descendants and new arrivals to the island ensured the continued existence of the church as a community space.

In 1937-38, after three decades of Anglican services on South Pender Island hosted in family homes, Canon Payne of Saturna Island offered the South Pender community the furnishings of his chapel on Saturna Island, as he was closing the chapel. This offer of furnishings demonstrated the close connections between Saturna and South Pender Islands at that time. In response to the offer, a South Pender Building Committee was formed, including Reverend Porter of Mayne Island, who chaired the committee, Mrs. A.R. Spalding, Treasurer, Mrs. F.X. Hodgson, Secretary, Dr. Aldridge, Major Pender, and Mr. Parkyn. The church was designed and built largely through volunteer labour led by Gerry Parkyn on land donated for the cause by the Richardson family.

In the 1940s, the cabin, "the Prophet's Chamber," was constructed behind the church for the minister's use for overnight accommodation on service days. A Role of Honour hangs in the church to remember those South Pender men who gave their lives in World Wars I and II; four in WWI and three in WWII. In addition, there is a plaque in memory of the three men who died in WWII. The memorial garden on the church property, consecrated in 1983, honours a number of the early settlers who came to the Island and their descendants.

The Church of the Good Shepherd and grounds are of aesthetic value for the connection they provide to the era in which the church was built, and as one of the island's few community buildings. The rustic style of the church, including its cedar shingle siding, are representative of the materials available to the South Pender population in the 1930s. The mature trees surrounding the church, including an oak tree planted in 1937 from an acorn from England's Windsor Great Park, contribute to the serene and contemplative ambiance. The lychgate at the front of the property conveys the sense of a entering a special place, while the window above the church altar, depicting a shepherd and lamb, provides a strong focal point within the church.

The spiritual and social value of the Church of the Good Shepherd to South Pender Island residents has carried through from the time of its construction to today. The Church of the Good Shepherd is an Anglican Church, but it was built through the volunteer efforts of South Pender residents of many denominations. In 2009 the Anglican Diocese announced that the church was to be disestablished and regular church services were discontinued.

In 2012, the South Pender Historical Society was formed; the society is committed to preserving the history of South Pender Island, including land and structures of historical value. The Society is particularly interested in preserving the buildings, grounds, and memorial garden of the Church of the Good Shepherd and has worked with the Parish of St. Peter's to continue the use of the Church of the Good Shepherd and the church grounds as a gathering place for the community of South Pender. In recent years, the church and surrounding site have played host to numerous community activities, including historical presentations, Art off the Fence in July, a Growers and Makers Market on the Labour Day weekend, and Christmas Eve carol singing in the church.

Recently, the church property has taken on a heightened cultural value for South Pender Island as a site that offers a place of relationship building between the Tsawout First Nation and the island's non-indigenous population. The Historical Society worked together with the Tsawout Nation to design and install a Thirteen



The "Prophet's Chamber," a small wooden cabin in the church property.



Commemorative plaques in the Church of the Good Shepherd Memorial Garden.

Moons Calendar to recognize and honour the long history of the Tsawout people on South Pender Island.

The continued existence of the Church of the Good Shepherd is of real and personal historic, aesthetic, spiritual, social and cultural value to the community members of South Pender as a physical reminder of our past and as a commitment to future community connection.

Character-Defining Elements

- The rustic style of the church , including its small scale, cedar shingle siding and wooden pews and altar
- The steeply pitched gable roof and modest steeple
- The prominent, gable roof entryway
- The window with the image of the shepherd and lamb
- The memorial garden
- The mature trees on the property, including the oak planted in 1937 from an acorn from Windsor Great Park.
- The lychgate
- The service schedule sign
- The simple wood cabin
- The Tsawout Thirteen Moons calendar installation

Timeline/Historical Information

- | | |
|----------------|--|
| 1906-07 | Regular Anglican services begin in the Spalding family home, held by the Rev. Hubert St. John Payne, also known as "Parson Payne" (who had opened a Saturna Island chapel in 1904). |
| 1937 | Parson Payne offers the South Pender Island community the furnishings of his Saturna Chapel, which he is closing. A "South Pender Church Building Committee" is formed, including the Rev. R. D. Porter, Mrs. A. R. Spalding, Mrs. F.X. Hodgson, Dr. Aldridge, Major Pender, and Mr. G. F. Parkyn. The committee decides on a wood frame building and work begins to identify a building site and to raise funds for the construction. |
| 1937 | A suitable site on the Richardson property is selected (with help from Claude Conery, whose family resided on the property). The church site is marked out and surveyed. |
| 1937-38 | The Richardson sisters in England donate the land, a church bell, and a substantial cash amount; Mrs. Crane of Camp Bay arranges donations of altar cloth and communion linen; Miss Lyon of Camp Bay donates the "Good Shepherd" window, which was designed and crafted by her father and brought to Canada; Dr. and Mrs. Aldridge donate most of the lumber required, and the Anglican Church donates \$300. An acorn from Windsor Great Park is planted to commemorate the coronation of King George VI. |

- 1938** In March, church construction by South Pender residents begins, with Gerry Parkyn in charge.
- 1938** On May 1, “The Church of the Good Shepherd” opens, free of debt, for use as a community church; the Rev. R. D. Porter holds the "official" opening service.
- 1938** On June 17, Bishop Sexton of Victoria performs the church dedication.
- 1938** On Sept. 24, the first wedding in the church is performed, Elizabeth (Betty) Hodgson, of Bedwell Harbour, marries Cyril Andrews, of Victoria.
- 1940s** The “Prophet’s Chamber” is built behind the church for the minister’s use on service days, and/or for overnight accommodation when necessary.
- 1944** Canon Harold George King performs double-baptism of two infant boys of the Teece family.
- 1950** Church pews are built and installed, using lumber purchased with the proceeds (\$250) of a fund-raising event held at Port Washington Hall by Winifred Spalding and Marie Craddock.
- 1954** In the summer, naval cadets at Bedwell Harbour make improvements to the church building.
- 1961** The church is wired for electricity, and the interior walls are finished.
- 1969** On November 16, a new altar rail is dedicated in memory of Bishop Coleman; George Campbell made the rail from a red cedar tree donated by Herbert Spalding.
- 1976** The oak tree from the Windsor acorn planted in 1937 is designated as a “Heritage Tree.”
- 1982** A new altar is placed in the church in memory of Marie Craddock, donated by her daughter, Victoria Gillespie.



The Tsawout Thirteen Moons calendar installation.



The treed grounds of the Church of the Good Shepherd.



The Church of the Good Shepherd service sign.

- 1983 The Memorial Garden is designed and created by Ted Madeley and Marjorie Bailey, for the interment of ashes of deceased parishioners and their loved ones.
- 1985 A plaque is dedicated to the memory of Gerry and Tessie Parkyn; Gerry Parkyn (d. 1984) was instrumental in the planning, design, and construction of the church in 1937-38.
- 1988 A picnic is held in May at the home of Jiggs and Derek Christy to commemorate the 50th anniversary of the Church of the Good Shepherd; earlier in the year, the Sea Scouts, supervised by Charlie Illsley, built a new fence around the church grounds.
- 1997 A new lychgate is dedicated to the memory of Herbert & Winifred Spalding .
- 2000 A tradition is established of commemorating each interment in the Memorial Garden with a bronze plaque with the person's name on it fixed to one of the local granite rocks in the memorial garden.
- 2009 In July, the Church of the Good Shepherd is listed as one of the Anglican churches to be "disestablished."
- 2012 In December, the "South Pender Historical Society" is formed to protect land and structures of historical value on South Pender Island. The Society is working with the Parish to preserve and maintain the building, grounds, and memorial garden of the Church of the Good Shepherd for the benefit and use of the Pender community and visitors.
- 2017 Installation of the Tsawout Thirteen Moons calendar on the church grounds.

Draft Community Heritage Register Web Page Text

On June 12, 2018, the South Pender Island Local Trust Committee (LTC) established a Community Heritage Register with the Church of the Good Shepherd as its inaugural entry.

Section 598 of the *Local Government Act* authorizes local governments to create Community Heritage Registers as a formal record of all the places, manmade or natural, that have value to the community. And while they do not provide legal protection of the properties or features listed therein, Community Heritage Registers can:

- Enhance the public's appreciation of the identity and character of their community
- Facilitate public access to heritage information
- Provide a means of informing property owners of the value of their property to the community

The LTC recognizes that there are other buildings and landscapes of heritage value to South Pender residents and to the First Nations with a long and continuing history of life on the island, and we look forward to seeing the South Pender Island Community Heritage Register evolve in the years ahead as additional important places are proposed for consideration.

Link: Church of the Good Shepherd – Statement of Significance

Community heritage register

598 (1) A local government may, by resolution, establish a community heritage register that identifies real property that is considered by the local government to be heritage property.

(2) A community heritage register

(a) must indicate the reasons why property included in the community heritage register is considered to have heritage value or heritage character, and

(b) may distinguish between heritage properties of differing degrees and kinds of heritage value or heritage character.

(3) Within 30 days after including property in a community heritage register or deleting property from a community heritage register, the local government must give notice of this

(a) to the owner of the heritage property in accordance with section 592, and

(b) to the heritage minister in accordance with section 595.

(4) The protection of heritage property is not affected by an error or omission in a community heritage register.



Top Priorities

South Pender Island

No.	Description	Activity	R/Initiated	Responsibility	Target Date
1	First Nations Reconciliation	To work with South Pender community to explore reconciliation initiatives on South Pender Island and to apply for a Community to Community grant for 2018	16-Jan-2017	Fiona MacRaild	01-Nov-2018
2	Heritage Conservation	To review options for designating church of the good shepherd	19-Sep-2017	Jason Youmans	01-Nov-2018
3	Pedestrian and Cycle Routes	Consider amending OCP map schedule and policies to designate future cycle / pedestrian routes	14-Nov-2017	Jason Youmans	01-Nov-2018

Projects

South Pender Island

Description	Activity	R/Initiated
Lower Ecological Footprint	explore alternative energy solutions, reducing GHG emissions, preservation of water supply and quality, and other initiatives to lessen our impact on our environment of the SPI LTA.	28-Apr-2015
Agricultural Land Review		06-Sep-2016
Development Permit Areas	review existing DPAs for sensitive ecosystems to determine current status	28-Apr-2015
Sea level Rise and Shoreline Erosion		28-Apr-2015

Islands Trust
LTC EXP SUMMARY REPORT F2018
Invoices posted to Month ending March 2018

665 South Pender	Invoices posted to Month ending March 2018	<u>Budget</u>	<u>Spent</u>	<u>Balance</u>
65000-665	LTC "Trustee Expenses"	750.00	166.41	583.59
LTC Local				
65200-665	LTC - Local Exp - LTC Meeting Expenses	2,000.00	1,140.70	859.30
65210-665	LTC - Local Exp - APC Meeting Expenses	500.00	0.00	500.00
65220-665	LTC - Local Exp - Communications	300.00	0.00	300.00
65230-665	LTC - Local Exp - Special Projects	500.00	0.00	500.00
TOTAL LTC Local Expense		<u>3,300.00</u>	<u>1,140.70</u>	<u>2,159.30</u>
Projects				
73001-665-2011	South Pender OCP/LUB	2,500.00	2,300.63	199.37
73001-665-4091	South Pender LUB Amendments	6,000.00	0.00	6,000.00
TOTAL Project Expenses		<u>8,500.00</u>	<u>2,300.63</u>	<u>6,199.37</u>

South Pender Island Local Trust Committee

POLICIES AND STANDING RESOLUTIONS

Revised: April 28, 2015

No	Meeting Date	Resolution No.	Issue	Policy
1.	May 23, 2006	SP-LTC-12-06	Adoption of Minutes	That staff prepare draft of meeting minutes for Local Trust Committee reading, correction and amendment as soon as possible following meetings. The South Pender Island Local Trust Committee will adopt these minutes by Resolution without Meeting within fourteen business days, if possible, of each meeting. [The adopted minutes will be posted to the website as soon as possible and a copy will also be included in the next meeting's agenda package].
2.	October 5, 2010		Follow up action list	Send FUAL to trustees once drafted following the meeting.
3.	April 28, 2015	SP-2015-015	Printed Agenda Pkgs	That whereas full agendas are available for public perusal on the website, and whereas the SPILTC endeavours to lower its ecological footprint be it moved that full paper printed agenda packages no longer be provided for future SPILTC meetings. [Copies of the agenda cover will be brought to the meetings]



**Trust Fund Board Report
to Local Trust Committees
and Bowen Island Municipality
April 2018**



‘Salish View’ Acquisition Project, Lasqueti Island

Following the successful conclusion of the Fairyslipper Forest acquisition partnership on Thetis Island, our next joint campaign is underway on Lasqueti Island. The Trust Fund Board and Lasqueti Island Nature Conservancy have signed an agreement to frame the campaign to purchase and protect “Salish View”, an 11.6 hectare property contiguous to Squitty Bay Provincial Park. Look out for the upcoming official launch of this campaign and visit the Lasqueti Island Nature Conservancy website (<http://www.lasqueti.ca/LINC>) to learn how you can support this small community’s ambitious project.

Opportunity Fund Grant for Saturna Wetland Conservation Project

The Trust Fund Board is contributing a grant from the Opportunity Fund to support a phase one environmental assessment for a property containing wetland ecosystems on Saturna Island. This is the first step towards the possible securement of this land, which supports valuable biodiversity. The project is being spearheaded by neighbourhood residents.

Dragonfly Commons Conservation Proposal, Salt Spring Island

There are times when the Trust Fund Board makes the difficult decision to decline a conservation proposal. The Trust Fund Board decisions must balance the protection of biodiversity values in accordance with the Regional Conservation Plan, with potential risks and long-term costs, such as property management challenges. TFB considered a proposal to covenant approximately half of a property to be developed as a high density affordable housing project. The small size, landscape context and complexity of eventual ownership were factors that led to a TFB decision to decline this proposal

Fairyslipper Forest Nature Reserve, Thetis Island

Negotiations are beginning with Thetis Island Nature Conservancy and Cowichan Community Land Trust to establish a conservation covenant on Fairyslipper Forest.

Medicine Beach Nature Sanctuary, North Pender Island

Public consultation for the Medicine Beach nature reserve is now complete and the management plan for this nature reserve is being finalized.

Morrison Marsh Nature Reserve, Denman Island

Public consultation for the Medicine Beach nature reserve is now complete and the management plan for this nature reserve is also being finalized.

First Nations – Regional Conservation Plan

A goal of our new Regional Conservation Plan (RCP) is to strengthen relationships with First Nations to identify and collaborate on shared conservation goals. Letters are being sent to all First Nations with traditional territory in the Trust Area to provide information about the RCP and offer available mapping for sharing. The Islands Trust Fund would like to connect with First Nations that might have an interest in the RCP. If local trust committees or Bowen Island Municipality are developing relationships with First Nations, it would be helpful to explore how ITF can use this opportunity to connect.

Regional Conservation Plan and Local Trust Committees and BIM

The RCP contains a lot of valuable information for local trust committees and Bowen Island Municipality, but it is a large, comprehensive document. Islands Trust Fund will be extracting information and maps pertinent to each local trust area and BIM that can be included on local website pages. The Trust Fund Board encourages LTCs and BIMs to identify how Official Community Plans can be updated to reflect new information contained in the RCP and associated data and mapping. ITF will also be producing a summary brochure on the RCP.

Please feel free to contact members of the Trust Fund Board or Islands Trust Fund staff for more details.

Tony Law, Chair tlaw@islandstrust.bc.ca
Islands Trust Fund itfmail@islandstrust.bc.ca

DATE OF MEETING: June 12, 2018

TO: South Pender Island Local Trust Committee

FROM: Robert Kojima, Regional Planning Management
Southern Team

COPY: David Marlor, DLPS

SUBJECT: **2017-2018 annual report – approval of South Pender Island Local Trust Committee section**

RECOMMENDATION

1. That the South Pender Island Local Trust Committee approves the attached text for inclusion in the 2017-2018 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs and Housing.

PURPOSE: Committees are provided with their draft sections of the annual report for review and approval so that Trust Council is able to easily approve its annual report in June 2018 without further editing from staff or trustees at the Trust Council meeting.

BACKGROUND: Preparation of the Islands Trust Annual Report is undertaken by Trust Area Services Communications staff, reporting to the Executive Committee and consistent with Trust Council's [Annual Report Policy 6.10.i](#). The Executive Committee approved the format and outline of the 2017-2018 Annual Report at its meeting on April 9, 2018.

IMPLICATIONS OF RECOMMENDATION:

ORGANIZATIONAL: Under Trust Council's Policy, all LTCs and Council committees are expected to review and approve their sections at regular meetings in order to have the report approved by Trust Council at its June 19-21 meeting.

FINANCIAL: None.

POLICY: No implications for existing policy

IMPLEMENTATION/COMMUNICATIONS: The process for development of the Annual Report is outlined in Trust Council's Annual Report policy 6.10.i. Once each committee has approved its section, staff will create a draft Annual Report for review by the Executive Committee on June 6 and consideration of Trust Council in June. Upon approval by Trust Council, staff will send the Annual Report to the Minister of Community Sport and Cultural Development and circulate it as indicated in Trust Council's policy.

FIRST NATIONS: Information about activities with First Nations may be included within committee reports.

OTHER: N/A

RELEVANT POLICY(S): Trust Council’s Annual Report policy 6.10.i; *Islands Trust Act*

ATTACHMENT(S): Local Trust Committee input to Annual Report (draft)

ALTERNATIVES

1. That the South Pender Island Local Trust Committee approves the attached text (as amended) for inclusion in the 2017-2018 Annual Report for approval by Trust Council and submission to the Minister of Municipal Affairs and Housing.

Submitted By:	Robert Kojima, Regional Planning Manager	May 9, 2018
---------------	--	-------------

ATTACHMENTS

1. South Pender Island Local Trust Committee input to Annual Report (draft)

South Pender Island Local Trust Committee

The South Pender Island Local Trust Committee (SPLTC) held five regular business meetings in the 2017–2018 fiscal year, as well as two community information meetings, and two special meetings and one public hearing.

Work for this period focused on completion of a Land Use Bylaw review, and advancing the Local Trust Committee priorities to address heritage conservation and designation of pedestrian and cycle routes.

The SPLTC received and considered one development permit application.

Another initiative of the South Pender Island LTC for this period was relationship building with First Nations through planning for a community to community event.



File No.:

DATE OF MEETING: Select date.
TO: Local Trust Committees and Bowen Island Municipality
FROM: David Marlor, Director of Local Planning Services
SUBJECT: Approval Process for Water Supply Systems on Salt Spring Island

PURPOSE

At its regular business meeting on February 7, 2018, the Executive Committee received the report “Approval Process for Water Supply Systems on Salt Spring” from the Salt Spring Island Local Trust Committee. The Executive Committee passed the following resolution:

that staff forward the report on approval processes for water supply systems on Salt Spring Island to local trust committees and Bowen Island Municipality.

ATTACHMENTS

1. Attachment 1: Approval Process for Community Water Systems on Salt Spring Island

BRIEFING

To: Executive Committee **For the Meeting of:** February 7, 2018

From: Susan Palmer, MCIP, RPP **Date Prepared:** January 11, 2018
SLP Consulting
Salt Spring Island Team

SUBJECT: Issue Paper: Approval Processes for Water Supply Systems on Salt Spring Island, January 11, 2018, amended

PURPOSE:

Salt Spring Island Local Trust Committee (SSI LTC) referred the attached report (*Approval Processes for Water Supply Systems on Salt Spring Island*) at its meeting on January 18, 2018 to the Executive Committee for information. The key purpose of the report was to inform the SSI LTC of the agencies involved in approving water supply systems and to propose options for implementing Official Community Plan policy regarding water supply and the following Islands Trust Policy Statement policy that:

neither the density or intensity of land use is increased in areas known to have a problem with the quality or quantity of the supply of freshwater.

It was MOVED and SECONDED,

that the Salt Spring Island Local Trust Committee forward the “Approval Process for Water Supply Systems on Salt Spring Island” report to Executive Committee for information.

ATTACHMENT(S):

1. Report: Approval Process for Water Supply Systems on Salt Spring Island

Prepared By: Susan Palmer

Reviewed By/Date: David Marlor, Director of Local Planning Services/Jan 31, 2018

V3 Water Paper.docx

SLP Consulting

1/18/2018 – including amendment submitted at the Salt Spring Island Local Trust Committee Meeting

EXECUTIVE SUMMARY

In response to an application to rezone land to allow for a multi-family residential project, the Salt Spring Island Local Trust Committee (LTC) directed staff at its meeting on October 5, 2017 to:

Report back regarding the findings of an investigation of the approval process for water supply and water quantity requirements for multi-unit residential developments.

Key findings of the investigation are:

- Islands Trust Policy Statement Policy 4.4.2 stipulates the importance of ensuring an adequate supply of water prior to increasing the density or intensity of land use ('neither the density or intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater')
- the Salt Spring Island Official Community Plan (OCP) reinforces the importance of ensuring an adequate supply of water to support proposed increases in density; the OCP supports the use of alternative water sources such as groundwater, rainwater and greywater
- Islands Trust does not have a role in approving water supply systems
- the approval process(es) for water supply systems involves several provincial and local government agencies (Ministry of Forests, Lands, Natural Resource Operations and Rural Development (MFLNRORD), Vancouver Island Health Authority (VIHA) and Capital Regional District Building Inspections (CRD))
- different sources of water may be used to meet demand for different types of water use (e.g., rainwater may be used for irrigation)
- indoor water use (potable water) may be met through groundwater or surface water sources approved by VIH
- demand for indoor water use is calculated on a per capita basis and the approving agencies (VIHA and CRD) have guidelines and/or regulations that stipulate the occupancy rates used to calculate water demand. Both agencies have the ability to exercise discretion in the application of the guidelines and/or regulations to address situations where the occupancy rates may not be typical
- generally, approval of a water supply system would occur after zoning is in place due to the level of detail needed and the high cost of preparing the application (e.g., engineered design of the water supply system)
- housing for special needs populations may have different occupancy rates than those set out in provincial guidelines and may require VIHA to exercise discretion in determining an appropriate occupancy rate from which to assess the proposed water supply system.

Six options for implementing Islands Trust and Salt Spring Island Official Community Plan policy regarding land use and water supply were evaluated. Five options are consistent with Islands Trust

mandate (land use planning) and the tools available to implement policy and enforce bylaws. All five options require that the water supply system be capable of supporting the proposed number of dwelling units prior to adoption of the rezoning bylaw. An option to cap occupancy rates through a legal mechanism such as an affordable housing agreement or a restrictive covenant is not recommended because Islands Trust does not have a legislative tool to enforce occupancy. That is, occupancy cannot be enforced through the land use bylaw.

APPROVAL PROCESSES FOR COMMUNITY WATER SYSTEMS ON SALT SPRING ISLAND

Due to the moratorium placed by North Salt Spring Water District (NSSWD) on adding new connections to their water system, the Salt Spring Island Local Trust Committee (LTC) has received numerous rezoning applications for multi-unit housing projects that rely on alternative water sources to service the proposed developments. All of the proposed projects include affordable housing either for the entire project or as an amenity bonus. The LTC has identified provision of affordable housing as a priority issue and therefore has indicated its desire to give serious consideration to these proposals.

Providing water to multi-unit housing developments using alternative water sources (groundwater, rainwater and water conservation) is treading into new territory for the LTC and raises numerous questions about how such applications should be assessed. In addition to Trust and OCP policies, there are numerous provincial guidelines and regulations that regulate water source and the design, construction, operation and maintenance of a water supply system.

On October 5, 2017, the LTC directed staff to:

Report back regarding the findings of an investigation of the approval process for water supply and water quantity requirements for multi-unit residential developments.

The purpose of this report is to:

- clarify the approval process for an independent water supply system and the approval agencies involved
- review Official Community Plan (OCP) policy regarding the use of groundwater, rainwater and water conservation (e.g. greywater) as it relates to the determination of density
- identify the criteria used by approval agencies to determine demand for water for multi-unit residential developments
- propose options for implementing OCP water supply policy
- assess proposed options
- make recommendations for a consistent approach to assessing rezoning applications based on new water supply systems and the use of alternative water sources
- test the proposed approach using the Croftonbrook rezoning application (SS-RZ-2017.4) as an example.

1. APPROVING AGENCIES AND SEQUENCE OF WATER SUPPLY SYSTEM APPROVALS

Development proposals that require rezoning based on a community water supply system using groundwater must receive approval from four different agencies before they can proceed to the construction phase. First, approval of a groundwater license from the Ministry of Forest, Lands Natural Resource Operations and Rural Development (MFLNRORD) is required to support the rezoning application. Rezoning is the next phase of the approval process and decisions on rezonings are made by the LTC. The third phase involves Vancouver Island Health Authority (VIHA) which is responsible for issuing construction and operating permits for water supply systems. The final phase of a project requires issuance of a building permit from CRD Building. Table 1 elaborates on the mandate for each

agency and provides an overview of the criteria and conditions considered before a license or permit is approved. Figure 1 illustrates the approval sequence for rezoning based on a rural residential community water supply system and the approving agencies involved.

A. Well Water License (MFLNRORD)

Application to the Water Authorization Section of the MFLNRORD for a well water license is a first step for approval of a water supply system. This determines the amount of groundwater that may be withdrawn without impacting long-term sustainability of the water supply for the proposed development as well as supply to neighbouring wells and water sources that support fish habitat. The SSI OCP also requires that agricultural activities not be impacted.

Water quality is also determined at this stage and any measures required to ensure the water supply meets Canadian drinking water guidelines are identified.

B. Zoning (LTC)

The rezoning phase is a preliminary design phase that sets the basic parameters for the development – primarily land use, density and/or intensity of use, built form, access and traffic circulation among other things. The rezoning application is assessed in terms of how well it addresses Trust Policy Statement directives and OCP policy. Applicants must demonstrate that there is sufficient water to support the proposed development based on provincial regulations. As well, community input is invited and the LTC considers all of the relevant information at a public hearing before proceeding with third reading of a bylaw. A schematic plan is often provided at this stage to assess whether the site is suitable for the proposed land use.

C. Community Water Supply System (VIHA)

VIHA defines a water supply system as a system which services more than one dwelling unit.

Water supply systems must be designed and operated to ensure that there is sufficient water to service the proposed development and that the quality of water meets the Guidelines for Canadian Drinking Water Quality. The focus is on ensuring a safe drinking water supply.

There are two main considerations regarding water supply systems – water demand and water source.

i. Water Supply System Construction Permit

The Drinking Water Protection Regulation requires that a construction permit be obtained from a Public Health Engineer or Drinking Water Officer prior to construction of the water supply system (VIHA). The Guidelines for the Approval of Water Supply Systems recommend that application for a construction permit should be made at least 60 days before construction is anticipated to begin. Applicants are advised to refer to the

MFLNRORD Design Guidelines for Rural Residential Community Water Systems, 2012 (Design Guidelines) prior to designing the system and applying for a construction permit.

ii. **Water Supply System Operating Permit**

The Drinking Water Protection Regulation requires that an operating permit be obtained from a local Environmental Health Officer or the Drinking Water Officer before the water source(s) can be used. This permit would be issued after a water supply system has been constructed.

D. Building Permit (CRD Building)

Before the Building Inspector can issue a building permit they must ensure a sufficient supply of water to meet all water demand requirements of the specific project. This includes water for indoor use, irrigation and fire protection. If a community water supply system is proposed, issuance of a construction permit by VIHA must be confirmed. In the event that water for fire protection is being provided by a water district, confirmation from the relevant agency (i.e., North Salt Spring Water District – NSSWD) must also be received.

The BC Building Code makes provision for consideration of alternative solutions including:

- the use of greywater for toilet flushing
- the use of rainwater for irrigation
- alternative occupancy rates for determining indoor use water demand
- enhanced water conservation features.

Alternative solutions must be supported by evidence provided by a code consultant and/or a report from a professional engineer certifying that the alternative proposal is appropriate for the specific situation.

2. TRUST AND OCP POLICY

Broad land use policy is established in the entire Trust area in the Islands Trust Policy Statement. Policy (4.4.2) requires that Official Community Plans (OCP) and regulatory bylaws (e.g. zoning bylaws) ensure that:

‘neither the density or intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater’.

This statement is reinforced by OCP objectives and policies aimed at protection of water resources (Policy A.4.2.2) and ensuring that proposed developments have an adequate supply of potable water and water for fire protection (Policy B.2.2.3.b). The SSI Official Community Plan (OCP) supports the use of rainwater and water conservation programs to supplement the use of groundwater to meet the demand for water for proposed projects (Policies C.3.2.2.1 and C.3.3.2.2). (See Attachment 1 for OCP

Policies) That is, the policy supports using greywater and rainwater catchment in order to achieve higher densities than would otherwise be possible.

3. CRITERIA USED BY APPROVING AGENCIES FOR ASSESSING WATER SUPPLY

Criteria used in determining water demand for a project varies dependent on the mandate of each agency and the stage of the proposal. Different agencies also have different roles in evaluating the appropriateness and capacity of the proposed supply. Following is an overview of agency mandate, evaluation criteria and conditions.

A. Water Demand

i. LTC

Land Use Bylaw 355 does not specifically address standards for water supply unless a subdivision is involved. In that context, it notes that a proposed water supply system is subject to provisions of VIHA regulations (LUB Sec 5.5.2) (See Attachment 2). Trust and SSI OCP policy require that the SSI LTC ensure an adequate supply of water at the rezoning stage. Options for establishing criteria for a rezoning application are provided in the following section (Section 4).

ii. VIHA (Water Supply System – Construction)

MFLNRORD's *Design Guidelines for Rural Residential Community Water Systems* (2012) identify four basic demand parameters for the design of a new water system:

- a. Average Day Demand (ADD) is used *"to verify source capacity in form of license limitations; to derive peak demands from metering data"*
- b. Maximum Day Demand (MDD) is a *"critical design parameter for sizing reservoirs, pumps and treatment works between source and balancing storage..."*
- c. Peak Hour Demand is used to size *"pipes, pumps and treatment works between balancing storage and customers"*
- d. Fire Flow Demand is a *"critical design parameter for determining maximum network flows, verifying minimum system pressures, sizing pipes/pumps/treatment works between fire storage and customers/fire hydrants."*

MDD is the *"single highest total 24 hour daily consumption occurring over a one year period"* and is comprised of the following components:

- a. Indoor demand – is calculated based on a **per capita demand of 230 Litre/day and occupancy rates based on the BC census (e.g., 2.5 persons per multi-family dwelling)**

Indoor water demand is further broken down as follows:

- Drinking
 - Sanitary
 - Toilets
 - Showers/bathwater
 - Dishwashing, household cleaning
 - Laundry
- b. Irrigation demand – is dependent on a number of factors such as climatic zone, evapotranspiration, size of area, soil type, type of crop, etc.
- c. Water loss allowance- is calculated based on physical design parameters such as length of mains, number of service connections, average operating pressure
- d. Fire flow demand - is based on the Fire Underwriters Survey.

The *Design Guidelines* state that when groundwater is the proposed source, the **Maximum Day Demand (MDD) must not exceed total developed groundwater capacity or the dependable yield of the well**. Total water demand for a project is determined in accordance with Table 2: Water Demand.

iii. CRD Building

BC Building Code bases all design parameters on two persons per bedroom. An applicant can propose alternative solutions (e.g., different occupancy rates per bedroom) under seal of a professional engineer (civil).

B. Water Source

If not connected to a public water utility, groundwater is typically the major source for supplying water to service a development. A well water license is issued by MFLNRORD which will specify how much water may be withdrawn on a daily basis. If the availability of groundwater is not sufficient to meet the needs of the development, supply may be supplemented by water from a water district for fire protection and/or the use of rainwater and/or greywater as allowed by provincial regulations. However, use of these latter two water sources is limited as follows:

- Rainwater – irrigation
- Greywater – toilet flushing.

Demand for water can also be reduced through other water conservation measures such as metering, low- flush toilets, composting toilets, low-flow plumbing fixtures, and water efficient appliances (washing machines and dishwashers).

Highlights of the approval process for the use of a water source are outlined in Table 3: Water Source.

4. OPTIONS FOR IMPLEMENTING OCP POLICY

Islands Trust mandate is land use planning and Trust policy is clear that proposals must have sufficient water to support proposed density and intensity of land use. Tools available to Islands Trust for managing density and intensity relate to the built form and include factors such as number of dwelling units, floor area, site coverage, building height, and building envelope. Proposals that require more water than is available through groundwater sources alone (e.g., rainwater, greywater, etc.), pose a dilemma at the zoning stage since approval of a water supply system is granted by other agencies after zoning is in place. It is generally not feasible to design a water supply system until zoning is secured due to the level of detail the design entails and the costs involved in engineering the design of the system.

VIHA and CRD Building play important roles in ensuring a sufficient supply of water for developments that propose to service the development through a community water supply system. At a minimum, an approved water construction permit will take into account indoor use based on the number of dwelling units and water loss allowance. A building permit cannot be issued unless there is a proven supply of water sufficient to meet all water demands generated by a specific project design (e.g. indoor use, water loss allowance, irrigation and fire protection). Both agencies use occupancy rates as the basis for determining water demand for indoor use for residential projects. Occupancy rate refers to the number of people per dwelling unit or bedroom.

If the well water license authorizes daily withdrawal that is less than that required in the Subdivision Regulations for dwelling units, submission of a preliminary water study by a civil engineer is needed in order to confirm that the Maximum Day Demand (MFLNRORD *Design Guidelines*) will not exceed the dependable yield of the well. The content recommended for the water report is outlined in Section 6 (Recommendations for Implementing Trust and OCP Policy).

5. ASSESSMENT OF OPTIONS

Assessment of rezoning applications that rely on alternative water sources requires the following information in addition to a hydrogeological report:

- Confirmation that a well water license has been issued from MFLNRORD
- submission of a preliminary water study prepared by a civil engineer that:
 - confirms there is sufficient groundwater available to support all water demand types for the proposal (i.e., Maximum Day Demand does not exceed the licensed daily withdrawal amounts), or
 - where MDD would exceed the sustainable yield as set out in the well water license, the preliminary water study shall:
 - identify all proposed water sources

- identify how each type of water demand will be serviced (i.e., which water source will service which water demand type)
- estimate the total number of residents the available groundwater will support based on the sustainable yield of the well (as approved in the well water license) and use of supplementary water sources (e.g., greywater, rainwater)
- estimate how many dwelling units the proposed water supply system would service based on occupancy rates set out in MFLNRORD's *Design Guidelines for Rural Residential Community Water Systems*.

Six options were developed to test how Trust and OCP policy regarding density and the adequacy of water supply could be satisfied under different conditions (Table 4: Assessing Alternative Options for Implementing Trust and OCP Water Policy). The options were developed during discussions with the applicant for the Croftonbrook proposal. Analysis of the options was prepared by SSI Islands Trust staff and planning consultant. Two key situations were tested:

- occupancy rates are based on those set out in provincial guidelines and regulations
- occupancy rates are lower than those set out in provincial guidelines and regulations.

Options One to Three rely on occupancy rates set out in provincial guidelines and regulations (MFLNRORD Design Guidelines and BC Building Code) as the basis for determining how many dwelling units (density) the supply of water can support. **These options are all consistent with the Trust mandate, the number of dwelling units there is sufficient water for would be known or confirmed prior to bylaw adoption.** All of these options can be enforced through the bylaw. Options Four to Six are based on occupancy rates that relate to a specific project design and/or target occupant type (e.g., those at risk of homelessness).

Options Four and Five are proposed in order to allow consideration of proposals that have unique household and water supply characteristics (e.g., small household size and use of alternative water sources). Option Four sets density based on built form parameters (e.g. dwelling unit size) intended to limit total occupancy. The number of dwelling units there is sufficient water for would be known at the public hearing stage.

Option Five proposes that third reading be given to the bylaw and that final bylaw adoption be withheld until confirmation has been received from VIHA that a water supply system construction permit has been issued that would support the proposed density. This option has the advantage of providing the applicant with the comfort that the rezoning will proceed provided the condition for proof of sufficient water supply has been met. It further ensures that density would not be increased unless the water supply system construction permit verifies a sufficient supply of water to service the proposed development. If a permit is issued for a lower density, the applicant would need to request that third reading be rescinded and re-read with the lower density consistent with the approved water supply system construction permit.

6. RECOMMENDATIONS FOR IMPLEMENTING OCP POLICY

Trust and OCP policy require the applicant to demonstrate there is sufficient water for the density (number of dwelling units) they are seeking approval for. In situations where there is insufficient groundwater to meet all water demand types in accordance with the Subdivision Regulations, then consideration of the use of rainwater for irrigation and greywater for toilet flushing would be consistent with OCP policy. As well, water for fire protection purposes may, subject to their approval, be supplied by NSSWD for proposals that are within the service area. Use of these other water sources reduces the demand for groundwater so that only drinking water and sanitary requirements (except potentially for toilet flushing) need be provided for.

It is *recommended* that rezoning proposals that rely on alternative water sources be assessed based on information that can be confirmed at the time of public hearing (Options 1-4). Alternatively, LTC could consider giving third reading of a bylaw and withhold final adoption pending confirmation from VIHA that there is a sufficient supply of water to support the proposed development. In all cases, information required prior to public hearing would include a preliminary water study submitted by a professional engineer (civil). The study should:

- identify all proposed water supply sources
- identify the amount of water available from each water supply source
 - if the proposal relies on NSSWD to supply water for fire protection purposes, written confirmation of the agreement is required from the District
- identify which water source will supply each type of water demand
- estimate how much water is required to service each type of water demand
- estimate how many residents the net water supply will support based on demand for indoor use (VIHA standards - 230 l/person/day)
- calculate how many dwelling units the proposed water supply system would support based on occupancy rates set out in MFNLRORD Design Guidelines.

Note: The MDD must not exceed total developed groundwater capacity as set out in the well water license.

It is noted that preparation of a preliminary water study by a professional engineer does not guarantee that the approving agencies would accept it without modification. However, SSI Islands Trust staff is comfortable that it is reasonable to rely on the conclusions of such a report at the public hearing stage based on reliance on professional standards. If the LTC wants to consider situations where there is insufficient water to meet MDD based on MFLNRORD occupancy rates, there are two recommended options for advancing a bylaw.

- i. The bylaw would be drafted with specific parameters defining the maximum number of dwelling units, maximum floor areas for specific unit types and the maximum number of dwelling units based on floor area (Option 4). The number and size of units should be calculated based on an occupancy rate of 2 persons per bedroom as per the BC Building Code. This approach is consistent with the Trust mandate for land use and would be enforceable through the bylaw. It poses a slight risk that overcrowding may occur that may lead to overuse of the groundwater. This approach limits the applicant's flexibility to vary the design of the project as they get into the more detailed design phases of the project.
- ii. Final adoption of the bylaw is withheld until a water supply system construction permit has been issued by VIHA (Option 5). This option has the advantage of providing assurance to the applicant that the rezoning will be finalized pending confirmation from VIHA that the water supply system is sufficient to meet the water demands of the proposal. It also gives LTC the tools to implement ITPS and OCP policy by withholding final bylaw adoption if confirmation of sufficient water supply for the proposed density is not confirmed through the VIHA approval process. In this event, LTC has the option to rescind third reading of the bylaw and, subject to the applicant's consent, to re-read it with a density consistent with that set out in the VIHA water supply construction permit.

7. CROFTONBROOK: HOW MUCH DENSITY CAN THE WATER SUPPLY SUPPORT

The Croftonbrook proposal for the provision of water is relatively complex – it relies on a combination of groundwater, greywater, and rainwater to meet water needs for indoor use, toilet flushing and irrigation respectively. NSSWD has confirmed that they will provide water for fire fighting and suppression – i.e., a sprinkler system as well as fire hydrants. With respect to supply, the MFLNRORD *Design Guidelines for Rural Residential Community Water Systems* stipulate that the “total developed groundwater capacity or dependable yield of well(s) must equal or exceed the Maximum Day Demand”.

A. Supply:

A preliminary water study prepared by Stantec is based on the following information and assumptions for water supply:

- A maximum of 19.2 cubic metres of water per day or 19,180 litres per day may be withdrawn per day in accordance with the well water license issued by MFLNRORD
- Greywater use for toilet flushing based on LEED Canada data
- Rainwater use for irrigation.

B. Demand:

The Stantec study calculates water demand based on assumptions provided by the applicant (78 residents in 54 dwelling units) and applies MFLNRORD Operations Design Guidelines design parameters to determine Maximum Day Demand (MDD). The calculation for MDD is based on:

- Estimate of water loss allowance based on project design assumptions (e.g., number of connections, pipe length, etc.)
- Groundwater use for all indoor uses except for toilet flushing (assuming 78 residents)
- Greywater use for toilet flushing
- Irrigation demand is met solely through rainwater catchment
- NSSWD provides water for sprinklers and fire hydrants (NSSWD has confirmed they will provide the necessary hook-ups).

Accordingly, the MDD for the project equals 18,240 litres per day. Based on these assumptions, the Stantec preliminary report indicates that there is sufficient water to support 78 residents assuming that greywater is used for toilet flushing.

C. Analysis

The occupancy rates assumed in the Stantec study were provided by the applicant based on the housing director's experience to date managing Salt Spring subsidized housing and the small size of the proposed dwelling units.

These rates are not consistent with those set out in the MFLNRORD's *Design Guidelines* (e.g., 2.5 persons per multi-family dwelling).

i. MFLNRORD's *Design Guidelines*

Using MFLNRORD's occupancy rates, 78 residents would result in the equivalent of 31 dwelling units. Conversely, 54 dwelling units would be assumed to support 135 people.

The Stantec study did not consider how many residents there is sufficient water for if greywater is not used. The following calculations indicate that 71 residents could be supported if greywater is not used for toilet flushing:

Total amount of groundwater available (approved groundwater license): 19,180 L/day
Estimate of water loss (Stantec study): 2,640 L/day

Amount of water available for indoor use: 16,540 L/day

VIHA per capita demand for indoor use: 230 L/day

There is enough water for (16,540/230): 71 residents

ii. CRD Building Code Requirements

The BC Building Code establishes an occupancy rate of 2 persons per bedroom for all design parameters. Based on this criterion, the unit mix in the Croftonbrook proposal would require water for 144 residents.

iii. Alternatives

VIHA and CRD Building both have discretion in applying design parameters related to occupancy rates. With respect to VIHA approvals for a water supply construction permit, it is feasible that the applicant may receive approval for more dwelling units than the usual occupancy rates would yield based on small unit sizes proposed (especially for units less than 400 sq.ft.) and submission of supporting information acceptable to the agency. In this event, the actual number of dwelling units VIHA deems the water system is suitable for would not be determined until after third reading has occurred— when the water construction permit is approved.

Similarly, the applicant can submit an alternative solutions report to CRD Building to support the proposal for a reduced occupancy rate based on the relatively small unit sizes. It would not be known at the public hearing stage whether or not the Building Inspector would approve a building permit based on alternative occupancy rates since a permit cannot be applied for until zoning is in place.

A proposal based on land use planning tools that LTC can employ for converting occupancy rates into dwelling unit density is set out in Attachment 1.

8. CONCLUSIONS

This paper provides an overview of the approval process for water supply systems and examines the various methods for addressing Trust and SSI OCP policy aimed at ensuring there is a sufficient supply of freshwater to support proposed land use density. The tools available to the Trust and LTC to ensure this policy is addressed appropriately are limited to land use and built form parameters and do not include the ability to control occupancy rates. VIHA and CRD Building both play important roles in ensuring that proposed projects have a sufficient supply of water to meet demand. Further, VIHA is also charged with ensuring that water supply systems comply with limits on the amount of groundwater that may be withdrawn on a daily basis.

Six options were assessed for addressing Trust and OCP water policy when a new water supply system is proposed types (Table 4: Assessment of Options for Implementing Trust and OCP Water Policy). Five options explore the situation when there is insufficient groundwater to meet all water demand types. The assessment indicates that there are five viable options (Options 1-5) under the Trust mandate – all rely on submission of a preliminary water study by a professional engineer (civil) that estimates how many residents that water supply will support and converts that number into dwelling units.

The fact that both VIHA and CRD Building must also ensure the sufficiency of water supply for a specific project, does not relieve the Trust and LTC from the obligation to address the Trust Policy Statement directive that:

‘neither the density or intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater’.

As previously identified in this paper, these agencies have specific mandates to fulfill that are distinct from land use planning. They use design parameters suitable to their mandate, such as occupancy rates, for ensuring that water supply is sufficient. The Trust and LTC must rely on the tools available to them under the *Islands Trust* and *Local Government Acts* for implementing the mandate and policies of the Trust (land use, density, built form, etc.). This has implications for how rezoning proposals that rely on the approval of a water supply system by VIHA can be evaluated by the Trust and LTC. In summary, this means that either:

- the proposal demonstrates a sufficient supply of water for the proposed number of dwelling units based on provincial occupancy rates, or
- final adoption of the bylaw is withheld pending issuance of a water supply system construction permit from VIHA confirming sufficient water supply to service the proposed development.

Figure 1: Sequence of Water Supply Approvals and Approving Agencies

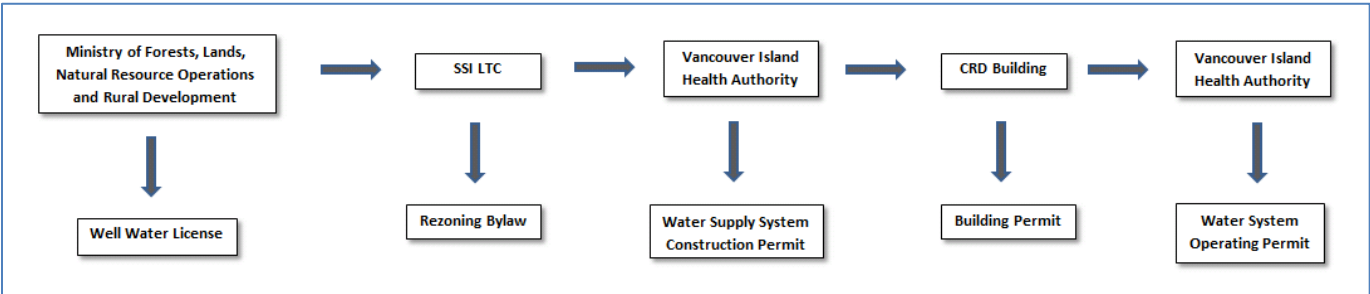


Table 1: Water Supply Systems Approval Process

License/Permit	Approving Agency	Mandate	Considerations and Conditions
Well Water License	MFNRORD – Water Authorization Branch	1. Protect quality and quantity of groundwater source 2. Approve groundwater use for drinking water, irrigation, firefighting, water loss allowance, agriculture, industry, etc.	1. Results of hydrogeological report and drill tests 2. Specifies how much water may be withdrawn on a daily basis 3. Specifies treatment to make water potable (if necessary)
Water Supply System Construction Permit	VIHA-Water Supply Systems Construction	1. Ensure safety of drinking water supply from source to tap	1. Water Quantity: Based on Maximum Day Demand (MDD) a. Indoor Use: Based on per capita demand for drinking water, showers, laundry, household cleaning, toilet flushing b. Average Day Demand (ADD): Used to derive peak demands and to verify source capacity for lake sources c. Water Loss Allowance: Based on specifics of system design and construction d. Irrigation: Based on specifics of land area, climatic zone, soil type, etc. e. Firefighting: Fire Underwriters Survey <i>Note: MDD cannot exceed dependable yield of well.</i> 2. Water Quality: Treatment based on Canadian guidelines for safe drinking water 3. Other: a. Must approve water source b. VIHA requires confirmation from a water district that it will agree to independent system w/l their service area before moving ahead with the application

License/Permit	Approving Agency	Mandate	Considerations and Conditions
Building Permit	CRD	Ensures building code requirements are met for drinking water quality and water quantity needs for indoor, irrigation, and firefighting purposes	1. Requires confirmation from VIHA re water system construction permit. 2. Requires confirmation from NSSWD that water will be provided for firefighting purposes. 3. Determines if greywater can be used for toilet flushing.
Water System Operating Permit	VIHA-Water System Operations	Ensures water supply system is operated according to provincial regulations for safe drinking water	1. Certifies operator – annual renewal required 2. Monitors system operation

Table 2: Water Demand

Water Demand Type	Approval Authority	Permit	Legislation, Regulations and Guidelines	Water Quantity
Indoor Use • Drinking • Sanitary ○ Showers/bathwater ○ Toilet Laundry, dishwashing, etc.	VIHA -Water Supply System	Construction permit for water supply system	Drinking Water Protection Act and Regulations	230L/person/day
	CRD – Building Permit	Building permit	BC Building Code	230 L/day based on 2 persons /bedroom
Water Loss Allowance	Water Supply System – VIHA	Construction permit for water supply system	Drinking Water Protection Act and Regulations	Variable*
Irrigation	Water Supply System – VIHA	Construction permit for water supply system	Drinking Water Protection Act and Regulations	Variable**
	CRD Building	Building permit	BC Building Code	
Fire Protection	CRD Building	Building permit	BC Building Code	NSSWD***
Total	MOTI		Subdivision Regulations	1600L/DU/day

*Factors that determine the water loss allowance relate to specifics of water system design and construction – length of pipes, etc.

**Factors that determine water demand for irrigation include area of land to be irrigated, climatic zone and evapotranspiration rates, crop or planting types, etc.

*** NSSWD has confirmed a commitment to provide water for fire protection purposes (sprinklers and fire hydrant for the Croftonbrook proposal).

Table 3: Potential Water Sources

Water Source	Approval Authority	Legislation, Regulations and Guidelines	Water Demand Type	License/Permit Required
Groundwater	MFLNRORD - Water Authorizations Section	Water Sustainability Act and Regulations	Potentially all	Well water license
Rainwater	Drinking Water Protection Act and Regulations	Drinking Water Protection Act and Regulations	Irrigation	Construction permit for water supply system
	CRD Building	BC Building Code		
Greywater	CRD Building Inspections	BC Building Code	Toilet flushing	Building permit
Water Conservation	Water Supply System – VIHA	Drinking Water Protection Act and Regulations	All	Construction permit for water supply system
	Water Supply Operating – VIHA	Drinking Water Protection Act and Regulations	All	Operating permit for water supply system
	CRD Building Inspections	BC Building Code		Building Permit
Water District	NSSWD	Letters patent	Fire Protection	N/A

Table 4: Assessment of Options for Implementing Trust and OCP Water Policy

All options are for proposals that require construction of a new water supply system in order to provide sufficient water to service a proposed development. In all cases, the proposal would require submission of a preliminary water study prepared by a civil engineer. The options were developed in consultation with the applicant for the Croftonbrook application. The analysis was conducted by SSI Islands Trust staff and planning consultant.

Option 1: There is sufficient groundwater to meet all water demand types – the exception may be that NSSWD has confirmed they will supply water for fire protection (sprinklers and hydrant).

Occupancy rates are as set out in MFLRORD *Design Guidelines for Rural Residential Community Water Systems*.

Option 2: Greywater use is needed in order to supplement groundwater use for indoor water demand. Rainwater is used for irrigation. NSSWD has confirmed they will supply water for fire protection (sprinklers and hydrant) Occupancy rates are as set out in MFLRORD *Design Guidelines*.

Option 3: The engineer's preliminary water study indicates there is not sufficient water (groundwater with or without greywater) available to support the proposed number of dwelling units. The applicant chooses to either drill for more water and/or reduce the density so that there is sufficient water to support the proposed number of dwelling units. If another well is drilled, the new proposal shall be supported by issuance of another well water license and a revised preliminary water study.

Options 5-6: Occupancy rates are lower than those set out in provincial guidelines and regulations. This scenario can be adapted to include the potential use of greywater, rainwater and water from NSSWD for fire protection.

Option	Timeliness	Enforceability	Flexibility	Feasibility
Option 1: Proposed bylaw establishes maximum number of DUs based on preliminary water study	The number or dwelling units there is sufficient water for would be known at PH stage as per professional engineer's report.	Islands Trust would enforce any land use violations. VIHA would enforce regulations regarding water supply.	N/A	Fits well with Trust mandate Clear and transparent with respect to density considered at third reading
Option 2: Proposed bylaw establishes maximum number of DUs based on water supplied with and without use of greywater as per preliminary water study	The number of dwelling units there is sufficient water for would be known at PH stage as per professional engineer's report. Two densities would be proposed based on whether greywater was used.	As above. The number of DUs built would be confirmed at the building permit stage depending on whether greywater was used or not.	Provides flexibility to applicant.	As above.
Option 3: Drill another well and/or reduce the density to align with the supply of water	Application for a wellwater license takes 6-8 months. This may affect project funding.	As above for Islands Trust and VIHA.	This provides another option for applicants to consider.	As above.
Occupancy Rates are Lower than set out in Provincial Guidelines and Regulations				
Option	Timeliness	Enforceability	Flexibility	Feasibility
Option 4: Convert occupancy rates to DUs* (as per Attachment 3)	The number of dwelling units the proposed development is for would be known at public hearing stage.	As above.	Limited – the applicant needs to be confident of the size and type of units they intend to build	As above
Option 4: Convert occupancy rates to DUs* (as per Attachment 3)	The number of dwelling units the proposed development is for would be known at public hearing stage.	As above.	Limited – the applicant needs to be confident of the size and type of units they intend to build	As above
Option 5: Withhold final adoption of bylaw pending VIHA confirmation there is	Confirmation that there is there is sufficient water for the proposed number of dwelling units would not be known at the PH	As above. The construction permit for the water system should clearly indicate the number of dwelling	Reduces risk for the applicant to undertake detailed design of water supply system.	A conditional approval of the bylaw is consistent with normal practice provided the condition is

Option	Timeliness	Enforceability	Flexibility	Feasibility
sufficient water** if VIHA approval is for a lesser density, third reading could be rescinded and re-read with a density consistent with VIHA permit.	stage.	units the approval is for.		identified at the public hearing stage.
Option 6: Occupancy caps written into housing agreement or restrictive covenant	The number of dwelling units there is sufficient water for would not be confirmed at the public hearing stage. Occupancy would be determined by public hearing stage based on the preliminary water study.	Islands Trust does not have a mandate to enforce occupancy. Enforcement would require court action. CRD Building would be required to enforce any Building Code violations.	Islands Trust enforcement options would be limited to court action.	This is not feasible for Islands Trust as it extends beyond the land use planning mandate.

*Converting occupancy rates to dwelling units: This option provides a method for converting the number of occupants into physical design parameters that can be written in a land use bylaw – i.e., maximum number of total units, maximum floor areas per unit type (e.g., studio, one bedroom, 2 bedroom), and the maximum number for each unit type (Attachment 3). The purpose of capping dwelling unit size is to place a zoning bylaw control on the number of occupants each dwelling unit can accommodate.

**After third reading of the bylaw, the applicant would submit an application for a water supply system construction permit based on occupancy rates that are lower than those set out in MFLNRORD's *Design Guidelines*. VIHA would exercise their discretion in determining if the water supply was adequate to meet the water demand for the proposed number of dwelling units.

Final adoption of the bylaw would be withheld until confirmation is received from VIHA that a water supply system construction permit has been issued and that the number of dwelling units serviced is consistent with the proposed bylaw. This process is based on the premise that the Trust and OCP water policy would be satisfied because final adoption of the bylaw would not occur until after the project has been approved for a water construction permit and building permit.

Attachment 1: SSI Official Community Plan Policies

A.4.2.2 To maintain and restore the community's natural capital as represented by such items as our agricultural and forest land base, our potable water supplies, and primary value of our natural and unspoiled rural character.

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

- a. need for housing
- b. an adequate water supply for potability and 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.

C.3.2.2.1 When the Local Trust Committee receives rezoning applications for land use inside the boundaries of a community water system, it will refer the application to the operators of the affected system. They will ask if water could be supplied to the new development, considering the needs of their existing customers and the provision of water for firefighting, and any properties already zoned for further development. When it considers zoning changes within a community water system, the Local Trust Committee will also consider the amount and percentage of any remaining supply capacity that would be used by the proposed new use. The Committee will not make zoning changes within a community water supply system if the change would mean water could not be supplied (under the existing license) to existing customers. It should not normally make zoning changes if the change would mean water could not also be supplied to vacant or underdeveloped properties already zoned for further development. Should such zoning changes be proposed, the applicant could be encouraged to supplant other water supplies so that the application should be considered. Examples are rainwater catchment, groundwater use or a water conservation program.

The Local Trust Committee should make an exception to the above policy within the North Salt Spring Waterworks District to allow community facilities or affordable housing projects to proceed. However such changes should only be made if the Committee is satisfied that the District is likely to receive a sufficiently larger water license.

C.3.3.2.2 In addition to Policy C.3.2.2.1, the Local Trust Committee should not make zoning changes within the North Salt Spring Waterworks District that could mean that water will not be available (under the District's existing license) for the following projects (in order of priority):

- a. essential services such as hospitals and schools needed within the district to serve the island's projected population
- b. special needs and affordable housing needed in the community.

Attachment 2: SSI Land Use Bylaw Excerpt

Section 5.5.2 Each lot in a proposed subdivision must be supplied with sufficient water to supply all uses, buildings, and structures permitted on the lot by this Bylaw according to the standards set out in Table 1. Where more than one use is permitted on a lot, the amount of water to be supplied is the sum of the amounts required for each permitted use, calculated separately.

Information Note: If more than one dwelling unit is connected to the same source of water, the water system is subject to Vancouver Island Health Authority regulations of water supply systems, the Drinking water Protection Act, and may be subject to the Water Utility Act.

Attachment 3: Converting Occupancy Rates into Dwelling Units

Use of this method requires submission of a preliminary water study by a professional engineer (civil) that:

1. Identifies all proposed water supply sources
2. Identifies the amount of water available from each water supply source
3. Identifies which water source will supply each type of water demand (indoor use, water loss allowance, irrigation, fire protection)
4. Estimates how much water is required to service each type of water demand (Maximum Day Demand (MDD))
5. Estimates how many residents the net water supply will support based on demand for indoor use (VIHA standards - 230 l/person/day).

Note: The MDD must not exceed total developed groundwater capacity as set out in the well water license.

Determination of Maximum Density:

Prepare a proposal based on the maximum number of residents that the water supply system can service:

1. Establish maximum floor areas based on BC Building Code occupancy rates of two persons /bedroom (e.g., two bedroom units would be a maximum of XX m²)
2. Establish the distribution of unit sizes
3. Calculate total occupancy based on the number of units and unit size
4. Total occupancy is not to exceed the number of residents there is sufficient water for as estimated in the engineer's preliminary water study.

Croftonbrook Example

The following calculations are based on the Croftonbrook rezoning proposal in order to test a method for converting occupancy rates into dwelling unit density. The application proposes a maximum of dwelling 54 units and 78 residents. The Stantec preliminary water study provides an estimate of water loss allowance and how much greywater would be used for toilet flushing (Scenario 2).

Scenario 1: Without Greywater

Total amount of groundwater available (approved groundwater license):	19,180 L/day
Estimate of water loss:	<u>2,640 L/day</u>
Amount of water available for indoor use:	16,540 L/day

VIHA per capita demand for indoor use:	230 L/day
There is enough water for (16,540/225):	71 residents

Average occupancy rate for 54 dwelling units (71/54): residents/DU	1.31
---	------

*Single occupant units: Maximum floor area - 400 sq ft.

*Double occupancy units: Maximum floor area – 600 sq.ft.

Distribution: 37 single occupant units – 37 residents

17 double occupant units – 34 residents

Total Occupants: 71

Total Dwelling Units: 54

*These unit sizes need to be confirmed as being appropriate for one and two person occupancies.

Scenario 2: With Greywater (Stantec Study)

Total amount of groundwater available (approved groundwater license):	19,180 L/day
Indoor use (based on 230 L/day for 78 residents):	17,940 L/day
Greywater:	-2,340 L/day
Water Loss Allowance:	<u>+2,640 L/day</u>
Maximum Day Demand:	18,240 L/day

Average occupancy rate for 54 dwelling units (78/54): residents/DU	1.44
---	------

*Single occupant units: Maximum floor area - 400 sq. ft.

*Double occupancy units: Maximum floor area – 600 sq.ft.

Distribution: 36 single occupant units – 36 residents

21 double occupant units – 42 residents

Total Occupants: 78

Total Dwelling Units: 54

*As noted above.

Sources

1. Bahman Sheikh; White Paper on Graywater, 2010
2. <http://www.env.gov.bc.ca/wat/wq/reference/glossary>
3. <http://www.frontcounterbc.gov.bc.ca/pdf/WaterPurposeUses.pdf>
4. Ministry of Forests, Lands, Natural Resource Operations and Rural Development; Design Guidelines for Rural Residential Community Water System, 2012
5. National Collaborating Centre for Environmental Health; Small Drinking Water Systems: Who Does What in British Columbia?, 2014
6. Vancouver Island Health Authority; Guidelines for Approval of Water Supply Systems