



Salt Spring Island Local Trust Committee

Regular Meeting Addendum

Date: Thursday, July 13, 2023
Time: 9:30 a.m.
Location: 64 Learning Hub
122 Rainbow Road

	Pages
14. LOCAL TRUST COMMITTEE PROJECTS	12:30 PM - 2:30 PM
14.1 CMHC Housing Accelerator Fund	
14.1.1 <u>Housing Action Plan Initiatives for Salt Spring Island</u>	2
Revised Attachment 1	

Housing Action Plan Initiatives for Salt Spring Island

As mandated by the Province, British Columbia municipalities are required to continually monitor housing supply and identify housing needs. The Salt Spring Island Local Trust Committee (SS LTC), worked in partnership with the Capital Regional District (CRD), developed the [Capital Regional District \(CRD\) Housing Needs Assessment for Salt Spring Island, November 2020](#). Below is the highlight from the Housing Needs Assessment report that helps to develop the housing action plan initiatives in the table below.

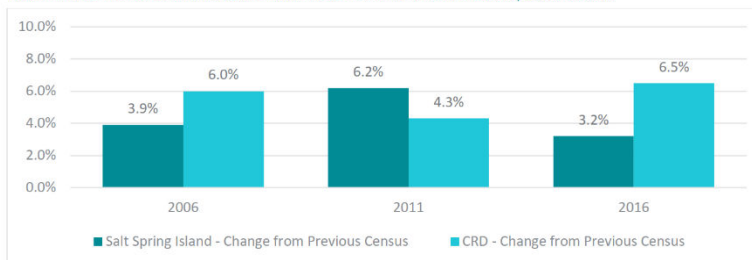
Summary of the Housing Needs Assessment

As an unincorporated electoral area, Salt Spring Island is primarily under the jurisdiction of the CRD, with land use planning administered by the Islands Trust, as enabled in the *Islands Trust Act*. In the most recent housing needs assessment conducted by CRD on Salt Spring Island, the “Capital Regional District Housing Needs Assessment Salt Spring Island 2020” indicated the population of Salt Spring Island grew by 10% between 2006 and 2016, a similar rate of growth compared to the CRD as a whole. Projections suggest Salt Spring Island could experience more rapid population growth in the future, primarily driven by the growth of the senior population.

Salt Spring Island has few primary rental market units, with almost all renters finding homes in the secondary rental market. Evidence suggests that demand for secondary rental market units far exceeds supply, with rents increasing in recent years.

Between 2006 and 2016, the population of Salt Spring Island grew from 9,640 to 10,557 residents, an increase of nearly 10%.

FIGURE 4 RELATIVE POPULATION CHANGE FROM IN SALT SPRING ISLAND AND CRD, 2006 TO 2016



Source: Statistics Canada Census Program, Census Profiles 2006, 2011, 2016

If Salt Spring Island continues growing in a similar manner as the past, the community will see an additional 601 households form between 2016 and 2025. New households are projected to be 11% renters and 89% owners.

ESTIMATED HOUSING UNITS NEEDED

	2016-2020	2020-2025
Total	299	302
Studio or 1 Bedroom	140	136
2 Bedroom	118	120
3+ Bedroom	41	46

In 2016, 14% of the population of Salt Spring Island had moved there in the previous year; this was double the rate for the CRD as a whole (7%). Projections suggest that Salt Spring Island grew by approximately 499 residents between 2016 and 2020 and could grow by an additional 454 residents between 2020 and 2025.

As of 2016, there were 4,840 dwellings on Salt Spring Island. Salt Spring Island has far less diverse housing stock compared to the CRD. In 2016, 81% of housing was single-detached houses, compared to 42% for the regional average. Statistics Canada indicated 6,105 private dwellings on the island based on the 2021 data. If regional trends continue, Salt Spring Island is projected to experience similar population growth from 2020 to 2025, as seen over the past three census counts. Over this period, Salt Spring could see an increase of 454 people and 302 households.

TABLE 8 PROJECTED POPULATION AND POPULATION GROWTH, 2016-2025

	2016	2020	2025
Population	10,555	11,054	11,508
Change from prior period	N/A	499	454

Source: Derived from Statistics Canada Census Program, and BC Stats Custom CRD Population Projections

Based on recent historical trends, renter households may continue to grow faster than owner households in the near future. In reality, the actual distribution of owner and renter households will be affected by the community’s housing supply.

TABLE 18 PROJECTED HOUSING UNITS ON SALT SPRING ISLAND, 2016-2025

Household Types	Studio / 1 Bedroom	2 Bedroom	3+ Bedroom	Total
2016-2020	140	118	41	299
Couple without Children	69	69	0	138
Families with Children and Other Families	0	14	29	43
Non-Family	71	35	12	118
2020-2025	136	120	46	302
Couple without Children	68	68	0	136
Families with Children and Other Families	0	18	35	53
Non-Family	68	34	11	113

Key Areas of Local Need for Salt Spring Island identified in the report are:

- Affordable housing
- Rental housing
- Housing for people with disabilities
- Housing for seniors
- Housing for families
- Homelessness

CRD data on number of permits in Salt Spring

Salt Spring Island	Number of Units Permitted	Associated Number of Permits Issued	Number of Issued Permits (Completed)	Number of Issued Permits (Active)	Number of Issued Permits (Expired)
For the year ending December 31, 2022	57	56	14	42	0
For the year ending December 31, 2021	82	49	36	13	0
For the year ending December 31, 2020	30	30	28	2	0
For the year ending December 31, 2019	87	48	46	1	1
For the year ending December 31, 2018	59	59	52	4	3

Developing the Housing Action Plan Initiatives

Even though building activity on the island has accelerated since the last census, housing need continues to be worsen.

Salt Spring Island Housing Sales and Building Permit Values 2018 - 2022

Year	Housing Sales ¹ (Number)	Housing Sales (Value)	Residential Building Permits ² (Number)	Residential Building Permits (Value)	Gross Dwelling Units Permits (New and Conversions) Single Detached	Gross Dwelling Units Permits (New and Conversions) Apartments
2018	205	\$113,115,200	142	\$27,791,000	48	0
2019	159	\$138,088,222	121	\$27,334,000	39	48
2020	240	\$187,978,383	79	\$13,661,000	25	0
2021	173	\$202,734,140	121	\$37,013,052	51	34
2022	179 ³	\$203,789,695	566	\$41,325,000	49	2

¹ Source: saltspringrealestateagent.com/market-report/

² Source: crd.bc.ca/about/data/regional-information/monthly-permit-reporting-tool

³ Source: Li Read Realtor MLS Sales Report

Affordable housing is a cornerstone of community sustainability and quality of life. The development of more affordable housing is one of the most important goals for the Salt Spring community, and a significant amount of research, policy work, and community consultation has taken place. The Housing Action Plan Initiatives below aim to achieve multiple community objectives and key principles, which include:

- the Islands Trust’s ‘preserve and protect’ mandate;
- building on existing efforts and initiatives;
- holistic and realistic approaches;
- partnerships and community support; and
- taken into the following consideration when developing housing policies:
 - climate action
 - growth management
 - food security
 - economic development
 - population diversity
 - school system strength
 - ecological integrity

The Housing Action Plan Initiatives were developed to support the CRD’s Housing Needs Assessment and to implement some of the recommendations proposed under other local efforts developed at the local level through Islands Trust. The objectives were designed to specifically address key issues and housing gaps

identified in the Housing Needs Assessment, focusing on the solutions proposed by stakeholders and identified in recent housing research in the Trust Area.

GOAL 1 - Increase the supply and diversity of housing along the range of affordable housing needs.

- Establish targets for housing along key points of the continuum.
- Secure more funding and build partnerships.
- Encourage creative / innovative solutions.
- Remove obstacles / barriers for both non-profit and private sector housing providers.
- Increase capacity in the non-profit sector to develop housing solutions.

GOAL 2 - Improve housing and support for our most vulnerable populations.

- Improve the housing options for those without homes.
- Increase the supply of independent rental housing for very low income residents.
- Expand the supply of housing targeted specifically to low income seniors.
- Improve housing and supports for those at risk and with special needs.

GOAL 3 - Better meet the needs of low to moderate-income residents.

- Expand the supply of affordable rental housing.
- Maintain and upgrade the existing supply of affordable rental housing.
- Facilitate and improve connections between landlords and tenants.
- Develop mechanisms to ensure long-term affordability.
- Encourage the development of entry-level home ownership.

GOAL 4 - Increase the understanding and support for affordable housing.

- Communicate the need and importance of affordable housing as a cornerstone of a sustainable community.
- Build neighbourhood-level support and acceptance of affordable housing.
- Establish an ongoing entity to oversee the implementation of the housing strategy.
- Place emphasis on the utilization of existing resources and learning from others.

Furthermore, as indicated in the SS Housing Working Group Report dated August 2020, the objective of the *housing challenges and solutions* project was to maximize the benefits and minimize the harms of housing on Salt Spring Island, including its ecological, climatic, and socioeconomic dimensions. The Report also identified the following recommendations:

Phase 1: Crystallize Challenges

- Establish Project Task Force
- Gather resources and review
- Obtain and analyze baseline data
- Prepare and implement public involvement strategy
- Prepare a prioritized action plan

Phase 2: Implement Solutions

- Establish integrated solutions board
- Implement actions
- Monitor other community polity innovations that fit project vision – modify and adapt
- Conduct ongoing consultation and data collection
- Draft, process, and implement OCP and LUB Amendments

Future Phases: Learn and Adapt

- Conduct housing needs assessments every five years
- Adjust and adapt the prioritized action plan as needed

Finally, even though the SS LTC relies on partnership with CRD and BC Housing in providing affordable housing, there are actions the SS LTC can take to directly influence housing supply and use, such as incentives and regulations to encourage the private sector to contribute to housing initiatives either financially or directly, and to identify, influence to help remove red tape barriers in regulations and processes.

The following Housing Action Plan with the ten Initiatives has been developed upon examining the above information.

Initiative 1	Amendment to the Salt Spring Official Community Plan (SS OCP) and Land Use Bylaw (LUB) Review
Initiative Type	Policy development and update to regulations to support implementation of policies
Descriptions <ul style="list-style-type: none"> • Review and amend policies to support and promote affordable housing supply and housing types. It also seeks to balance the need for housing with modernizing the preserve and protect mandate of the Islands Trust through the development of complete, low-carbon, and climate-resilient communities that are affordable, inclusive, equitable and diverse, policies such as: <ul style="list-style-type: none"> - incorporating climate adaptation policies - allowing diverse, safe housing types that serve vulnerable populations - promoting gentle densification in the right places • policies that encourage alternative forms of housing (e.g., modular housing, manufactured housing, and prefabricated housing), more affordable rental options, a greater supply of supportive and accessible housing units, more opportunities for non-market and below-market housing, and support for workforce and vulnerable populations at greater housing risk • Policies to secure market rental and secondary market rental homes, and the expansion of purpose-built rental homes • Policies that support a more walkable community, especially in the village hubs with a diverse mix of land uses and access to amenities and services through public and active transportation • Review and revise policies that are driving single family homes and sprawl 	
Tentative Start/Completion Dates September 2023 to Spring 2025	
Expected Results - estimated units • Help accelerates the 302 units per CRD housing assessment with funding	
Potential Outcome <ul style="list-style-type: none"> • Amendment to Part B and Part C of the SS OCP, specifically on policies related to land use objectives, housing quantity, affordable, rental, and special-needs housing, settlement pattern, and residential land use designation • Creating conditions for more affordable housing supply by removing policy barriers while promoting low-carbon and climate-resilient for the island • LUB amendment to reflect changes to the OCP to increase the diverse types of housing, update development standards to further support density bonus, flexible zoning, and flexible site development standards to help increase housing supply and to explore the use of rental-only zoning to support workforce housing objectives • Implement short-term vacation rental regulations that impact the long-term rental accommodation supply • Increase specialized housing and supports targeting those at risk of or experiencing homelessness, including youth aging out of care, Indigenous communities, women and children fleeing violence, and other vulnerable groups as they transition through life circumstances • Funding help to support administrative cost, robust public engagement process, consultation with First Nations, and data collection and analysis, which subsequently help to support the construction of the target goal of 302 dwelling units needed as indicated in the CRD Housing Needs Assessment 	
Estimated Costs \$350,000	
Initiative 2	Communication, Engagement, Reconciliation
Initiative Type	Meaningful engagement and consultation process
Descriptions <ul style="list-style-type: none"> • Consultation and collaboration with the 13 First Nations with territorial interests on the island with an indigenous relations approach • Openness to partnership, ways of knowing and doing • Undertaking a public engagement program that uses a participative democracy approach to the SS OCP-LUB review process • In consultation with the Aboriginal Housing Management Association (AHMA) to implement the BC Indigenous housing strategy 	
Tentative Start/Completion Dates	

August 2023 to late 2025 & ongoing	
Expected Results - estimated units	
<ul style="list-style-type: none"> • Help accelerates the 302 units per CRD housing assessment with funding 	
<ul style="list-style-type: none"> • Early and ongoing consultation with First Nations about the SS OCP and LUB amendments • Co-develop policies and LUB changes to advance Trust Council’s commitment to First Nations Reconciliation • Funding will help provide resources for the 13 First Nations to collaborate and reach out to the local Indigenous communities on the island 	
Estimated Costs	
\$100,000	
Initiative 3	Evidence-based planning and decision-making
Initiative Type	Conduct comprehensive review and data analysis
Descriptions	
<ul style="list-style-type: none"> • Analyze the growth and settlement patterns that have occurred since the adoption of the OCP in 2008 to determine divergences from the Trust’s preserve and protect mandate • Analyze available geospatial data, such as zoning, utility infrastructure, and servicing capacity, to inform policy development and help identify areas for housing development • Review service area plans for climate action, water availability, capital management, and incorporating available traditional knowledge. 	
Tentative Start/Completion Dates	
September 2023 - summer 2024	
Expected Results - estimated units	
<ul style="list-style-type: none"> • Help accelerates the 302 units per CRD housing assessment with funding 	
Potential Outcome	
<ul style="list-style-type: none"> • Support policy development primarily related to land use designations, protection of environmental and archeological areas • Help identify suitable locations for additional housing • Funding will help to retain engineering consulting services to review and analyze data 	
Estimated Costs	
\$350,000	
Initiative 4	Development Approvals Bylaw Updates
Initiative Type	Review and Update the SS OCP and LUB.
Descriptions	
<ul style="list-style-type: none"> • LUB will reflect recent legislative changes that support affordable housing and explore a regulatory framework that supports and promotes a flexible housing model and affordable housing alternatives, including: • Waiving public hearings on affordable housing projects that conform to the SS OCP • Exploring amenity zoning that considers use by way of affordable housing provisions • Implementing inclusionary zoning that requires a developer to build a certain percentage of units at affordable/below market prices or rents. • Delegating variance approval to staff based on established thresholds or parameters. • Promoting infill developments (adding new units to existing communities) with increased housing density and a variety of unit types (e.g ., duplexes or secondary suites) 	
Tentative Start/Completion Dates	
August 2023 – late 2024	
Expected Results - estimated units	
<ul style="list-style-type: none"> • Help accelerates the 302 units per CRD housing assessment with funding 	
Potential Outcome	
<ul style="list-style-type: none"> • Enable LUB amendment to reflect changes to the OCP to increase the diverse types of housing • Create more supply of needed housing at an accelerated pace and/or enhance certainty in the approvals and building process • Support retrofit or renewal of existing purpose-built rentals • Help to achieve the goal of constructing the 302 dwelling units needed as indicated in the CRD Housing Needs Assessment 	

<ul style="list-style-type: none"> • Development standards that help the community to build more affordable and smaller units and support flexibility on the site design • Funding could be used to incentivize more accessory dwelling units 	
Estimated Costs	
\$10,000	
Initiative 5	Water System Improvements to Ganges Village
Initiative Type	Address current ongoing infrastructure assessment of the North Salt Spring Waterworks District to increase water supply and remove a moratorium that has been in place since 2014
Descriptions	
<ul style="list-style-type: none"> • As a primary service for land-base development, water supply infrastructure is imperative to support affordable housing • Develop a water supply master plan for Ganges Village 	
Tentative Start/Completion Dates	
2024-2025	
Expected Results - estimated units	
• Help accelerates the 302 units per CRD housing assessment with funding	
Potential Outcome	
<ul style="list-style-type: none"> • Help support necessary infrastructure improvement • facilitate construction of hundreds of potential market and non-market units 	
Estimated Costs	
\$2,500,000	
Initiative 6	Construction of Accessory Dwelling Units (ADUs)
Initiative Type	Policy development and update to regulations to support implementation of policies
Descriptions	
<ul style="list-style-type: none"> • Amendment to the LUB to allow ADUs will provide a second, smaller unit on the same property as a primary unit to offer additional housing options on Salt Spring Island • Collaborate with CRD to assist interested homeowners in constructing accessory dwelling units • Provide support for interested homeowners to construct or legalize existing illegal units 	
Tentative Start/Completion Dates	
Fall 2023 – late 2026	
Expected Results - estimated units	
<ul style="list-style-type: none"> • 5 ADU units without funding • Help legalize ±39 ADUs with funding and construct ±12 new ADUs by 2026 	
Potential Outcome	
<ul style="list-style-type: none"> • Anticipated rate of interest to be 7% of the approximately 5100 properties eligible under the ADUs bylaw • Funding could help develop an incentive package, support construction, and help legalize the approximately 200 ADUs on the island 	
Estimated Costs	
\$20,000 (legalize a unit) to \$200,000/a new unit	
Initiative 7	Micro Homes Village Pilot Project
Initiative Type	A pilot project to develop a cluster strata/rental tiny homes village
Descriptions	
<ul style="list-style-type: none"> • Collaboration with First Nations and BC Housing to potentially construct First Nations homes to help bring Indigenous communities back to the village • Collaborate with private developers to construct an affordable cluster single development 	
Tentative Start/Completion Dates	
September 2023 – late 2026	
Expected Results - estimated units	
<ul style="list-style-type: none"> • Funding will generate interest • A village with ± 20 units with funding 	
Potential Outcome	

<ul style="list-style-type: none"> Invest in the construction of affordable fee-simple or rental housing units with small foot-print Promote entry-level home ownership Funding will support housing-related infrastructure and potential land acquisition, develop an incentive package, and support construction and construction of a minimum of 10 units to be within a strata/rental tiny homes village(s) in a clustered pattern 	
Estimated Costs	
\$200,000/unit	
\$4,000,000/20 units	
Initiative 8	Establishment of a local housing entity (association/authority/corporation)
Initiative Type	Provide governing support and structure
Descriptions	
<ul style="list-style-type: none"> Assemble a broad range of housing-related expertise to oversee a trust fund that holds land on an interim basis for affordable housing Create an advisory body with environment, social and economic representation to help identify housing-related social, economic, and environmental issues with cross-sector partners Co-develop with stakeholders a framework for actions through integrated planning and recommendations for implementation Regularly monitor growth and housing needs to adjust and adapt action plans, as needed 	
Tentative Start/Completion Dates	
October 2023 – spring 2024	
Expected Results - estimated units	
• Help accelerates the 302 units per CRD housing assessment with funding	
Potential Outcome	
<ul style="list-style-type: none"> Foster partnerships with local housing and service support organizations on housing that meets the diverse needs of diverse communities, including special-needs housing, disabilities, low-income individuals, and families a commitment to provide more certainty to housing providers and developers, property owners and residents by providing clear detailed policies and guidelines Establish an affordable housing reserve fund and co-develop with Islands Trust a policy framework for housing amenity contributions 	
Funding to support the acquisition of lands and development review processes to increase the housing supply	
Estimated Costs	
\$200,000	
Initiative 9	Hire a housing planner
Initiative Type	To implement HAP
Descriptions	
<ul style="list-style-type: none"> Committed to implementation of the Housing Action Plan Develop and monitor housing agreements/covenants to secure affordable housing Support development planners processing affordable housing applications Co-develop procedures with stakeholders, agencies, local organizations, and First Nations Monitor housing data and assessment updates 	
Tentative Start/Completion Dates	
September 2023 to Spring 2026	
Expected Results - estimated units	
• Help accelerates the 302 units per CRD housing assessment with funding	
Potential Outcome	
<ul style="list-style-type: none"> Expedite development applications and permitting process for affordable housing, special housing proposals Funding to increase capacity to help expedite the development review processes, which help accelerate the subsequent housing supply 	
Estimated Costs	
\$75,000/year	
Initiative 10	Governance/agencies collaboration
Initiative Type	Partnership to implement HAP
Descriptions	

- Starting with the OCP-LUB review, work with regional service and governance partners to align development processes and integrate budget and capital planning to be more responsive to the needs of sustainable development
- Through all initiatives, openness to partnership and other ways of knowing and doing with First Nations extends to co-planning
- Islands Trust is a unique special-purpose government that, under the Islands Trust Act, provides local land use planning and regulation services only. Success in accelerating housing construction requires collaboration and improved regulatory coordination with service providers, including service districts and the Capital Regional District
- The Salt Spring Island Local Trust Committee (SS LTC) and its partners wish to address misalignment, encouraging growth that supports improved asset management and resource availability to improve its performance to the Islands Trust mandate
- Partnering with non-profit housing providers and financiers to preserve and increase the stock of non-market, workforce, and co-housing tenures (i.e., CRD & BC Housing)
- Partnering with non-profit housing providers to build purpose-built below-market and non-market housing or facility to house the homeless population
- partnering with the CRD to develop a short-term rental management process that aligns with and supports affordable housing initiatives and pending provincial mandates that will require business licenses to advertise on vacation platforms

Tentative Start/Completion Dates

September 2023 to ongoing

Expected Results - estimated units

- Help accelerates the 302 units per CRD housing assessment with funding

Potential Outcome

- Improve policy and service coordination and increase efficiency to expedite development approvals and project coordination
- Potential Memorandum of Understanding to support SS LTC's efforts to increase housing supply and to promote diverse housing options
- Help provide more purpose-built affordable housing units
- Funding could help advance the goal of reaching the target number of 302 units per the housing assessment

Estimated Costs

\$25,000 partnership

\$20,000/unit

\$600,000/30 units

Sources Sought:

1994, *Salt Spring Island Task Force Affordable Housing* (Draft Report), Islands Trust Task Force on Housing and Accommodation
 2002, *Crisis in Paradise - Accelerating the Provision of Affordable Housing on Salt Spring Island*, Clare Heffernan
 2003, *Options for Affordable Housing: New Solutions to the Housing Crisis in the Islands Trust Area*, Local Planning Services
 2005, *Community Housing Background Report & Recommendations*, Salt Spring Community Housing Task Force, Salt Spring Island Local Trust Committee
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 2010, January 28, 2010 Staff Report – Affordable Housing Project, Salt Spring Island Local Trust Committee
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 2015, *Salt Spring Island Affordable Housing Needs Assessment*, JG Consulting Services Ltd
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 2016, *Community Housing in the Trust Area*, Local Planning Services
 2019 (Updated), *Affordable Housing in the Trust Area - Baseline Report*, Local Planning Services
 2019, *Affordable Housing in the Trust Area Strategic Actions for Islands Trust*, Local Planning Services