



Islands Trust

# STAFF REPORT

Date: March 11, 2014

File No.: SS-RZ-2013.9

To: Salt Spring Island Local Trust Committee  
For meeting of February 27, 2014

From: Stefan Cermak  
Planner, Local Planning Services

CC: Janis Gauthier

Re: Rezoning Application: Preliminary Report

Owner: Capital Regional District

Applicant: Janis Gauthier, JG Consulting Services Ltd.

Location: Lot A, Section 20, North Salt Spring Island, Range 3 East, Cowichan District  
Plan EPP20136; PID: 028-848-870

Civic Address: 161 Drake Road, Salt Spring Island

## THE PROPOSAL

The Capital Regional District (CRD) proposes a multi-family affordable housing complex of up to 80 units to be built within the Ganges Village core (Figure 1). The applicant proposes a 3-phase master plan that establishes maximum density, footprint, parking requirements, height limits, and environmental requirements. The units will be a mix of non-profit, mixed entry-level homeowner and affordable rental housing with complementary amenities. The applicant is seeking flexibility regarding phasing and building form to allow the project to be guided by need and market conditions and capital funding opportunities. Housing affordability will be ensured through long-term housing agreements.

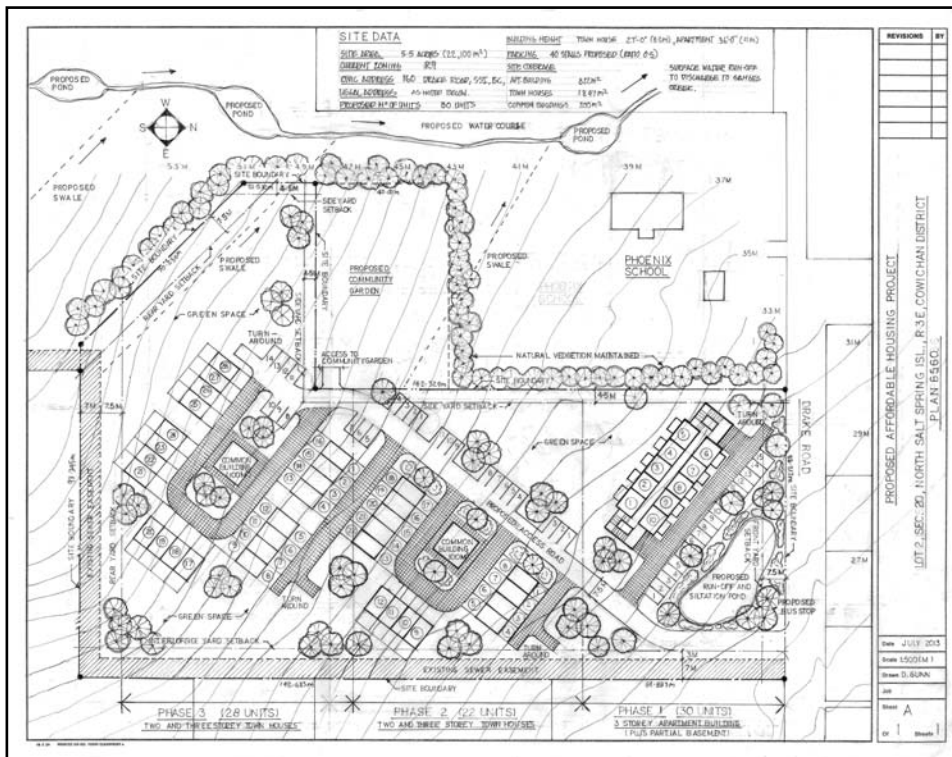


Figure 1 DRAFT Conceptual site design by D. Gunn July 2013

Appendix 1 contains the applicant's submission. The submission includes a report outlining the proposal and includes an extensive list of technical reports and other material noted throughout this report including:

- Preliminary Drainage Plan
- Phase I Environmental Site Assessment
- Site Plan
- Transitions Salt Spring's Community Energy Group letter of interest
- North Salt Spring Waterworks water availability letter
- Ganges Sewer Commission sewerage capacity availability letter, CRD Engineering requirements for sewerage connection; Applicant Report submitted by Stantec Consulting Ltd, dated December 2, 2013 to meet CRD requirements
- Changes in Housing Supply 2009-2013
- Homeowner Housing Supply July 2013
- Rental Housing Supply July 2013

## SITE CONTEXT

The subject location is a 5.5 acre vacant lot located at 161 Drake Road (Figure 2). The lot was subdivided from the adjacent Phoenix School site owned by School District 64, in 2012. The Ministry of Education approved the subdivision on condition of the transfer of land to the CRD's Land Banking Services for the purposes of developing affordable housing.

The site is located on the edge of downtown Ganges and within walking distance of schools, shopping, and most services. Immediately surrounding properties include Mouat Park to the north-west, Phoenix School to the west, vacant residential land to the south, and Our Lady of Grace Catholic Church to the east. Residential lots are to the north and north east. Several nearby properties are within the Agricultural Land Reserve including significant portions of Mouat's Park and properties to the south-east.

The lot slopes steadily from south to north (from Mt. Belcher to Ganges) towards Drake Road with drainage leading to Ganges Creek. The site has varied vegetation including western red cedar, maple trees, a mix of indigenous and invasive shrubs, and other. A sewer line is buried beneath a park trail maintained by the CRD along the eastern and southern boundaries of the property. The path is part of the Ganges Pathway systems as shown in Official Community Plan map 17 and forms part of a network of trails connecting pedestrians from downtown Ganges to Cudmore Height Park in the Bishops Walk development and eventually to Wilkie Way.



**Figure 2 161 Drake Road outlined in yellow, green shaded areas are lots in the Agricultural Land Reserve**

## CURRENT PLANNING STATUS OF SUBJECT LANDS

### Trust Policy Statement

Staff will submit a Policy Directives checklist for LTC consideration at time of considering first reading for a draft bylaw.

### Official Community Plan

The subject lot is designated as part of the Ganges Village Core in the Official Community Plan map 1 (Figure 3). OCP objectives and policies are either generally supportive or very supportive of the proposal. OCP policies that may limit the proposal require the applicant to demonstrate to the LTC that community water and sewer provider requirements are met. It may be feasible to structure a zoning bylaw that permits units over time as servicing requirements are met. For a complete list of applicable OCP objectives and policies see Appendix 2.

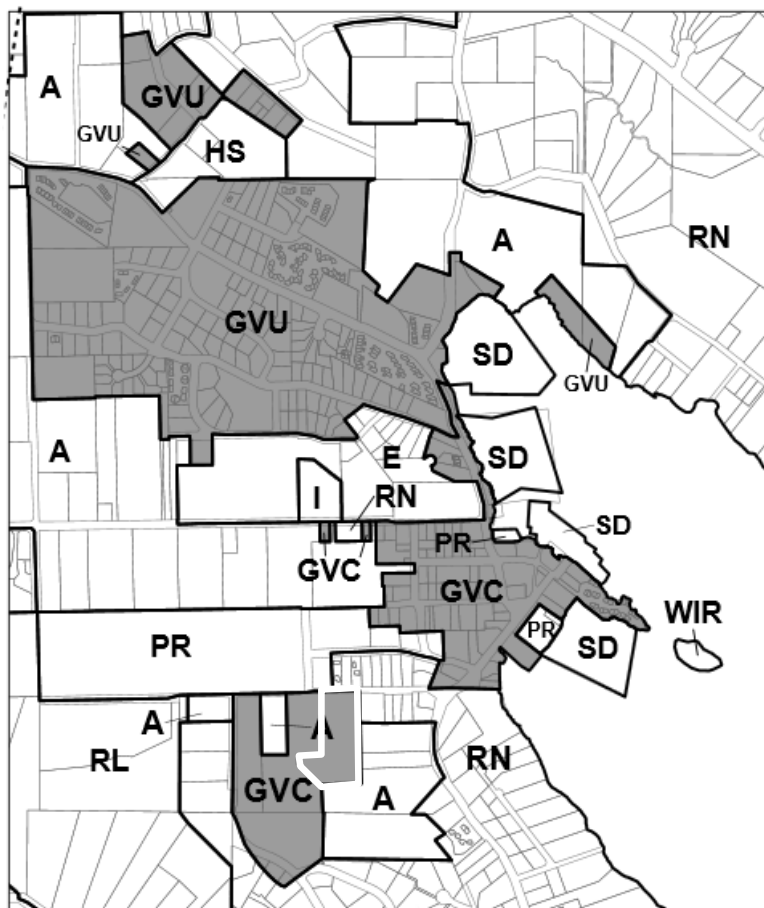


Figure 3 The subject property, outlined in white, is within the Ganges Village Core (GVC)

Below is a brief discussion on the policies most relevant to the application or those that need to be addressed:

### **B.2.2.2: Affordable, rental and special needs housing, multi-family dwelling policy**

B.2.2.2.18 Preference should be given to rezoning applications for multiple-unit affordable housing projects that:

- a. are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents.

- b. would provide owned or rental housing, possibly through non-traditional means such as co-housing, cooperative ownership, sweat equity projects or land trusts.
- c. would create durable, and water and energy efficient housing.
- d. provide walking, transit or cycling links to village services.
- e. provide safe walking, transit, or cycling links to a school, if the project is designed for families.
- f. include appropriate site and building designs, such as those outlined in Development Permit Area 1.
- g. that are in or near island villages, except where the affordable housing would be linked to and support farming.

Staff comment: The applicant has provided an exhaustive rationale for affordable housing as a result of community consultation and planning over the last seven years. The application provides strong evidence of need and has adapted the application accordingly (Appendix 1).

An affordable housing agreement with an appropriate agency is critical to the future processing of this application. A Housing Agreement is implemented via an administrative bylaw. Adoption of a Housing Agreement bylaw would be a condition of zoning approval. Therefore, a draft Housing Agreement should be submitted as soon as possible with consideration of a Housing Agreement bylaw before second reading of a rezoning bylaw and before a Public Hearing. Staff note that inclusion of the CRD Housing Secretariat in the steering committee of the project adds some certainty to the inclusion of a Housing Agreement as does the acceptance of the CRD to receive the subject property from the School District based on condition of providing affordable housing.

### **B.5.1.2 General Village Land Use Policies**

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

Staff comment: Proposed density is 37 units/ha.

### **B.5.2.2 Ganges Village Designation Policies**

B.5.2.2.6 When considering rezoning applications in the Ganges Village designation, the Local Trust Committee will consider the impact that the proposed change would have on the Ganges sewer treatment plant. The Local Trust Committee should obtain confirmation from the Capital Regional District of sewage system capacity for any change to zoning within the boundaries of the sewer area that may result in a significant change in sewage volume or quality. This policy is further outlined in Section C.4.2.

Staff comment: The "Stantec Sewer Review" dated December 2, 2013 (Appendix 1) suggests that the proposal may add to the need for upgrades to the Ganges sewerage system especially for relevant influent and effluent pumps. As well, the "Drake Road Pre-Development Stage 1 Site and Concept Report" dated June 30, 2008 (Appendix 1) notes that installation of the sanitary sewer in 2007 along the eastern boundary of the subject lot led to diversion of drainage which in turn "caused flooding of Drake Road, infiltrated the

sewer, and impacted Ganges sewer treatment.” The report suggests that “the problem needs to be solved by the relevant agencies.”

The applicant has also submitted a preliminary stormwater plan. The Stormwater Plan dated May 7, 2008, by Grange Engineering Associates Ltd. The Stormwater Plan will require updating to reflect the current proposal. However, the Stormwater Plan will be required when the applicant applies for a Development Permit and therefore need not be a condition of approval for rezoning. The Stormwater Plan may require addendums as the project moves through the various development phases to meet Development Permit amendment requirements.

The applicant has already been working proactively with the CRD to meet requirements as evidenced in the addendums to the application. At time of drafting this report the “Stantec Sewer Review” dated December 2, 2013 is being reviewed by CRD engineering staff after which it will be referred to the Ganges Sewer Commission. Confirmation from the CRD that the proposal meets CRD requirements should be attained before second reading of a bylaw, before Public Hearing.

B.5.2.2.9 The Local Trust Committee may consider changing zoning to permit some 3-storey buildings in areas away from the shoreline, the Ganges Village Core and established view corridors.

Staff comment: The applicant is proposing some 3 storey buildings away from the shoreline, on the outskirts of the Ganges Village core and away from established view corridors.

### **B.6.2.2 Agriculture Land Use Policies**

B.6.2.2.18 When it considers rezoning applications for land that borders or drains into agricultural land, the Local Trust Committee will ensure that zoning changes are not made in a way that would have a negative effect on farming. For example, the Committee could require that a vegetation buffer be maintained on land that is being rezoned next to farm land, if the proposed use could result in conflicts with a farming operation. The Committee should also ensure that a zoning change would not result in detrimental changes to natural drainage or pollution of water supplies. The Agricultural Advisory Committee will be asked for advice about rezoning applications on land that borders or drains into agricultural land.

Staff comment: The proposal borders, but does not drain into agriculture land. The Ministry of Agriculture’s Guide to Edge Planning dated June 2009 recommends a total minimum separation distance of 30m (15m of which is a 6m tall vegetative buffer) between housing units and ALR boundary to most effectively mitigate the impact of urban and farming activities. The Agricultural Advisory Committee and Ministry of Agriculture staff will be asked for advice about the rezoning application. A vegetated buffer may be included within a zoning bylaw.

## **C.2 Transportation Servicing Objectives**

C.2.1.1.4 To carefully consider the impacts of additional traffic and increased traffic flow when development choices are being made.

Staff comment: The applicant’s submission states that the applicant has had initial discussions with the Ministry of Transportation and Infrastructure to assess traffic concerns. No significant concerns were identified “with the possible exception of the creation of a key-lock left-hand turn land onto Drake Road” from Fulford-Ganges Road. The applicant recognizes there may be a need for “an engineering analysis and recommendation” report. The applicant has also submitted that the project team is exploring a potential pilot project with Transitions Salt Spring’s Community Energy Group which may include electric vehicle charging stations, and/or a car share program. Staff recommend early referral to the

Ministry of Transportation and Infrastructure, Salt Spring Fire and Rescue, and the CRD Transportation Commission for early recommendation considerations.

### **C.2.3 Automobile and Bicycle Parking Objective**

C.2.3.1.3 To minimize the land area devoted to automobile parking,

Staff comment: The applicant has proposed to develop only 40% of the required parking with the rationale being that low income housing may equate with less car ownership, there is access to transportation alternatives, and the subject property is in close proximity to amenities and schools. While the above objective recommends reduced parking, no associated policies are given. Staff recommend the applicant provide evidence based rationale to support the significant decrease in required parking.

### **C.3.2 Community Water Systems Objectives and Policies**

C.3.2.1.3 To ensure that zoning changes in the North Salt Spring Waterworks District do not result in such a level of development that water cannot be supplied to needed public facilities or would not be available for firefighting purposes. In particular, to ensure that water remains available for hospital and school expansion, and affordable housing.

Staff comment: The North Salt Spring Waterworks (NSSWD) letter dated May 14, 2013 states that the District will provide water service when all applicable charges and fees are paid including possible extensive improvements to the distribution system. Staff followed up with NSSWD Feb 12, 2013 to discuss intent of letter ensuring that all District current and future needs are met without compromise.

C.3.2.2.1 When the Local Trust Committee receives rezoning applications for land inside the boundaries of a community water system, it will refer the application to the operators of the affected system. They will be asked if water could be supplied to the proposed 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 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 under-developed properties already zoned for further development. Should such zoning changes be proposed, the applicant could be encouraged to suggest other water supplies so that the application could be considered. Examples are rainwater catchment, groundwater use or a water conservation program.

The Local Trust Committee could 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.

Staff comment: The North Salt Spring Waterworks (NSSWD) letter dated May 14, 2013 states that the District will provide water service when all applicable charges and fees are paid including possible extensive improvements to the distribution system. Staff followed up with NSSWD Feb 12, 2013 to discuss intent of letter ensuring that all District current and future needs are met without compromise. Confirmation from the NSSWD that the proposal meets NSSWD considerations should be attained before second reading of a bylaw, before Public Hearing.

C.3.2.2.6 The Local Trust Committee will continue to encourage water conservation through guidelines for xeriscape landscaping of commercial, industrial and multi-family developments in island villages.

Staff comment: the applicant proposes that the project will implement a number of water saving features, including metering, rainwater and grey water re-use for irrigation wherever practical, flow control devices, water saving devices, drought resistant landscaping, and efficient irrigation.

#### **C.4 Liquid Waste Management Policy**

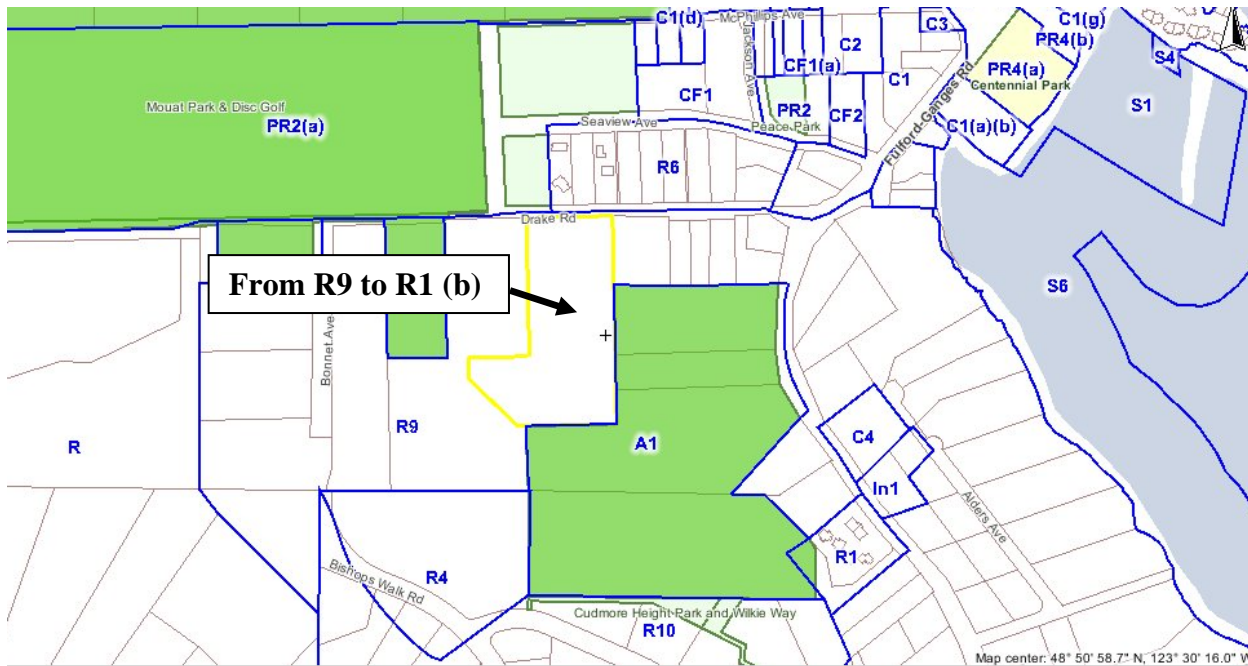
C.4.2.2.4 When the Local Trust Committee receives rezoning applications that apply to land within the Ganges Sewer Local Service Area... it shall refer the application to the Capital Regional District. The CRD will advise of any requirements or conditions of servicing applicable at the time.

Staff comment: The “Stantec Sewer Review” dated December 2, 2013 (Appendix 1) suggests that the proposal may add to the need for upgrades to the Ganges sewerage system especially for relevant influent and effluent pumps. As well, the “Drake Road Pre-Development Stage 1 Site and Concept Report” dated June 30, 2008 (Appendix 1) notes that installation of the sanitary sewer in 2007 along the eastern boundary of the subject lot led to diversion of drainage which in turn “caused flooding of Drake Road, infiltrated the sewer, and impacted Ganges sewer treatment.” The report suggests that “the problem needs to be solved by the relevant agencies.”

The applicant has already been working proactively with the CRD to meet requirements as evidenced in the addendums to the application. At time of drafting this report the Stantec Sewer Review” dated December 2, 2013 is being reviewed by CRD engineering staff after which it will be referred to the Ganges Sewer Commission. Confirmation from the CRD that the proposal meets CRD requirements should be attained before second reading of a bylaw, before Public Hearing.

#### Land Use / Zoning Bylaw

Current zoning for the subject property is Residential 9 (R9). R9 permits three dwelling units or approximately 1.6 dwelling units per hectare. The proposal is to change the zoning from R9 to a variant of R1 which would increase the permitted density to 37 units per hectare (Figure 4). This is the maximum density recommended within the Official Community Plan and permitted within the Land Use Bylaw.



**Figure 4 Proposed rezoning of subject property from Residential 9 to a variant of Residential 1**

The purpose of the increased density is to create up to 80 affordable housing units in a 3-phase development program. Phase 1 construction could begin as early as 2015 with phases 2-3 following as need is demonstrated and funding becomes available. No clearer timeline was given by the applicant. The project design will be needs-based, with a mix of housing types including entry level homeowner housing, rental housing for low to moderate income singles, families, and supported housing for seniors or others as need dictates. The applicant envisions the potential for rental units included as secondary suites in some homeowner units or as ‘mortgage helpers’ to improve affordability for homeowners. These secondary suites are included in the total projected number of units (Table 1).

**Table 1 Preliminary Unit Mix Proposal for 161 Drake Road**

	<u>Preliminary unit mix targets</u>				<u>Preliminary sq.ft./unit</u>		
	<i>Phase I</i>	<i>Phase II</i>	<i>Phase III</i>	<i>Total</i>	<i>Low</i>	<i>Avg.</i>	<i>High</i>
Homeowner units	0	14	26	40	900	1,000	1,000
Small homeowner units	6	4	0	10	400	500	600
Rental units	14	4	2	20	700	800	900
Small rental units	<u>10</u>	<u>0</u>	<u>0</u>	<u>10</u>	350	<u>400</u>	450
Total units	30	22	28	80		813	

The rezoning may include amending the minimum permitted lot area in R1. The applicant requests an increased height to 11.0 m to allow a three storey apartment building. Variations to interior setbacks and general siting may be confirmed at time of Development Permit although setbacks from the neighbouring Agricultural Land Reserve should be included at time of rezoning.

Home based businesses may require restrictions in consideration to the extent that they are compatible with the residential uses, given noise, traffic, water usage and/or other considerations. The applicant has also requested consideration of accessory structures to be used for possible accessory



uses such as child care provision. Further discussion with the applicant will be required to consider all desired uses.

The applicant proposes 40 parking stalls (0.5 stalls /unit) versus the 100 parking stalls (1.25 stalls/unit) currently required in the land use bylaw. The land use bylaw requires that 8 parking stalls be designated for use by the disabled and the provision of at least 5 bicycle parking spaces. OCP policy C.2.3.1.3 supports reduced land for parking but does not consider the significant proposed reduction in the proposal. Conditions for approval for the reduction in parking stalls may include the applicant provide evidence based research to support the proposal and ongoing confirmation of partnerships with local groups providing transportation alternatives.

#### Islands Trust Fund:

The subject property is not adjacent to an Islands Trust Fund property or lots with Islands Trust Fund covenants.

#### Sensitive Ecosystems and Hazard Areas:

The subject property does not have identified sensitive ecosystems within the Islands Trust Ecosystem Mapping database. There is a significant amount of water moving down the site, draining south to north into drainage along Drake Road and eventually into Ganges Creek. The applicant has submitted a drainage plan and Environmental Site Assessment. Drainage is generally to be managed in partnership with the neighbouring School District lot.

#### Riparian Areas Regulation:

The site is subject to the Riparian Areas Regulation (RAR). A local government may not approve or allow development (physical alterations or subdivision) to proceed unless notified by the province of British Columbia that the RAR requirements have been met. Generally, the applicant must provide a RAR Assessment Report to the ministry which includes protection measures for the riparian areas. These protective measures could be included within the rezoning or the development permit and must be included at time of subdivision.

#### Archeological Sites:

Based on the data provided by the Provincial Remote Access to Archaeological Data, there are no known archaeological sites or “areas of significant potential to contain unknown but protected archaeological sites on the subject property”. This application would be referred to First Nations stakeholders if it proposed an amendment to the Official Community Plan.

#### Bylaw Enforcement:

There are no open Islands Trust bylaw enforcement files on the subject property.

#### Covenants:

There are no covenants on title. A Statutory Right of Way (pathway and sewer line) exists along the eastern and southern boundaries of the property.

#### Climate Change Mitigation and Adaptation:

The application includes climate change mitigation and adaptation measures such as:

- Location encouraging walking and cycling
- Proposed layout that maximizes solar gain for passive heating
- Proposed energy and water efficient building design
- Proposed cooperation with community group bringing photovoltaic electric vehicle charging stations

### Neighbourhood Character:

Changes to land use are always of concern to those nearby. In this instance, there has been a history of land clearing, residential, and educational use on the site. The site has retained its approximate features since 2005. A change in the intensity of use may impact the surrounding residential neighbourhood.

## **RESULTS OF CIRCULATION/COMMUNITY INFORMATION MEETING(S)**

The applicant held two interactive information sessions in late 2012 targeted to specific stakeholders including:

- Non-profit housing providers, and
- Phoenix School community and Drake Road neighbours.

According to the applicant, the SSI Housing Council planned and hosted the information sessions. The format was a mix of presentation, self-guided and guided tours through display materials, and an interactive site design exercise.

After presentations, participants were requested to complete a survey of their perspectives on the key elements of the plan and how it responds to housing needs in the community, and about potential impacts to the neighbourhood.

According to the applicant, feedback in both information sessions and surveys was positive, with no messaging that would suggest major changes to the basic project assumptions or direction. The only exceptions were a stronger than expected preference for rental, and an expression of need for both lower priced homeowner units and rental rates.

Based on feedback, the Steering Committee decided to increase the proposed number of units from 60 to 80 as a key strategy to introduce better affordability. The additional 20 units include 10 'tiny' homeowner units, and 10 'tiny' rental units targeted to lower income residents.

Community consultation is proposed after LTC consideration of a draft bylaw as well as the legislatively required notification process and Public Hearing.

## **STAFF COMMENTS**

The application is for considerable change to the density on the subject property. The change will impact service providers and the surrounding neighbourhood as well as be a significant provider of affordable housing.

### **Servicing**

Early referrals to service providers may assist the LTC by providing confirmation that the proposal meets service provider requirements and should be attained before second reading of a bylaw or before Public Hearing. The applicant is also aware of nearby undeveloped non-profit housing sites that could benefit from joint planning and/or site servicing including the Lion's Club at the corner of Drake Road and Bonnet Avenue and the Community Services Society site directly south of the Lion's Club. Staff recommends the applicant continue dialogue with these community housing groups to minimize future infrastructure upgrade requirements.

## **Neighbourhood**

Neighbourhood issues may be drainage, traffic, and agriculture and a general change in character via increased density. Traffic, agricultural, and some drainage issues may be assessed further by early referrals to help inform drafting of a bylaw. Drainage issues may be further assessed by the applicant submitting a Riparian Areas Assessment Report to the ministry. Consideration of neighbourhood concerns may further be captured when hosting a Community Information Meeting, during the required notification process, and at time of Public Hearing.

## **Affordable Housing**

The purpose of the application is for the provision of affordable housing. The adoption of a Housing Agreement bylaw could be a condition of zoning approval. Consideration of a Housing Agreement should be made before second reading or a Public Hearing of this rezoning application.

Finally, as the application is significant in both scope and complexity, staff feels that advice from the Advisory Planning Commission would be helpful.

## **NEXT STEPS**

The proposal has merit in meeting affordable housing needs as expressed in the Official Community Plan and as demonstrated in the applicant's community consultations. Full build out of all phases will require some upgrade or expansion of water, sewerage, and possibly road systems. As such staff are advising that the proposed site specific bylaw may need to tie density levels to infrastructure updates. LTC should now hear from service agencies as to the requirements for upgrades and measures to coordinate permitted uses and densities to these upgrades.

Staff advise merit in early referral of the proposal so that LTC is informed of dialogue with service providers and receives early input of its advisory committees. The following resolutions implement the staff recommendations.

## **RECOMMENDATIONS**

1. THAT the Salt Spring Island Local Trust Committee REFER application SS-RZ-2013.9 (161 Drake Road, JG Consulting Services Ltd.) to the Salt Spring Island Advisory Planning Commission, the Agricultural Advisory Planning Commission, the Capital Regional District, the Ministry of Agriculture, School District #64, Salt Spring Fire and Rescue, and the Ministry of Transportation and Infrastructure for review and comment.
2. That the Salt Spring Island Local Trust Committee DIRECT staff to request the applicant to provide evidence based rationale supporting the proposed 60% decrease in required parking (SS-RZ-2013.9, 161 Drake Road, JG Consulting Services Ltd.).
3. That the Salt Spring Island Local Trust Committee DIRECT staff to prepare a draft bylaw to amend Salt Spring Island Land Use Bylaw No. 355 to rezone Lot A, Section 20, North Salt Spring Island, Range 3 East, Cowichan District Plan EPP20136 from Residential 9 to a variant of Residential 1 in order to permit additional residential density on the subject property for affordable housing (SS-RZ-2013.9, 161 Drake Road, JG Consulting Services Ltd.).

4. That the Salt Spring Island Local Trust Committee DIRECT staff to request the applicant to submit a draft affordable housing agreement for Lot A, Section 20, North Salt Spring Island, Range 3 East, Cowichan District Plan EPP20136 (SS-RZ-2013.9, 161 Drake Road, JG Consulting Services Ltd.)..

---

Respectfully submitted by:

---

Stefan Cermak

---

Date

Concurred in by:

---

Leah Hartley

---

Date

### **Appendices**

Appendix 1: Applicant submission

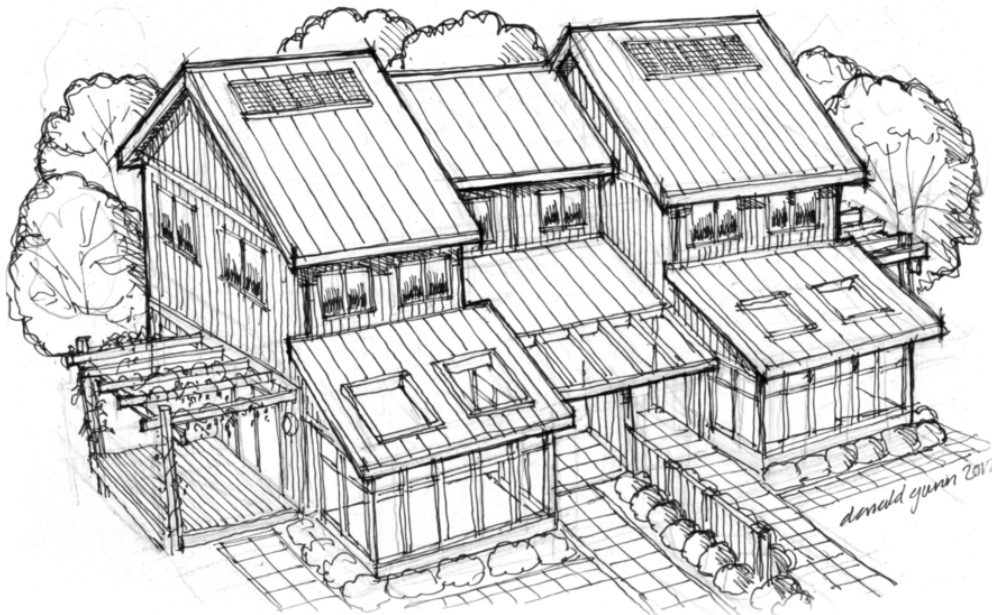
Appendix 2: OCP Extracts Relevant to the Application

# DRAKE ROAD AFFORDABLE HOUSING

## 60-80 Units of Non-Profit Homeowner and Rental Housing

Affordable housing for low to moderate income residents

*AFFORDABLE HOUSING  
CONCEPTUAL SKETCH*



## REZONING PROPOSAL

**A Collaboration of Community Partners**

School District 64

Capital Regional District

**August 2013**

*Affordable Housing is a Cornerstone of Community Sustainability and Quality of Life*

# DRAKE ROAD AFFORDABLE HOUSING

## Rezoning Proposal

August 2013

**Planning and pre-development work for this project has been made possible by generous contributions and participation from:**

*School District 64  
Capital Regional District  
Canada Mortgage and Housing  
Real Estate Foundation of BC  
Salt Spring Island Housing Council Society*

**The Project is directed by a Joint Steering Committee with the following members:**

*Lisa Halstead, School District 64 Superintendent  
Rod Pingle, School District 64 Trustee  
Rod Scotvold, School District 64 Treasurer  
Wayne McIntyre, CRD Director  
Henry Kamphof, CRD Housing Secretariat Seniors Manager*

**The Applicant:**

*Janis Gauthier, JG Consulting Services Ltd.  
2161 Fulford-Ganges Road  
Salt Spring Island, BC V8K 1Z7  
Phone 250-653-0041  
Fax 866-878-4916 (toll free)  
E-mail [janisgauthier@shaw.ca](mailto:janisgauthier@shaw.ca)  
Skype janisgauthier*

**We wish to thank the many members of the community who contributed their time to describe housing needs on Salt Spring and to make many excellent suggestions on how to address those needs.**

**A special thanks is extended to Jeff Hopkins, former School District Superintendent, whose vision and perseverance led this project to where it is today.**

# Drake Road Affordable Housing Rezoning Proposal

Table of Contents	Page
1. INTRODUCTION	1
Purpose of this Document	
Background	
Approach to Rezoning Application	
Subdivision	
2. DESCRIPTION OF PROPERTY	3
Site Location	
Site Description	
3. PROPONENT INFORMATION	6
4. APPLICANT INFORMATION	6
5. ZONE CHANGES	7
Request to the Islands Trust	
OCP Objectives and Policies	
Consistency with OCP Objectives and Policies	
Housing Agreements	
6. SITE PLAN	10
Site Coverage	
Traffic	
Parking	
Community Sewerage Capacity	
Community Water Availability	
Parkland Dedication	
Development Permit Area 1 Objectives and Guidelines	
7. CURRENT USE OF PROPERTY	17
8. PROPOSED USE OF PROPERTY	17
Vision and Guiding Principles	
Housing Objectives	
Construction Timing Targets	
Housing Forms	
Affordability Objectives	
9. CURRENT USES OF ADJACENT PROPERTIES	21

	Page
10. REASONS TO SUPPORT BYLAW AMENDMENT	22
Affordability and Need	
OCP Housing Affordability Objectives	
SSI Housing Needs Assessment 2009	
Gaps in Supply 2009	
Housing Supply 2013 Compared to 2009 HNA	
Gaps in Supply 2013	
How this Project Addresses Current Need	
Community Engagement and Support	
11. APPENDIX	29
1. Environmental and Ecological Assessment	
2. Preliminary Drainage Plan	
3. Phase I Environmental Site Assessment	
4. Site Plans	
5. Transitions Salt Spring's Community Energy Group letter of interest	
6. North Salt Spring Waterworks water availability letter	
7. Ganges Sewer Commission sewerage capacity availability letter	
8. Changes in Housing Supply 2009-2013	
9. Homeowner Housing Supply July 2013	
10. Rental Housing Supply July 2013	
11. Excerpts of the relevant sections of the Housing Needs Assessment (HNA)	
12. Community Consultations: display materials	
13. Community Consultations: outcome and survey results	



# DRAKE ROAD AFFORDABLE HOUSING

## Rezoning Proposal

### 1. INTRODUCTION

#### PURPOSE OF THIS DOCUMENT

The purpose of this document is to provide project history and background, and to communicate preliminary plans to the Local Trust Committee (LTC) and to the public. The objective is to seek feedback from the LTC on the concept, reaction to proposed density, and get an indication of any early concerns, conditions or suggestions for proceeding.

#### BACKGROUND

The School District 64 has been contemplating using a portion of the Phoenix School site for affordable housing for over a decade, in response to persistent housing challenges faced by students' families and school staff. The District has worked tirelessly to secure Ministry of Education approval, which was granted in 2012. A 5.5 acre property was then subdivided from the larger Phoenix School site and, as a condition of Ministry approval, transferred to the CRD's Land Banking Service for the purposes of developing affordable housing.

Preliminary project planning and feasibility analysis began in 2006, with funding from Canada Mortgage and Housing, and the Real Estate Foundation of British Columbia. Site planning started with an environmental and ecological assessment of the property (see **Appendix 1**). This study began with an evaluation of the site's potential to provide ecological and environmental services such as rainwater storage, flood control, wildlife habitat and biodiversity, food production, carbon sequestration, and renewable energy. These functions defined which areas should not be built upon, as a starting point for the site design process.

The working concept developed was for approximately 60 units, with a mix of entry-level homeowner and affordable rental housing. Initial community consultations yielded very positive feedback on the concept, but indicated that the planned price points for both homeowner and rental units were still not affordable to many residents, especially those of very low incomes. These residents have been identified as having high priority needs in Salt Spring's Housing Needs Assessment.

As a result of this feedback, the concept has been revised to include an additional 20 units of 'tiny' homes, both homeowner and rental units, for a total of 80 units. The objective is to widen the range of incomes served to better address the needs of Salt Spring's diverse community.

## **APPROACH TO RE-ZONING APPLICATION**

This project intends to set the bar high with respect to affordability, and will clearly demonstrate that it addresses OCP housing affordability and other community objectives and policies. While affordable housing can be considered an amenity, we recognize that the amenity zoning process is complicated, time consuming and carries uncertain outcomes. Accordingly, this application for increased density is based on the merits of affordable housing alone.

We propose a comprehensive master plan that considers the full impact of all phases of the development. This will provide a maximum density, unit mix (tenure and approximate size range), basic design parameters (height, size/footprint), and a mechanism to achieve and maintain affordability, but to retain flexibility as to specific building forms, unit sizes and tenures within the overall plan.

Planning will take into consideration potential future development of other multi-family non-profit housing in the neighbourhood, to consider compatibility and opportunities to collaborate. Non-profit providers with nearby housing development sites include the Lions Club site, the Diocese site (Community Services Society), and the IWAV–Abbeyfield adjacent property. During initial discussions, representatives of these organizations have indicated interest in coordination with regard to targeting need, joint planning or development of site services, and/or cooperation in development of community amenity spaces.

Initial contact has also been made with other private property owners inquiring about opportunities to participate in planning and cost sharing of site service upgrades; exploration of the further potential participation of other landowners will be expanded as planning for services evolves.

## **SUBDIVISION**

The subdivided parcel was transferred to the Capital Regional District, under their subdivision approval authority pursuant to section 99(1)(h)(ii) of the *Land Title Act*. The Act delegates subdivision approval authority to the Regional District when land is transferred between levels of government, and as such does not require Ministry of Transportation (MoT) approval.

Nevertheless, MoT was consulted to ensure preliminary site planning will meet future phasing and/or individual strata lots subdivision application requirements. When basic site servicing and design features are defined, further planning will include consultation with MoT to ensure that the MoT subdivision and Islands Trust re-zoning application processes are closely coordinated and each agency's requirements are clearly understood and met.

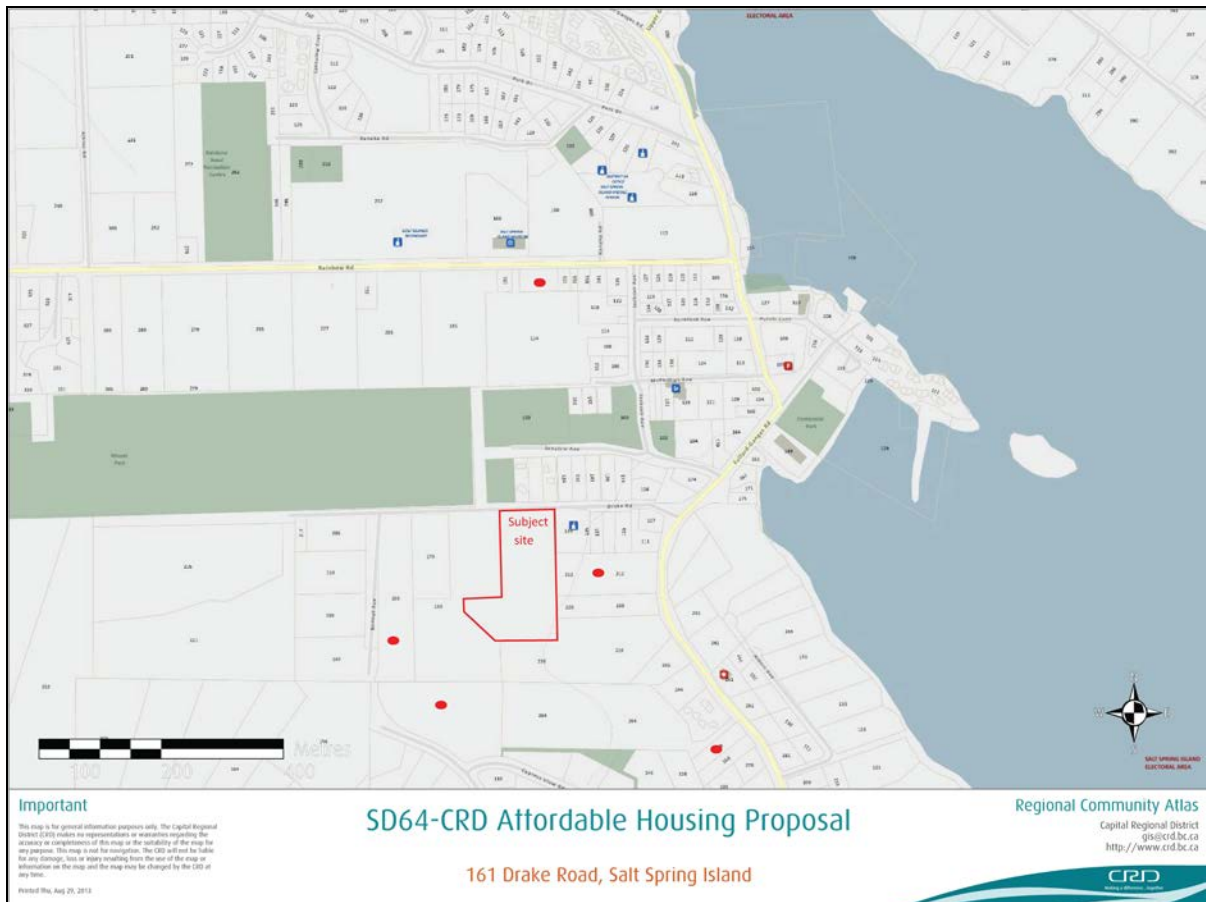
## 2. DESCRIPTION OF PROPERTY

### SITE LOCATION

The 5.5 acre site is located at 161 Drake Road, just east of the Phoenix School, with access available off Drake Road. It is well situated near the downtown core of Ganges, and within walking distance to schools, shopping, and most services. The site is completely undeveloped.

The general character Drake Road is rural residential, with mostly mixed older single-family housing on a narrow, heavily wooded and winding dead-end road. Across from the property is Mouat Park, a 23-hectare Provincial Regional Park which follows a significant portion of the north side of Drake Road, ensuring no further development will occur along that section of the road.

Immediately surrounding properties include Mouat Park to the north, the Hart Bradley Lions Club Hall property to the west, a large parcel of vacant resident land to the south, and Our Lady of Grace Catholic Church to the east, and single family residential to the north and east.



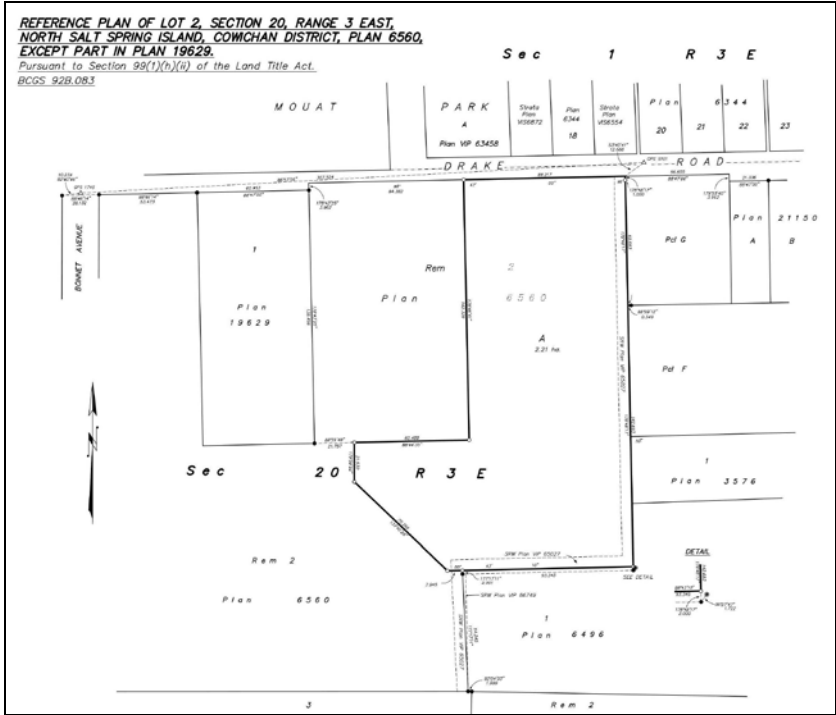
*Location with other nearby non-profit housing sites* ●

**SITE DESCRIPTION**

The site is a fairly typical naturally regenerating western red cedar site, that was logged and the lower sections farmed early in the century. It is notable for its rich bird life, which is attracted to the small wetlands, rich berry thickets, mature maples and wildlife trees close to forest cover.

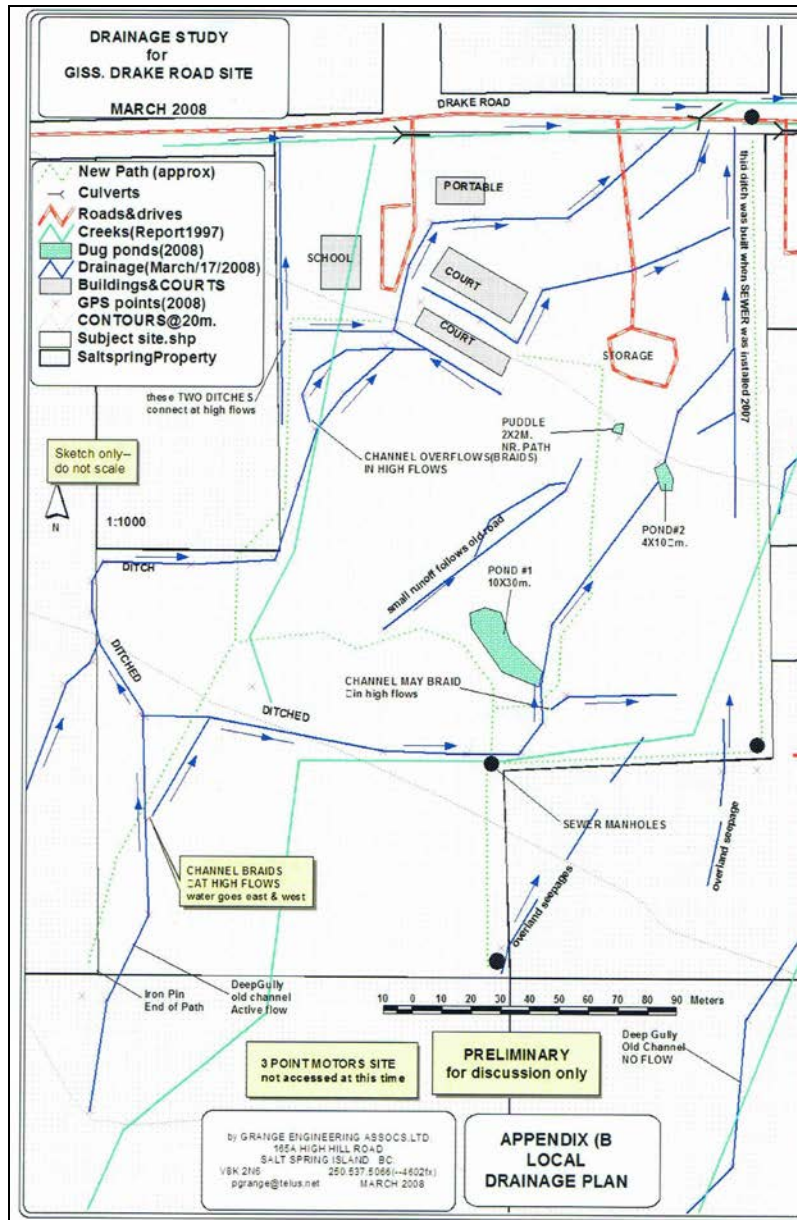


*Facing east – School Board site on right, Provincial Park on left*



*Site survey as subdivided from Phoenix School Site*

The site slopes generally downwards towards the north to Drake Road. There is a significant amount of water moving down the site from the properties above, making water management a key issue. A drainage plan was undertaken early in the design process, with consideration to flood and silt control, rainwater storage for irrigation, wildlife needs and landscape features. Please see **Appendix 2** for a copy of the Preliminary Drainage Report.



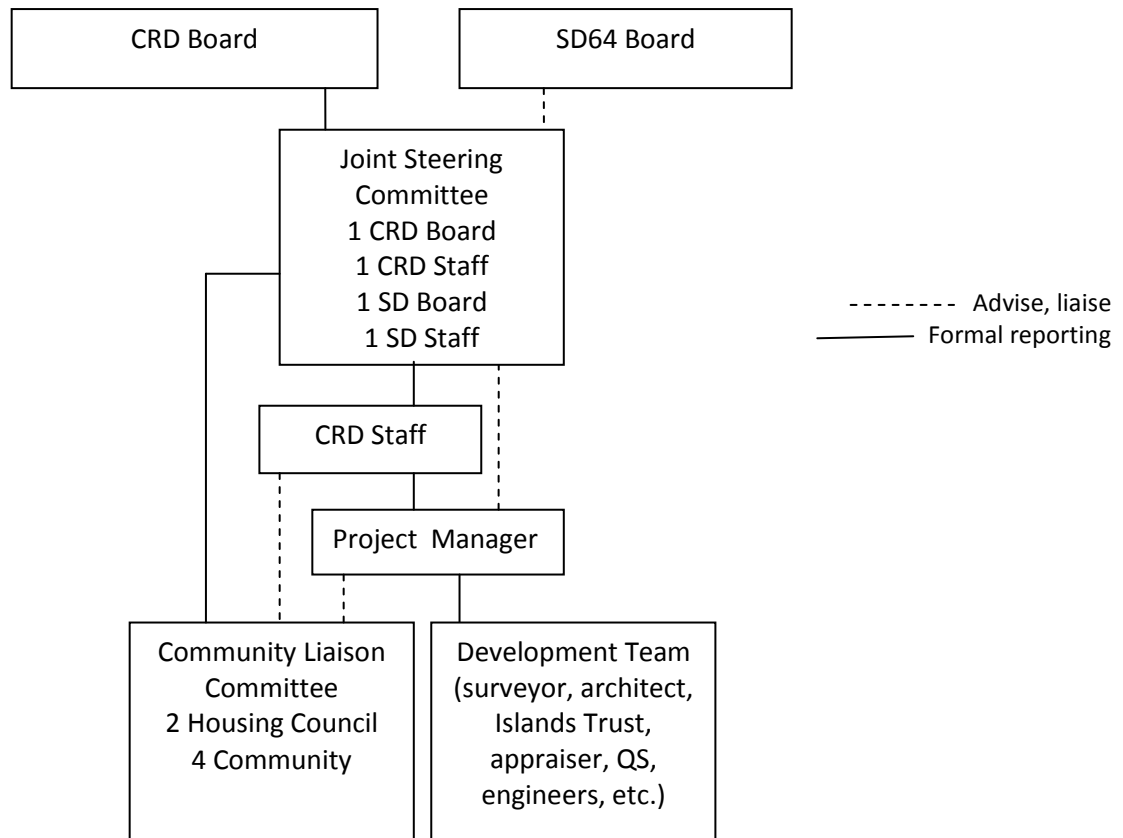
**Preliminary Site Drainage Plan**

A Phase I Environmental Site Assessment (ESA) was also undertaken, to identify any potential environmental concerns arising from present or past activities on the site and surrounding properties. No concerns were identified. Please see **Appendix 3** for a copy of the ESA.

### 3. PROPONENT INFORMATION

The owner of the property is now the Capital Regional District, since title has been transferred from School District 64 under a Memorandum of Understanding that governs the intended use, planning principles, and housing and affordability objectives.

The project is overseen by a Joint Steering Committee, with membership from both the School District and the CRD, with a mandate to oversee and guide the project’s design and development. As planning evolves, a Community Liaison Committee will be formed to provide advice and recommendations and to assist in community consultations.



### 4. APPLICANT INFORMATION

Janis Gauthier, JG Consulting Services Ltd. (Project Manager)  
 2161 Fulford-Ganges Road  
 Salt Spring Island, BC V8K 1Z7  
 Phone: 250-653-0041 / Fax: 866-878-4916 (toll free)  
 E-mail: [janisgauthier@shaw.ca](mailto:janisgauthier@shaw.ca)  
 Skype: janisgauthier

# 5. ZONE CHANGES

## REQUEST TO THE ISLANDS TRUST

The request to the Islands Trust is for a site-specific multi-family affordable housing zone that permits up to 80 units of non-profit, mixed entry-level homeowner and affordable rental housing with complementary amenities (14.5 units per acre). For comparison purposes, this would produce density similar to Kingfisher, Pioneer Village, and Greenwoods in R1 zones.

Zoning changes requested would allow a combination of 2-storey and 3-storey buildings. (We understand that the Local Trust Committee can consider increased height to 3 stories in DPA1 without an OCP amendment.) Changes should also permit the inclusion of common building space in each phase to permit such uses as day care, meeting and program space, or other compatible uses. We also request that home based businesses be permitted to the extent that they are compatible with the residential uses, given noise, traffic, water usage and/or other considerations.

We request zoning approval for a comprehensive master plan that considers the full impact of all three phases of the development. It would establish maximum density and footprint, parking requirements, general building forms, height limits, environmental requirements, but leave flexibility as to the number and specific building forms and tenures in each phase to allow the project to be guided by need and market conditions and foundation and/or senior government capital funding opportunities.

## OCP OBJECTIVES AND POLICIES

We recognize that density increases are constrained by the OCP, even for affordable housing, and are to be 'few and minor'. We further recognize that the proposed density increase will be viewed as an exception, and will require housing agreements to ensure long-term affordability is maintained. This proposal is guided by the following OCP land use objectives and policies:

### **B.2 RESIDENTIAL LAND USE OBJECTIVES AND POLICIES**

#### **B.2.1.1 OBJECTIVES**

- B.2.1.1.1 To support a mix of housing types in appropriate locations without compromising protection of the natural environment.
- B.2.1.1.2 To develop zoning that allows many different types of housing and accommodates a diverse population.
- B.2.1.1.3 To acknowledge that a framework that limits growth may restrict housing choices as supply is limited; to respond to the challenge of fostering socio-economic diversity within such a framework.

**B.2.1.2.1 POLICIES**

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

We recognize the importance of considering and striving to meet multiple community objectives, when planning and developing this project. The Memorandum of Understanding that guides the project specifically identifies environmental sustainability, and good growth management practices as consistent with OCP policies, as other important community objectives to be considered in addition to affordable housing objectives.

There is a strong appreciation of other community objectives in the design of this project, which will also be guided and informed by the following OCP objectives:

**A.4 COMMUNITY OBJECTIVES**

- A4.2 Sustainability
- A4.3 Limits to Growth
- A4.4 Our Sense of Community
- A4.5 Community Health and Safety
- A4.6 Islands Livelihoods and Economics

**CONSISTENCY WITH OCP OBJECTIVES AND POLICIES**

We appreciate the inherent challenges in striving to achieve multiple community objectives, and the resulting need to prioritize and compromise in order to achieve a balanced mix between sometimes conflicting priorities.

This project was planned with best efforts to achieve appropriate affordability targets, while still respecting and always considering other community objectives. Some of the key elements of the project that demonstrate this consideration include:

- **Site location** – the site is located on the outskirts of Ganges Village, walking distance to schools, shopping, public transportation and most services. This is an ideal candidate for multi-family housing, as it can be serviced by both community water and sewer.
- **Site planning** – the proposal is designed to complement the natural environment, with the starting point for site design based on a comprehensive assessment of the environmental and ecological values of the property. Design is clustered to minimize site disturbance and appropriately manage stormwater. Automobile use is minimized, and walking and cycling are encouraged. Landscaping and



interface with Drake Road is designed to ensure a good fit within the character of the neighbourhood.

- **Housing types** – housing forms, tenure and pricing are intended to accommodate a diverse Salt Spring population, targeting low to moderate income residents. Housing forms include small apartments and small to mid-sized townhouse-style buildings; homeowner and rental opportunities will be available in most forms.
- **Housing design** – Homes are small, simple and energy and resource efficient, with increased heights to minimize footprints. Placement and layout of units maximize solar gain for passive heating and cooling.
- **Affordability and need** – housing type and pricing is evidenced-based, according to the community housing needs assessment. Housing agreements as tools to ensure affordability is maintained in the long term will be used.
- **Community building** – There will be meaningful community and neighbourhood consultations, to ensure that concerns are considered and accommodated whenever possible. On-site common facilities and amenities are designed to meet the needs of residents and to foster the sense of a family-friendly community.

## **HOUSING AGREEMENTS**

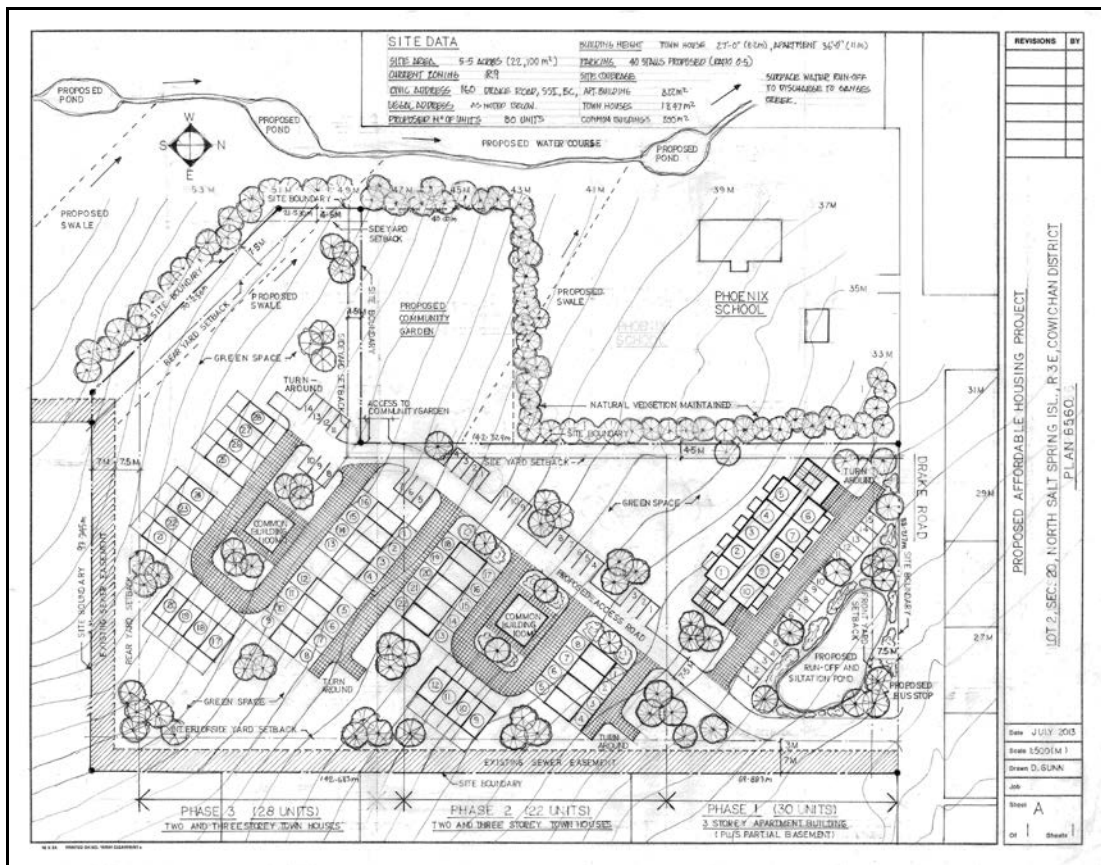
Housing agreements will be utilized to maintain sale prices and rents at affordable levels over the long-term. It has not yet been determined who will hold and administer the agreements, although discussions have taken place with both the Salt Spring Island Housing Council and the CRD about this function.

The CRD has the capacity to hold the agreements, and administration could be undertaken on a contract basis with the Housing Council. The Housing Council's mandate is to coordinate the implementation of the Community Affordable Housing Strategy, which identifies housing agreement administration as one of the important roles for the Council. Both entities have expressed an interest in considering these roles.

# 6. SITE PLAN

The conceptual site plan below was developed to solicit community and neighbourhood perspectives, undertake preliminary feasibility analysis, establish affordability targets, seek potential funding partnerships, and to secure Islands Trust Local Trust Committee feedback before refining plans. Please see the **Appendix 4** for larger scale plans.

Consideration was given to the ecological/biophysical capacity of the site, community housing need as identified by the Housing Needs Assessment, non-profit housing society and neighbourhood input, CMHC, BC Housing and CRD funding requirements, and OCP objectives and policies.



**DRAFT Conceptual site design D. Gunn July-2013**

To support this site plan as well as sustainability objectives of the Salt Spring Community Energy Strategy and Climate Action Plan, the project team is exploring a potential pilot project with Transitions Salt Spring’s Community Energy Group.

Included in **Appendix 5** is a copy of the letter of interest from this group, which outlines their interest in exploring the feasibility of bringing in photovoltaic electric vehicle charging stations, a car share program, and/or solar hot water installations.

## SITE COVERAGE

The proposed design minimizes building footprint and impervious surface areas and retains as much green space as possible. The site area is 5.5 acres (22,100 sq.m. or 237,880 sq.ft.). The concept plan provides for a total of 30,882 sq.ft. of building footprint, resulting in a coverage of approximately 13%. Depending on final building form and configuration, site coverage could increase, but would not exceed 18%.

	<u>sq.m.</u>	<u>sq.ft.</u>
Apartment building	822	8,848
Townhouses	1,847	19,881
Common buildings	<u>200</u>	<u>2,153</u>
Total building footprint	2,869	30,882
Site building coverage	13%	

The main access road will be paved. Vehicular access within the proposed courtyard areas will be a form of pervious surface to help minimize effects of storm water runoff.

## TRAFFIC

Initial neighbourhood consultations did not yield any particular concerns about traffic, however we realize that, understandably, this issue will arise in upcoming public information meetings and public hearings. Part of the strategy to minimize traffic impact will be to simply reduce automobile usage, supported by the parking strategies described on the following page.

For safety reasons the entrance to the project will be along the eastern boundary to maximize the distance from the entrance to the adjacent Phoenix Elementary School.

Initial discussions with the Ministry of Transportation have suggested that road upgrade requirements will be minimal, with the possible exception of the creation of a key-lock left-hand turn lane onto Drake Road and/or into the project off Drake Road, upon engineering analysis and recommendation. Road dedication requirements will be limited to a narrow strip along Drake Road, to bring frontage in line with other properties.

Traffic flow within the property boundaries is designed to minimize access within courtyard areas, for both safety and aesthetic reasons. While not yet reflected on the site plan, small walking trails will be provided between project phases, to the dedicated walking trails (see proposed park dedication p. 13), and to the community garden proposed for the adjacent Phoenix School site.

## **P A R K I N G**

Efforts will be made to minimize traffic impacts in the neighbourhood and all parking will be contained on-site. The site plan reflects a substantial relaxation of the LUB requirement for multi-family projects (1.25 stalls/unit); standard LUB requirements would translate to 100 parking stalls for 80 units. We propose 40 stalls (0.5 stalls/unit) as reflected in the concept plan.

We feel quite strongly that reduced parking for this project is appropriate for several reasons. First, given its close proximity to Ganges Village and nearby bus transportation, residents do have walking, bicycling and public transportation options. Next, by encouraging less vehicle traffic, the neighbourhood will be more pedestrian and bicycle friendly and reduce the residents' carbon footprint; this is an important community objective. Finally, automobile ownership and operation is very costly, and a residence that includes workable alternatives reduces the affordability burden for residents.

To support the objective of reduce automobile usage, the project team is exploring the potential for a car-share pilot program in collaboration with a Transitions Salt Spring's Community Energy Group under an initiative that brings in electric vehicle charging stations. Included in **Appendix 5** is a copy of the letter of interest from this group.

Exploratory discussions have been held with a representatives of the CRD Salt Spring Island Transportation Commission and the non-profit Island Pathways about the potential to collaborate on transportation related initiatives that will benefit both this housing project and further community objectives such as walking paths, bus shelters, and pedestrian and cyclist safety initiatives. A delegation to advise the Transportation Commission of project plans is planned for the Fall 2013 as an initial step towards to formal discussions.

Resulting project plans may be expected to include connections to and/or upgrade of walking/cycling paths to Ganges, ideally to include public seating and resting areas, as well as strategically placed internal 'short cut' walkways within the project itself. Other strategies include exploring an agreement with a neighbouring non-profit housing provider for a walking path easement to the existing bus route on Fulford-Ganges Road. Finally, secure bicycle storage and parking will be provided on-site for residents.

## COMMUNITY SEWERAGE CAPACITY

Confirmation of adequate plant capacity and the project's ability to connect to the system is currently underway. The property is in the sewerage area, and initial CRD staff feedback indicates that sewerage capacity for the project should be available, but inclusion is not a matter of right. There is a Ganges sewerage system main line running along the eastern edge of the property, which is of sufficient size to accommodate the proposed development.

A request has been made to the Ganges Sewer Commission for inclusion in the system, along with a request for relaxation of the charges payable on the basis of anticipated lower than average water usage for this development and a resulting lower sewerage generated per household. Lower water usage will be obtained through a number of water saving design features, and importantly through lower than average number of occupants per household, driven by the small unit sizes.

Average household size in multi-family residences in the CRD is 2.3 occupants (2001 Census), which is the basis upon which the Ganges Sewer Commission estimates the 1,035 litres per day of sewerage generated per household when considering inclusion in the system. We expect an average household size of 1.9 persons, as calculated below:

	<u>#</u>	Avg. sq.ft	Avg. #
<u>Household size</u>	<u>units</u>	<u>/ unit</u>	<u>occupants</u>
Homeowner units	40	1,000	2.3
Tiny homeowner units	10	500	1.25
Rental units	20	800	1.8
Tiny rental units	<u>10</u>	<u>400</u>	<u>1.0</u>
Total /average	80	813	1.9

This project anticipates producing far less sewerage, based on water savings (see section on water below) and the smaller average household size. Our preliminary estimates are reductions of up to 35% (673 litres per day per household), calculated as follows:

<u>Sewerage Generated</u>	sewerage	Avg. #	Sewerage	
	/person	persons	/unit	
Multi-family dwelling units	450	2.3	1,035	(CRD bylaw 3262)
Water saving reduction 20%	<u>-90</u>			
Net anticipated	360	1.9	673	

Attached in **Appendix 7** is a letter from CRD Engineering Services, indicating the engineering analysis that is required to confirm availability, approve connection, and establish connection charges. This analysis is underway, and expected to be available prior to this application being considered by the LTC.

## COMMUNITY WATER AVAILABILITY

The property is in the North Salt Spring Water service area, and the District has provided a letter to confirm that they will provide water service upon payment of all charges and fees.

The current water main to the property may not be sufficient to service the entire 3 phases of this development, especially given the proposed move from 60 to 80 units in the rezoning application. Engineering assessments will be undertaken in the next stages of planning to determine if and when the water main will need to be upgraded, and to consider options that may also serve the planning or development needs of other property owners in the neighbourhood.

According to Environment Canada, the average daily domestic water use per person is 343 litres per day, but that water efficiency and savings programs can save up to 40% of typical usage or potentially as low as 206 litres/day/person. The CRD recently reported an analysis of water usage between 1999-2008, indicating an average of 297 litres/day/person in the CRD. They further indicated they would expect a lower usage on Salt Spring due to our tiered water payment system.

This project will implement a number of water saving features, including metering, rainwater and grey water re-use for irrigation wherever practical, flow control devices, water saving devices (efficient fixtures and appliances), drought resistant landscaping and efficient sprinkling/irrigation technology. Our target is a minimum 20% reduction over the national average, or 274 litres per person per day. This represents approximately 7% less than the CRD average.

Included in **Appendix 8** is a copy of the letter from North Salt Spring Waterworks, confirming availability of water services.

## PARKLAND DEDICATION

We anticipate that a parkland dedication will likely be required as part of the MoT subdivision process, and propose making dual use of the existing sewer easement as a walking path to Ganges that connects to the pathway across Drake Road. This easement is currently used by pedestrians, and could be improved with public seating and resting areas and both hard and soft landscaping features.

The area of the existing easement along the eastern and southern boundaries of the property is approximately 7 metres wide by 300 metres long, or upwards of 10% of the overall site. The pathway could be extended along the southwest edge of the property to provide access to the proposed community garden, adding another 70 metres to the dedication, up to a total of about 12% of the overall site.

## **DEVELOPMENT PERMIT AREA 1 OBJECTIVES AND GUIDELINES**

The property is in Development Permit Area 1 – Island Villages (DPA1), which guides form and character through site design, building location and access. DPA1 objectives and guidelines provided design guidance for the site and will inform the building design process.

### ***DPA 1 Objectives***

This affordable housing proposal meets DPA1 objectives by creating a compact, walkable neighbourhood that encourages pedestrian access and reduces automobile usage. Pedestrian access around the site will be enhanced, and could include walking trails to neighbouring properties and to the Village core through Mouat Park.

The site layout protects the resident’s views, by positioning buildings and planning building heights to provide view corridors for as many units as possible, as well as taking best advantage of the solar aspects of the site. Best efforts will be made to use local artisanship and materials whenever possible.

The site design is intended to work with the natural features of the land, including the existing topography, water patterns, vegetation and significant trees. Landscaping will focus on native species with efforts to enhance the rural character of the neighbourhood.

A comprehensive storm water management plan will be developed, based on the existing drainage study (see **Appendix 2**). The proposed approach is to allow incoming upland water to pass through the site, but to capture water generated onsite in a storage pond.

Water storage ponds, of which there are already two, can be created/enhanced for gravity-fed irrigation for both the project landscaping and the planned community garden on the adjacent Phoenix School site.

### ***DPA 1 Guidelines***

Further planning for project will be done in accordance with DPA1 guidelines wherever applicable and possible, making special efforts to reduce any impacts on the neighbourhood, including the Phoenix School.

Features to be included and considered in further site planning include:

- enhanced walking paths on existing sewer right of way, through Mouat Park and/or other rights of way to the Ganges Village core and/or the bus route,
- accessible, internal walking paths,
- secure bicycle storage on site for residents,
- building sites and layouts to maximize solar gain,

- setbacks and hard and soft landscaping buffers between neighbouring properties, between phases, and between buildings where practical,
- parkland dedication for walking path via improvement of existing sewerage easement,
- internal circulation that integrates common space and access to pathways,
- parking located off-street, in small landscaped pockets in close proximity to residences,
- existing topography maintained without significant alterations, and
- landscaping design that creates an informal appearance, with a focus on low-maintenance, drought resistant plantings.

Features to be considered in further building design planning will include:

- clustered buildings with staggered or recessed entrances wherever possible,
- asymmetrical designs in buildings and/or placement of buildings,
- ground access for townhouses, and an elevator for apartments,
- adequate storage in apartment buildings, common buildings and/or individual units,
- requested height variance for some 3 storey buildings, with stepped designs to reduce apparent mass,
- stepped structures to conform to existing topography to create a pedestrian scale feeling and minimize site disturbance.



## 7. CURRENT USE OF PROPERTY

The site is currently undeveloped. It is 2.23 ha (5.5 ac) in size, and is currently zoned R-9. This zone permits single family dwellings with seasonal cottages (with conditions and on lots of 1.2 ha or greater) and various compatible non-residential uses.

LUB 355 provides that with community water and sewer, the property could be subdivided into lots of a minimum of 0.4 ha (0.99 ac). Accordingly, without re-zoning, there could be a maximum of 5 single family dwellings.

## 8. PROPOSED USE OF PROPERTY

### VISION AND GUIDING PRINCIPLES

We envision a healthy diverse neighbourhood, with a mix of housing forms, including rental and homeowner options, in a range of prices based on the needs of the community. Safe, secure and affordable housing for families and individuals of low to moderate income will be provided. Complementary services, programs and amenities can be provided through use of common buildings.

Environmental sustainability is an important guiding principle, and best efforts will be made to incorporate as many environmental values as possible in planning, design and construction.

Community values, needs and priorities will be considered throughout the development process. We commit to meaningful consultations with neighbours, and to do our utmost to address any concerns and to incorporate appropriate planning and construction solutions.

Economic development and local capacity building are important objectives, and as such efforts will be made to engage with local housing providers, contractors and trades to provide as many opportunities as possible for involvement.

## HOUSING OBJECTIVES

The objective is to create up to 80 affordable housing units in a 3-phase development program. The project design will be needs-based, with a mix of housing types including entry level homeowner housing, rental housing for low to moderate income singles, families, and supported housing for seniors or others as need dictates. We envision the potential for rental units included as secondary suites in some homeowner units, as ‘mortgage helpers’ to improve affordability for homeowners.

Preliminary unit mixes by phase have been developed as a guide for further planning. This mix as well as unit sizes will necessarily vary as planning moves forward, however the table below reflects the project’s current targets with respect to density, tenure and unit sizes.

	Preliminary unit mix targets				Preliminary sq.ft./unit		
	<i>Phase I</i>	<i>Phase II</i>	<i>Phase II</i>	<i>Total</i>	<i>Low</i>	<i>Avg.</i>	<i>High</i>
Homeowner units	0	14	26	40	900	1,000	1,000
Tiny homeowner units	6	4	0	10	400	500	600
Rental units	14	4	2	20	700	800	900
Tiny rental units	<u>10</u>	<u>0</u>	<u>0</u>	<u>10</u>	350	<u>400</u>	450
Total units	30	22	28	80		813	

While our preliminary planning and feasibility work is based on this unit mix, it is important to maintain flexibility with respect to exact numbers of each to allow the project to respond to the market and to funding opportunities as they arise. Having said that, the project is committed to 80 units in a mix of homeowner and rental units, and a range of unit sizes to meet the needs of Salt Spring’s diverse population.

## CONSTRUCTION TIMING TARGETS

Construction of Phase I could begin as early as 2015, with Phases II-III following as need is demonstrated and funding becomes available.

## **HOUSING FORMS**

The project will be a residential strata, with a to-be-determined mix of apartment-style and semi-detached units. The buildings will be situated within the site according to the existing topography to minimize disturbance.

Apartments will be 3-stories, with an elevator. The concept plan provides for one 30-unit apartment building in Phase I, however this building could be smaller and/or built in Phase II or III. Apartment units will likely be predominately rental tenure, although some could be individually strata-titled and offered for sale. We expect these units to be smaller in size, and to include many of the 'tiny' units. Many are expected to be bachelor and 1-bedroom suites, but with the possible inclusion of some small 2-bedroom units.

The majority of the units are expected to be 2-storey townhouse style. The concept plan provides groupings of 4-5 units each, however, this could vary. Those on steeper areas of the site will include walk-out bottom floor rental suites, either as 'mortgage helpers' for homeowners, or owned and operated on a non-profit basis. Both primary units and secondary suites will have ground level entrances wherever possible. These are expected to be the larger units, likely mostly 2 and 3 bedroom suites targeted to families.

Each of the 3 phases will include either a separate common building or attached common space for meeting and program space, child care, storage and/or other compatible uses.

## **AFFORDABILITY OBJECTIVES**

The Salt Spring Island Housing Needs Assessment, as well as feedback from initial community consultations clearly and consistently indicates that the highest needs are for residents of lower incomes. Affordability targets have been established, by balancing the demonstrated needs of the community with the financial feasibility realities of this project.

This project will be developed on a non-profit basis, providing substantial opportunity to deliver both homeowner and rental units at the low-end of the market, ideally with as many as possible well below market. Rental housing is particularly difficult to deliver in lower price ranges, as many residents' incomes are not sufficient to support typical levels of project mortgage financing and management and operating costs.

Provincial and Regional housing grants will be sought to underwrite the costs of units targeted to lower income residents, however, availability is limited and timing uncertain. As such, initial affordability targets set for this project are presented as a range of prices and incomes, recognizing that government or other funding opportunities cannot be guaranteed to enable delivery to lower targets.

Preliminary project costing models have been developed and reviewed by a professional Quantity Surveyor. These provided preliminary estimates of sales prices and rental rates required to cover costs, and have defined the ‘high’ end of the range of target prices, and resulting incomes targeted for both homeowner and rental units.

Target levels for senior government grants and partnering non-profit housing society fundraising initiatives have also been developed, based on funding that may typically be available to an affordable housing project of this sort. This has defined the targeted low end of the range of prices (and resulting incomes targets), and best efforts will be made to secure government, foundation and other funding commitments to allow as many lower priced units as possible.

Provided below are estimates of range of housing prices we expect to offer, targeting the ‘average’ by securing grants and other fundraising to introduce as many in the ‘low’ range as possible.

Estimates of incomes required for each unit type and price range are based upon standard mortgage qualification criteria (75% loan, 6% long term interest rate, 25-year amortization, and payments of 30% of income) for home purchases, and 30% of income for rental housing.

This provides a fairly broad range of pricing and incomes, consistent with the project’s objective of meeting a diversity of needs.

<i>Unit Types</i>	<i>Total</i>	<u>Preliminary sales, rental targets</u>			<u>Preliminary income targets</u>		
		<i>Low</i>	<i>Avg.</i>	<i>High</i>	<i>Low</i>	<i>Avg.</i>	<i>High</i>
Homeowner units	40	\$212,500	\$250,000	\$287,500	\$40,800	\$48,000	\$55,200
Tiny homeowner	10	\$125,000	\$150,000	\$175,000	\$24,000	\$28,800	\$33,600
Rental units	20	\$450	\$600	\$750	\$18,000	\$24,000	\$30,000
Tiny rental units	<u>10</u>	\$325	\$350	\$375	\$13,000	\$14,000	\$15,000
Total units	80						

We recognize that this produces a crude estimate of affordability, however, it does provide useful benchmarks and targets for costing and fundraising, and to signal intentions for the rezoning process.

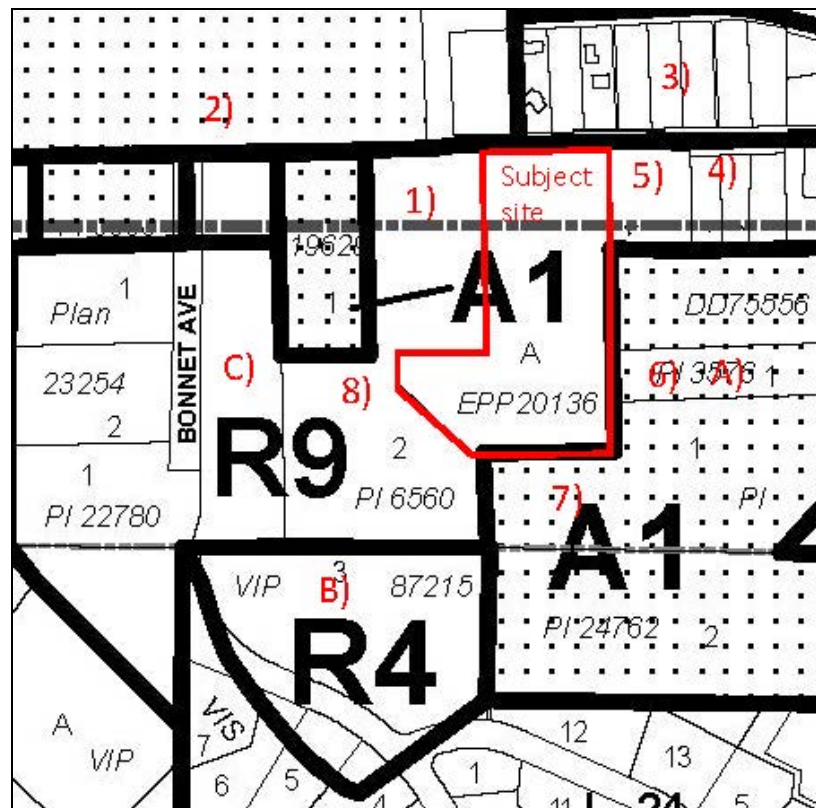
There may be various other mechanisms to assist a family with their shelter costs, including such things as private gifts or loans for higher ratio financing, or rent-to-own scenarios, etc. These techniques, while appropriate and available in some circumstances, have not been considered in this analysis.

A review of Salt Spring’s existing housing supply, with comparisons to the needs as identified in the Housing Needs Assessment is further detailed in **Appendices 8-11**.

## 9. CURRENT USE OF ADJACENT PROPERTIES

The general character Drake Road is rural residential. Current uses of **adjacent properties 1-8** are listed below, with locations identified on the map.

- 1) Phoenix School adjacent to the west
- 2) Mouat Park across Drake Road to the northwest
- 3) Single family residential across Drake Road to the northeast
- 4) Single family residential along Drake Road to the east
- 5) Our Lady of Grace Catholic Church along Drake Road to the east
- 6) Single family residential on larger acreages along the east
- 7) Single family residential on larger acreages along the south
- 8) Green space and proposed community garden to the southwest



Other **nearby non-profit housing sites A-C** identified on the map that could produce mutual benefits from joint planning and/or site servicing include the following:

- A) Abbeyfield and IWAV – 3 acres, zoned A1
- B) Community Services Society – 5 acres, zoned R4
- C) Lion’s Club – 3 acres (est.), zoned R9

# 10. REASONS TO SUPPORT BYLAW AMENDMENT

The key reasons to support this rezoning proposal are as follows:

## ***Affordability and Need***

- The home pricing and rental ranges target some of the Island's greatest needs, as identified in Salt Spring's Housing Needs Assessment.
- Income targets for homeowner units range from \$40,800 to \$55,200, or as low as \$24,000 to \$33,600 or a small number of 'tiny homes'.
- Income targets for rental units range from \$18,000 to \$30,000, or as low as \$13,000 to \$15,000 for a small number of 'tiny homes'.

## ***OCP Affordability Objectives***

- The proposal meets many of the housing affordability objectives in the OCP and produces affordable homeowner and rental housing.
- It is appropriately located on the outskirts of Ganges Village, close to all services and amenities.
- The project can accommodate families, singles, seniors and/or be accessible to persons with disabilities.
- The proposal represents collaboration with senior government, the CRD, local housing providers and trades, and multiple funding partners.

## ***Community Project***

- This is a community partnership, designed to be developed and operated on a non-profit basis.
- Guiding principles include meaningful neighbourhood consultation and community communication.
- Priority use of local professionals and trades will build capacity and economic development opportunities wherever possible.
- Efforts will be made to coordinate planning and development with other property owners in the neighbourhood.
- Efforts will be made to collaborate with other community organizations to implement, where applicable, other compatible community objectives.
- School student involvement will be considered where appropriate.

Further details on each of these key reasons to support the bylaw amendment are provide on the following pages.

## **AFFORDABILITY AND NEED**

This project is in response to SSI's long-standing shortage of affordable housing, and was initiated and motivated by the School District's desire to help maintain school enrollment and reverse the trend of declining numbers of young families on Salt Spring Island.

It is planned and designed to be needs-based, using the Islands Trust initiated Housing Needs Assessment (2009) as a guide. The Housing Needs Assessment is identified in the OCP as a tool to help the Local Trust Committee to set priorities:

### **B.2.2 Affordable, rental and special needs housing**

B.2.2.2.1 The Local Trust Committee will initiate a Housing Needs Assessment, to be updated regularly and on the basis of which the Local Trust Committee may establish priorities for consideration of affordable housing applications.

For the purposes of housing affordability, we will refer to `households`, which is used by CMHC as more appropriate measure than `census families`. Households include all persons living in a given dwelling, whereas families exclude single individuals. Single persons form close to one third of Salt Spring's population according to the 2006 Census (1,360 one-person households of 4,320 total households), making this an important demographic to consider and include wherever possible and practical.

**According to the Housing Needs Assessment, median household income from the 2006 Census was \$45,693.**

## **OCP HOUSING AFFORDABILITY OBJECTIVES**

This project intends to meet the following affordable, rental and special needs objectives stated in the OCP:

### **B.2.2 Affordable, rental and special needs housing**

#### **B.2.2.1 OBJECTIVES**

- B.2.2.1.1 To provide opportunities for the creation of affordable, rental and special needs housing.
- B.2.2.1.2 To integrate affordable, rental and special needs housing into appropriate residential areas where community services are most accessible.
- B.2.2.1.3 To provide, through zoning, the opportunity for island seniors to remain in the community, especially in their own or their families' homes.
- B.2.2.1.4 To cooperate with senior governments, the Capital Regional District, housing industry, funding sources and community organisations to provide affordable, rental and special needs housing on Salt Spring Island.

## SSI HOUSING NEEDS ASSESSMENT 2009

This project is designed to be needs-based, with Terms of Reference as defined in the Memorandum of Understanding between the School District and the CRD specifically requiring consideration of the 2009 Housing Needs Assessment. This concluded:

*“There is a critical and increasing need for more affordable housing to satisfy Salt Spring’s population’s most basic requirements. There is a large gap in the supply of homeowner housing that is attainable to the general population. The supply of rental housing is in very short supply, often in poor condition and likewise very expensive, and a portion of the supply is only available seasonally. There is an increase in homeless persons, many of which are harder to house because they need additional supports.”*

## GAPS IN SUPPLY 2009

The Housing Needs Assessment specifically identified a gap in supply of homeownership units in the \$300,000 and lower price range, with a good supply in all price ranges over that amount. The assessment identified an extreme lack of homeowner options for households earning under about \$45,000.

Likewise with rental housing, the Needs Assessment identified little available supply (that is in good condition) for lower income residents, with gaps especially for one person households and female-led single parent families with incomes under about \$33,000.

Excerpts of the relevant sections of the Housing Needs Assessment (HNA) that calculates affordability levels based on to Salt Spring demographics and income are included in **Appendix 11**.

## HOUSING SUPPLY 2013 COMPARED TO 2009 HNA

Pending the next update to the SSI Housing Needs Assessment to reflect new Census and current housing market data, a brief review of the existing housing supply was undertaken to identify broad changes in the market since 2009. Please see **Appendices 8-10** for homeowner and rental supply details.

The objective is to clearly demonstrate that this project is targeting a segment of the population whose housing needs are unlikely to be able to be met in the market due to affordability reasons.



### ***Affordability of Existing Homeowner Supply***

July 2013 listings of single family homes and townhouses (SF & TH) provided by the 'DataWiz' produced by local Realtor Tom Navratil were summarized to calculate incomes required to afford existing supply (see **Appendices 8-9** for details).

<u>SF &amp; TH</u>	<u>Jul-2013</u>	<u>Income req'd</u>
Average \$	\$677,650	\$130,000
Median \$	\$549,900	\$105,000

This data suggests that while prices have dropped substantially in recent years, most of the supply remains unaffordable to many Salt Spring residents. In order to afford an average-priced home (\$677,650), a household income of approximately \$130,000 is required (using conventional mortgage lending criteria). To afford a median-priced home (\$549,900), an income of \$105,000 would be required.

Using 2006 median household income of \$45,693 as a benchmark, an affordable homeowner supply would have a median price of \$196,400, significantly lower than current available supply. Please see **Appendix 11** for excerpts of the 2009 Housing Needs Assessment for details of this calculation.

Within the current supply, there are only 2 listings of homes under \$200,000, and few options for those seeking homes under \$250,000. This means little affordable to families earning under about \$55,000, and virtually none for those earning less than \$45,000.

### ***Affordability of Rental Supply***

A brief and very simple review of the rental housing listed on the Salt Spring Exchange and in the Driftwood was also undertaken to calculate incomes required to afford existing supply (see **Appendix 10** for details).

An estimate of income required to afford existing supply is based on the standard benchmark of 30% of income, as follows:

<u>Unit type</u>	<u># listed</u>	<u>avg.\$</u>	<u>income</u>
	<u>Jul-13</u>	<u>Jul-13</u>	<u>req'd</u>
Rooms	7	\$500	\$20,000
Bachelor	5	\$606	\$24,240
1-bedroom	11	\$845	\$33,800
2-bedroom	16	\$1,134	\$45,360
3-bedroom	<u>10</u>	<u>\$1,623</u>	<u>\$64,920</u>
Total/Avg.	50	\$1,016	\$40,159

This data suggests that there are very few rental options for very low income singles, virtually none for very low income families, and few for families earning below the median household income of \$45,693.

## **GAPS IN SUPPLY 2013**

While this supply and affordability review does not constitute a full community needs assessment, it does confirm many of the findings from the 2009 study. Some of the conclusions regarding more affordable options include:

### ***Homeowner Housing***

- There remain virtually no homeowner options under \$200,000.
- There is currently a modest supply of homes in the \$200,000 to \$300,000 range, which has not been available in many years.
- There is a very strong supply of homes in the \$300,000 to \$400,000 range, representing a significant increase over previous years, and providing options for households with incomes ranging from \$57,000 to \$76,000.
- The largest supply is in the \$400,000 to \$500,000 range, providing many options and good choice for households with income of \$76,000+.

### ***Rental Units***

- There are virtually no available units under \$500, affordable to individuals earning under \$20,000.
- There are no family units (2-bed +) under \$800, affordable to families earning under \$32,000.
- There are very few family units (2-bed +) under \$1,000, affordable to families earning under \$40,000.
- There is a modest supply of family units affordable to households of median income and above.

## **HOW THIS PROJECT ADDRESSES CURRENT NEED**

### ***Homeowner Affordability***

This project will target gaps in the supply of lower priced homes, affordable to residents of low to moderate income. Homeowner needs targeted are primarily in the \$250,000 range, affordable to those earning between \$40,800 and \$55,200. Included in the proposal are also 10 ‘tiny homes’ targeting pricing around \$150,000, affordable to those earning as little as \$28,800. Please see p. 20 for proposed sales price ranges.

### ***Rental Affordability***

This project will primarily target residents of low to moderate income, with efforts to bring average rents in around \$600 (range of \$450 to \$750). Accordingly, most rental units should be affordable to those earning between \$18,000 and \$30,000. Plans are to include some ‘tiny’ rental units with rents as low as \$375, affordable to those earning as little as \$15,000. Please see p. 20 for proposed rental rate ranges.

## **COMMUNITY ENGAGEMENT AND SUPPORT**

This project is truly a community partnership with the land donated by the School District, CRD holding the land and overseeing the development, and a to-be-formed Community Liaison Committee to ensure community perspectives are considered. The Liaison Committee membership will include representatives of the Salt Spring Island Housing Council Society, whose mandate is to oversee implementation of the SSI Community Affordable Housing Strategy and as such has a strong appreciation of community needs and priorities.

This project also has the support of CMHC and the BC Real Estate Foundation, who have funded much of the pre-development work to-date. BC Housing is now involved as well, which will enable the inclusion of housing targeted to lower income families and individuals.

### ***Guiding Principles***

The Memorandum of Understanding under which this project is governed is quite specific with regards to expectations about community engagement, including the following guiding principles:

- Meaningful neighbourhood consultation,
- Regular community communication,
- Capacity development,
- Priority use of local professional and trade expertise,
- Coordination of development with neighbouring land owners, and
- School student involvement

We recognize that while affordability is a critical objective, other community objectives are also important, and as such the Memorandum of Understanding also lists as the following guiding principles:

- Environmental sustainability
- Consistency with OCP policies
- Good growth management practices

### ***Community Consultations***

In order to gauge community reaction to preliminary plans, two interactive information sessions were held in late 2012, targeted to the following Stakeholders:

- Non-profit housing providers, and
- Phoenix School community and Drake Road neighbours.

The SSI Housing Council planned and hosted the information sessions. The format was a mix of presentation, self-guided and guided tours through display materials, and an interactive site design exercise.

After presentations, participants were requested to complete a survey of their perspectives on the key elements of the plan and how it responds to housing needs in the community, and about potential impacts to the neighbourhood.

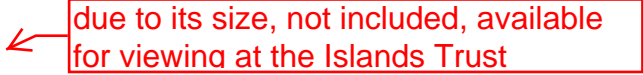


Feedback in both information sessions and surveys was positive, with no messaging that would suggest major changes to the basic project assumptions or direction. The only exceptions were a stronger than expected preference for rental, and an expression of need for both lower priced homeowner units and rental rates.

These concerns about affordability and rental supply, led to a decision by the Steering Committee to increase the proposed number of units from 60 to 80 as a key strategy to introduce better affordability. Accordingly, the current plan includes an additional 10 'tiny' homeowner units, and 10 'tiny' rental units targeted to lower income residents, for a total of 80 units.

We recognize that any increase in density will be of interest and possibly of concern to residents in the neighbourhood, and are committed ongoing discussions to hear their perspectives and to find solutions to address any concerns they may have.

Included in **Appendices 12-13** for reference are copies of the display materials and surveys from the information sessions, and a report on the outcome.

# 11. APPENDIX

1. Environmental and Ecological Assessment 
2. Preliminary Drainage Plan
3. Phase I Environmental Site Assessment
4. Site Plans
5. Transitions Salt Spring's Community Energy Group letter of interest
6. North Salt Spring Waterworks water availability letter
7. Ganges Sewer Commission sewerage capacity availability letter 
8. Changes in Housing Supply 2009-2013
9. Homeowner Housing Supply July 2013
10. Rental Housing Supply July 2013
11. Excerpts of the relevant sections of the Housing Needs Assessment (HNA) 
12. Community Consultations: display materials
13. Community Consultations: outcome and survey results

**165A HIGH HILL ROAD,  
SALT SPRING ISLAND, BC.,  
CANADA, V8K.2N6  
250.537.5066tel,250.537.4602fax.  
e-mail pgrange@telus.net**

Ms Elizabeth White  
Co-ordinator  
elizwhite@saltspring.com,  
537 2616

7 May 2008

**RE: GISS DRAKE SITE EVALUATION--STORMWATER PLAN**

Dear Elizabeth,

Further to our several site and other meetings this is to summarise our preliminary assessment of the site from a drainage and storm-drainage point of view.

- 1.0 I understand the project contemplates some of the following:
  - 1.1 An agricultural area of about 4000 m<sup>2</sup> (about an acre).
  - 1.2 Pond storage of irrigation water, and possible habitat/wetlands as space permits.
  - 1.3 Residual areas of natural or managed forest.
  - 1.4 Some 50 Affordable Housing units whose footprint will be of the order of 100m<sup>2</sup> (1000 ft<sup>2</sup>).  
Out buildings, access drives and parking, say of the order of a further 100m<sup>2</sup> per unit.
  - 1.5 A school of similar size to the existing facilities, say 1600m<sup>2</sup> footprint.(40x40?)
  - 1.6 Some "green" measures may be incorporated if affordable to reduce the degree of imperviousness of the surfaces created.
- 2.0 General observations so far suggest that the site receives upland surface and ground water, particularly from the evolving project underway known as 3Point Properties development.
  - 2.1 The surface runoff component appears to be concentrated in one "creek" at the SW part of the site. This may change somewhat with development of the "affordable housing project" above & adjacent to this site.
  - 2.2 Several in site ditches have created a complex of drainage paths which will be rationalised during the design process as will the numerous (winter?) seepages & springs.
  - 2.3 The out fall of all surface flows is to the ditch system to Drake road. This runs east before passing down hill to Ganges creek via the ArtSpring site.
  - 2.4 An old channel to the east of the property is no longer carrying flow to the harbour, a decision whether to re-connect will be part of the process.
- 3.0 The extract below from the OCP for SSI outlines the obligations as far as storm-drainage for developments within the village. These are taken to include --
  - 3.1 the management of upland stormwater through the site, with appropriate protection of site facilities.
  - 3.2 the capture of runoff to impervious surfaces created by the development for the purpose of attenuation of runoff rate and storage of small storm volumes, to mitigate downstream effects.
  - 3.3 the consideration of the existing drainage paths to an out fall of Ganges Creek to the foreshore to ensure general protection of properties enroute.
  - 3.4 It is not known whether the presence of fish habitat in the lower reaches of Ganges Creek will require a RAR (Riparian Areas Regulation ) study. (see K Reimer R P Bio.).

- 4.0 CONCEPT---this is very preliminary and intended as a working framework for other concept planning areas only.
- 4.1 Upland Waters over which we have no control (or responsibility) would be carried in a through site channel, created to carry the 100 year flood event safely through to Drake road's ditch system.
- 4.2 A device within this channel could allow lower flows to enter the site system for purpose of filling ponds for irrigation and other aesthetic purposes.
- 4.3 Water storage ponds, of which there are already two, can be created/enhanced in the upper part of the site to store (and warm up) irrigation water for agricultural use. Feed to cultivated areas can then be by gravity ( ie low pressure but reliable).
- 4.4 A storage pond could be built near the lowest level of the site to receive all captured impervious surface waters, and perhaps ground water from areas to be kept drier. It can also be fitted with a pumping station to raise water to the irrigation storage ponds.
- 4.5 This pond can also provide live storage volume to attenuate outflow rates from the site during small (2yr.)storms.
- 4.6 This pond can be arranged as a sediment trap during the construction period, fitted with filter barriers to protect downstream habitat.
- 4.7 Below ground storage volume and outflow rate control can also be used, which has an advantage in that it encourages ground re-charge, the location could not conflict with other uses. For instance each unit or group could have a mini ground recharge "field" which cuts down on the accumulation of this issue ultimately to the bottom level of the site.
- 4.8 Consideration could be given to new drainage paths toward the ocean outfall, both through Mouat Park ( recharge system) and via an existing drainage ROW. just across Drake road(to be confirmed)

## 5.0 GENERAL SIZES

- 5.1 Allowing 200m<sup>2</sup> per unit plus a 1600m<sup>2</sup> school suggests a total impervious area of 11600m<sup>2</sup>---ie this is = 1.16 Ha.
- 5.2 Volume Storage and rate reduction parameters of  
 Storage volume = 100m<sup>3</sup> per Ha.  
 Peak outflow rate = 10L/sec. per Ha.  
 this suggests a live storage volume of 116 m<sup>3</sup>
- 5.3 A trapezoidal pond(4.4 above) of 10 x 20 m. could provide about 90 m<sup>3</sup> in the upper 0.5m operable range. The out-fall area could be a constructed wet-land & bio-filter, as large as feasible.
- 5.4 Below ground infiltrator chambers can provide about 16m<sup>3</sup> per 100m length. (need about 150m?)
- 5.5 These requirements would be reduced by non pervious surface driveways parking etc.
- 6.0 IRRIGATION---this is very preliminary
- 6.1 ( "from previous SS project 7.1 acre feet per annum for 6-8 acres cultivated, looks like 1 acre foot a reasonable working assumption")
- 6.2 For an agricultural area of about 4000m<sup>2</sup> ( 1 acre) we understand about 1233m<sup>3</sup> per annum (1 acre-foot) is suggested.
- 6.3 Average Daily volume= 1233/120= 10 m<sup>3</sup> per day  
 Daily depth requirement over 120 days ( please check this irrigation window)  
 = 1233/4000/120 = 0.0026m/day ie. 0.26cm per day ( about 0.1" )

- 6.4 A trapezoidal pond (4.3 above) of 15 x 40 m. x 3.0 deep could provide about 1130 m<sup>3</sup>
- 6.5 A well running at 15L/min ( 3 Imp.Gall/min) could produce 10 m<sup>3</sup> in a 12 hour day.
- 6.6 Conclusion the above assumptions should be checked and a combination of these resources examined for feasibility.
- 7.0 We trust this summary is sufficient at this time and we look forward to meeting with you to discuss issues and solutions . Please call if further questions arise.

Yours Sincerely,  
Philip J Grange P Eng.  
per **GRANGE ENGINEERING ASSOCIATES LTD.**

**SSI. OCP--VOLUME-2**  
**DEVELOPMENT PERMIT AREA #1--ISLAND VILLAGES**

**E.1.10 Guidelines regarding Stormwater Drainage and Water Pollution**

*E.1.10.1 New commercial, industrial, institutional and multi-family residential developments that will create more*

*than 280 m<sup>2</sup> of new impervious surfacing should include a report prepared by a Professional Engineer that determines the extent of changes to the natural drainage. It should identify any conditions that should be incorporated into the development permit to protect property from flooding, erosion or from other undesirable impacts as the result of changes to stormwater runoff. Particular attention should be paid to ensuring that drainage changes will not result in detrimental impacts such as flooding or reduced groundwater availability on agricultural lands or watercourses that either adjoin the development or are located in the same watershed.*

*E.1.10.2 Developments that would create less than 280 m<sup>2</sup> of impervious surface area should not alter drainage*

*in a way that would cause detrimental impacts on other properties, including agricultural land. The Trust Committee could request that a drainage plan be prepared by a Professional Engineer to assist it in establishing development permit conditions related to drainage,*

*E.1.10.3 Development should not result in the pollution of surface or groundwater supplies. Particular care should be taken to ensure that there are no detrimental impacts on agricultural land or to fishbearing watercourses because of water pollution.*

*Note: Applicants are referred to B.C. Ministry of Environment, Lands and Parks (1992) for mechanisms to minimize stormwater pollution in a manner that will meet the objectives and guidelines of this Development Permit Area.*

**Illustration and Information Sources for Development Permit Area 1:**

*Arendt, R. 1994.*

*Rural by design: maintaining small town character. Planners Press. American Planning Association. Washington, D.C.*

*B.C. Agricultural Land Commission. 1993.*

*Landscaped buffer specifications. Burnaby, B.C.*

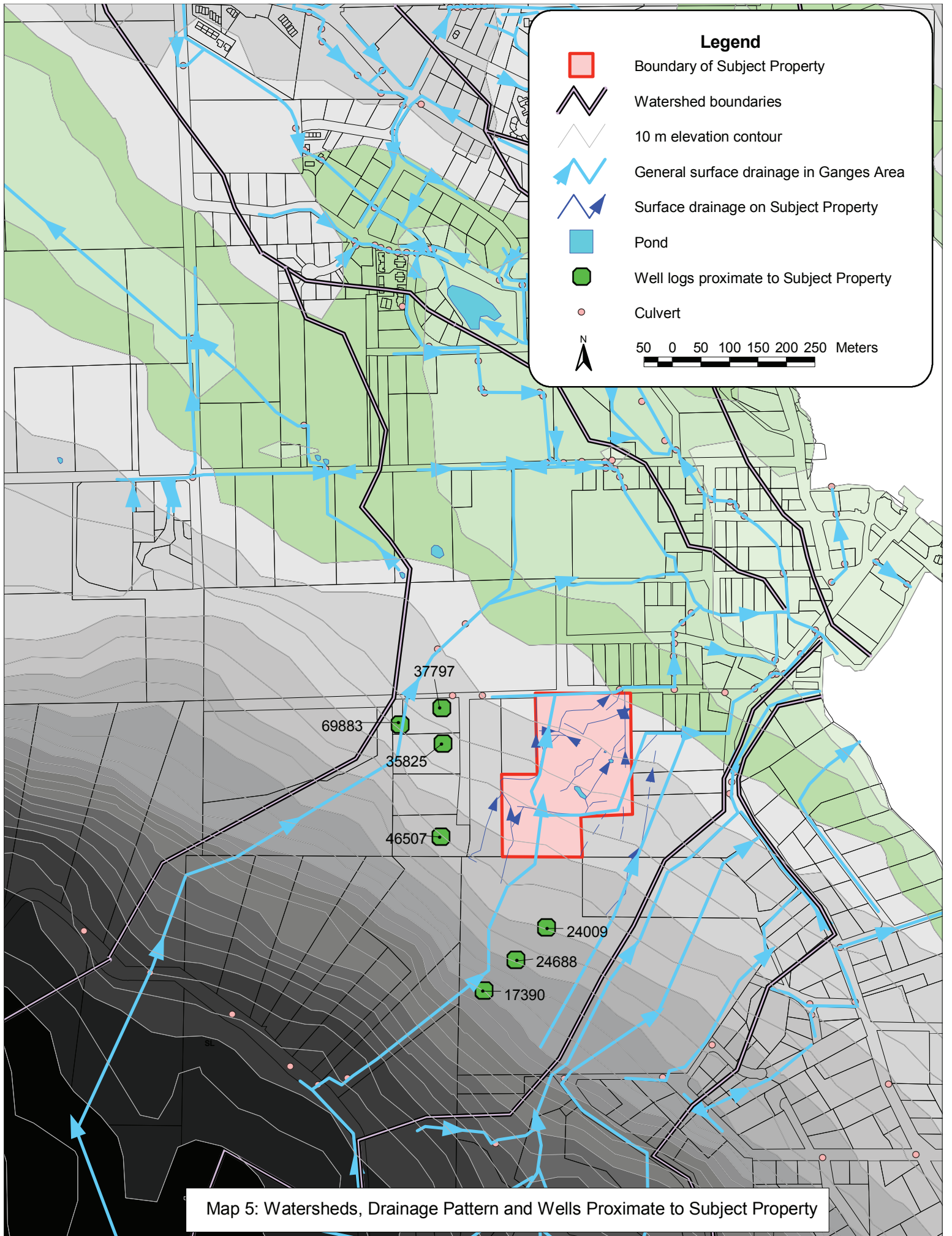
*B.C. Ministry of Agriculture, Fisheries and Food. 1996.*

*Strengthening farming in British Columbia. A guide to implementation of the Farm Practices Protection (Right to Farm) Act. Victoria. B.C.*

*B.C. Ministry of Environment, Lands and Parks. 1992.*

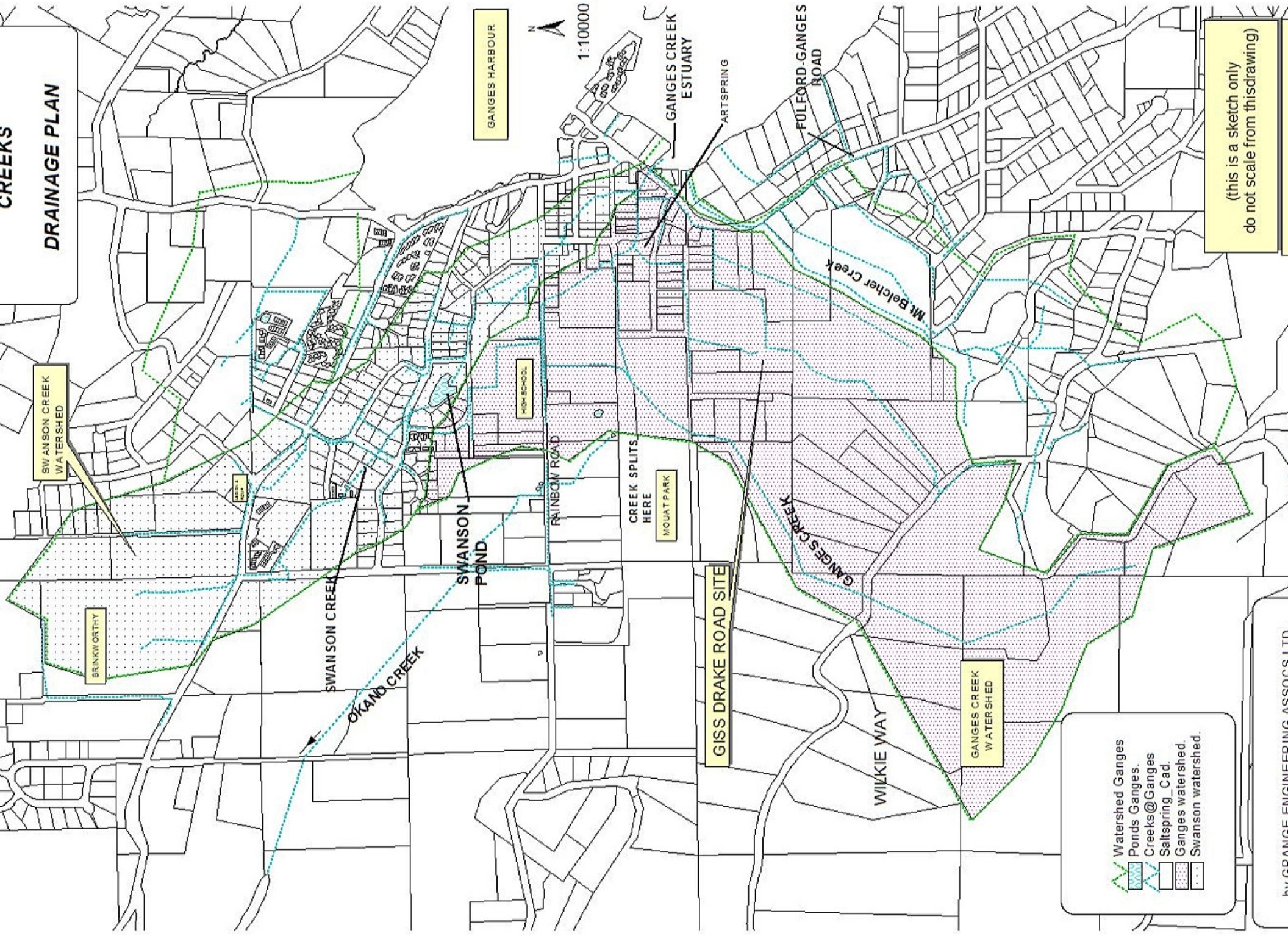
*Urban Runoff Quality Control Guidelines for British Columbia.*





Map 5: Watersheds, Drainage Pattern and Wells Proximate to Subject Property

DRAINAGE PLAN



SWANSON CREEK WATERSHED

BRANKWORTHY

SWANSON CREEK

OKANO CREEK

SWANSON POND

GANGES HARBOUR

HIGH SCHOOL

RAINBOW ROAD

CREEK SPLITS HERE

MOUT PARK

GISS DRAKE ROAD SITE

WILKIE WAY

GANGES CREEK WATERSHED

GANGES CREEK ESTUARY

ARTSPRING

FULFORD-GANGES ROAD

Mt Belcher Creek



1:10000












Legend:

- Watershed Ganges
- Ponds Ganges
- Creeks @ Ganges
- Saltspring, Cad.
- Ganges watershed
- Swanson watershed

(this is a sketch only do not scale from this drawing)

**DRAINAGE STUDY  
for  
GISS. DRAKE ROAD SITE**

**MARCH 2008**

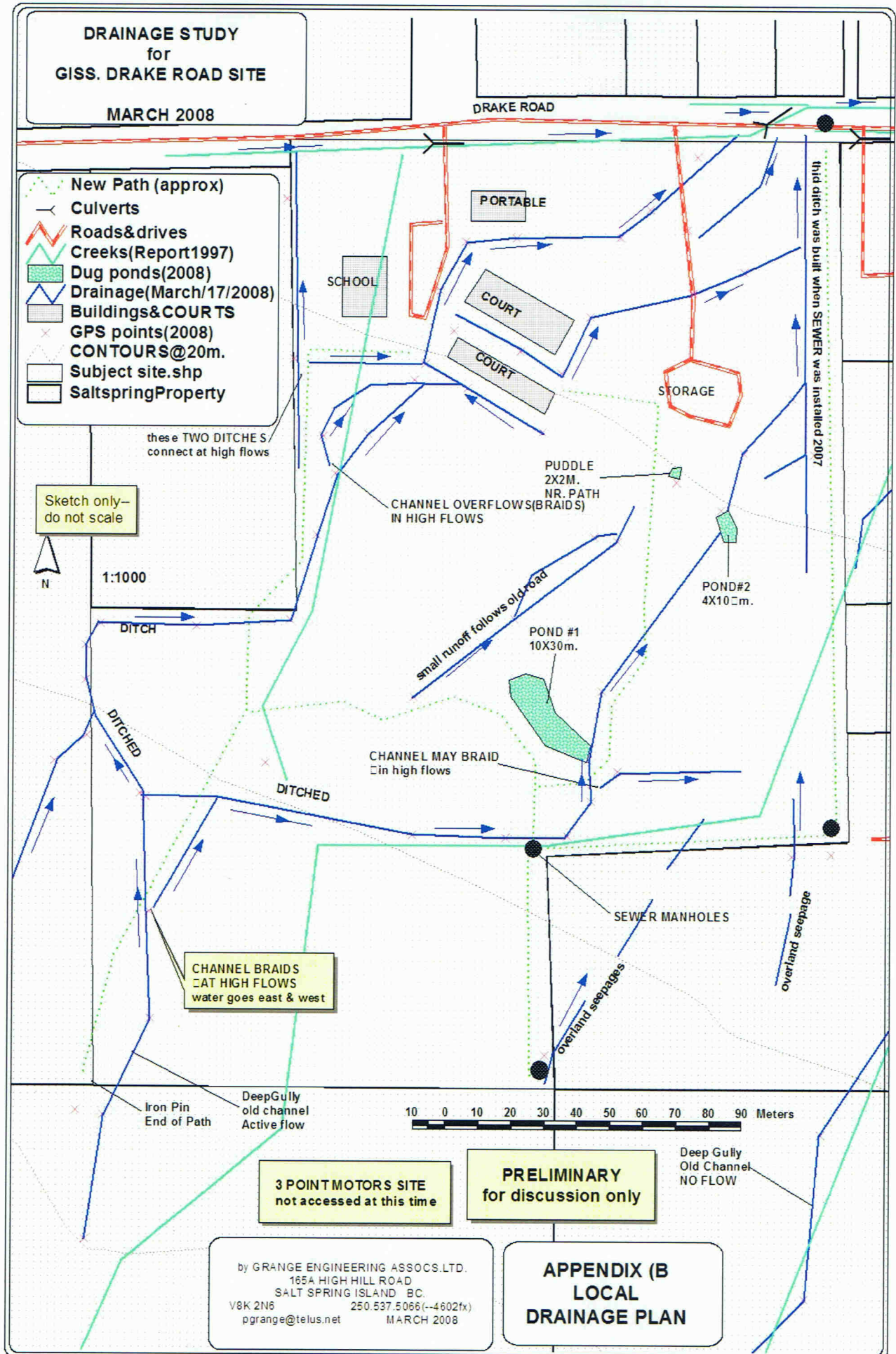
-  New Path (approx)
-  Culverts
-  Roads & drives
-  Creeks (Report 1997)
-  Dug ponds (2008)
-  Drainage (March/17/2008)
-  Buildings & COURTS
-  GPS points (2008)
-  CONTOURS @ 20m.
-  Subject site.shp
-  Saltspring Property

these TWO DITCHES connect at high flows

Sketch only—  
do not scale

N

1:1000



**CHANNEL BRAIDS  
AT HIGH FLOWS  
water goes east & west**

Iron Pin  
End of Path

Deep Gully  
old channel  
Active flow

10 0 10 20 30 40 50 60 70 80 90 Meters

**3 POINT MOTORS SITE  
not accessed at this time**

**PRELIMINARY  
for discussion only**

Deep Gully  
Old Channel  
NO FLOW

by GRANGE ENGINEERING ASSOCS.LTD.  
165A HIGH HILL ROAD  
SALT SPRING ISLAND BC.  
V8K 2N6 250.537.5066(--4602fx)  
pgrange@telus.net MARCH 2008

**APPENDIX (B  
LOCAL  
DRAINAGE PLAN**



**PHASE I ENVIRONMENTAL SITE ASSESSMENT**

***SCHOOL DISTRICT NO. 64 PROPERTY  
163 DRAKE ROAD  
SALT SPRING ISLAND, BRITISH COLUMBIA***

**Submitted to:  
SD64 (Gulf Islands)  
112 Rainbow Road  
Salt Spring Island, British Columbia V8K 2K3**

**Submitted by:**



**O'CONNOR ASSOCIATES ENVIRONMENTAL INC.**

**19890 - 92A Avenue  
Langley, British Columbia V1M 3A9  
Tel: 604-513-1000  
Fax: 604-513-1040**

**June 24, 2008**

**10-8244**

**This Phase I environmental site assessment report has been prepared for the exclusive use of School District No. 64, its solicitors, lenders, engineers and consultants, for the purposes of a current transaction, in accordance with the agreed scope of work. Any use which another party makes of this report, or any reliance on, or decisions made, based on the report is the responsibility of such other party. O'Connor Associates Environmental Inc. accepts no responsibility for damages, if any, suffered by any other party as a result of decisions made or actions taken on the basis of this report.**

## EXECUTIVE SUMMARY

Under the authorization of School District No. 64, O'Connor Associates Environmental Inc. (O'Connor) conducted a Phase I environmental site assessment of the property located at 163 Drake Road, Salt Spring Island, British Columbia (the Subject Property). The purpose of the assessment was to identify potential environmental concerns at the Subject Property arising from present and past activities on the site and the surrounding properties.

The Subject Property is currently owned and operated by School District No. 64 and is located in a predominantly residential area. The property encompasses an area of approximately 4.8 ha and is occupied by two buildings: a schoolhouse and a portable. The house on the property was constructed in 1979 and converted to a school in 1992. The portable was added in 1997 and is used as a classroom. The Subject Property is currently used as an alternative elementary school. The schoolhouse building is two stories and contains an office, a kitchen, and multiple classrooms. Other site facilities include: a parking area to the northeast of the schoolhouse; a basketball court to the east of the schoolhouse; and a playground to the west of the schoolhouse.

Based on our review of the available information and our site reconnaissance on 2008-05-21 we have found no documentation or visible evidence to indicate that there are any Areas of Potential Environmental Concern (APECs) or Potential Contaminants of Concern (PCOCs) at the Subject Property or on surrounding properties. However, we note that there is the potential that stove oil aboveground storage tanks (ASTs) may have existed historically on the property and that a former septic field may still remain on the property. The concerns associated with stove oil ASTs would generally be considered less than those for underground storage tanks (USTs) because an AST would be less susceptible to corrosion and leaks could be detected visually. When designed and operated properly, septic systems do not typically cause contamination (consisting of nitrates and bacteria/viruses) extending beyond the septic field. Based on the above information, we would consider the environmental risk associated with the potential for a former stove oil AST and a septic field to be relatively low. Similarly the environmental risk to the Subject Property due to potential stove oil ASTs and septic fields that may have existed on adjacent properties is considered low.



## TABLE OF CONTENTS

	Page
<b>1.0 INTRODUCTION.....</b>	<b>1</b>
<b>1.1 Scope of Work .....</b>	<b>1</b>
<b>1.2 Methodology .....</b>	<b>1</b>
<b>1.3 General Description of the Subject Property .....</b>	<b>2</b>
<b>2.0 SITE DESCRIPTION.....</b>	<b>2</b>
<b>2.1 Site Features .....</b>	<b>2</b>
<b>2.1.1 Topography and Drainage.....</b>	<b>2</b>
<b>2.1.2 Geology/Hydrogeology.....</b>	<b>2</b>
<b>2.2 Precipitation .....</b>	<b>3</b>
<b>2.3 Surrounding Land Use .....</b>	<b>3</b>
<b>3.0 AGENCY RECORDS REVIEW .....</b>	<b>3</b>
<b>3.1 Provincial Site Registry Search .....</b>	<b>3</b>
<b>3.2 Water Well Search.....</b>	<b>4</b>
<b>4.0 MUNICIPAL RECORDS .....</b>	<b>4</b>
<b>5.0 HISTORICAL REVIEW .....</b>	<b>5</b>
<b>5.1 Historical Aerial Photographs .....</b>	<b>5</b>
<b>5.2 Street Directories .....</b>	<b>6</b>
<b>5.3 Historical Fire Insurance Plans .....</b>	<b>6</b>
<b>5.4 Land Titles.....</b>	<b>7</b>
<b>5.5 Previous Environmental Investigations/Reports .....</b>	<b>7</b>
<b>6.0 CURRENT SITE FACILITIES .....</b>	<b>8</b>
<b>6.1 Buildings and Facilities.....</b>	<b>8</b>
<b>6.2 Services.....</b>	<b>8</b>
<b>6.3 Processes and Operations.....</b>	<b>8</b>
<b>6.4 Underground and Aboveground Storage Tanks.....</b>	<b>8</b>
<b>6.5 Sumps and Drains.....</b>	<b>8</b>
<b>6.6 Pits and Lagoons .....</b>	<b>9</b>
<b>6.7 Stains and Stressed Vegetation .....</b>	<b>9</b>
<b>6.8 Urea Formaldehyde Foam Insulation .....</b>	<b>9</b>
<b>6.9 Lead-Based Paint .....</b>	<b>9</b>
<b>6.10 Polychlorinated Biphenyls .....</b>	<b>9</b>
<b>6.11 Asbestos Containing Material.....</b>	<b>10</b>
<b>6.12 Ozone Depleting Substances .....</b>	<b>10</b>
<b>6.13 Radon .....</b>	<b>10</b>
<b>6.14 Chemicals and Hazardous Substances.....</b>	<b>10</b>
<b>6.15 Waste Management Practices .....</b>	<b>10</b>



10-8244

<b>7.0</b>	<b>SUMMARY OF ENVIRONMENTAL CONCERNS AND RECOMMENDATIONS.....</b>	<b>11</b>
<b>8.0</b>	<b>LIMITATIONS.....</b>	<b>11</b>
<b>9.0</b>	<b>CLOSURE .....</b>	<b>12</b>

**APPENDICES:**

<b>APPENDIX A</b>	<b>SITE PHOTOGRAPHS</b>
<b>APPENDIX B</b>	<b>CANADIAN CLIMATE NORMALS</b>
<b>APPENDIX C</b>	<b>PROVINCIAL SITE REGISTRY SEARCH</b>
<b>APPENDIX D</b>	<b>WATER WELL SEARCH</b>
<b>APPENDIX E</b>	<b>MUNICIPAL RECORDS</b>
<b>APPENDIX F</b>	<b>AERIAL PHOTOGRAPHS</b>
<b>APPENDIX G</b>	<b>LAND TITLES</b>



## 1.0 INTRODUCTION

### 1.1 Scope of Work

Under the authorization of School District No. 64 (SD64), O'Connor Associates Environmental Inc. (O'Connor) conducted a Phase I environmental site assessment (ESA) of the property located at 163 Drake Road in Salt Spring Island, British Columbia (the Subject Property). The purpose of the assessment was to identify potential environmental concerns at the Subject Property arising from present and past activities on the site and the surrounding properties.

### 1.2 Methodology

The Phase I ESA was conducted in general accordance with the Canadian Standards Association Z768-01 Standard for *Phase I Environmental Site Assessments*. Our activities consisted of a site walkover/reconnaissance visit on 2008-05-21, inquiries to various agencies, discussions with available personnel familiar with the Subject Property, and a review of available background information such as aerial photographs, land titles, fire insurance maps, government documents and geologic maps. The site visit was limited to the Subject Property and adjacent publicly accessible areas. This Phase I ESA did not involve intrusive investigations, noise assessments or an evaluation of compliance with government regulations. Conclusions presented herein are opinions expressed by the report authors based on the available information.

Agencies and individuals contacted, and databases reviewed during the Phase I ESA were as follows:

- Dye & Durham Corporation: current and historical land titles;
- University of British Columbia (UBC) - Geographic Information Centre: aerial photographs;
- Salt Spring Island Fire Protection District: Fire Department records search;
- CGI Insurance Business Services: fire insurance maps;
- BC Ministry of Environment (BCMOE) Provincial Site Registry and Water Well Records;
- Vancouver Public Library - Special Collections: directory search;
- Geological Survey of Canada (1983): Geology Victoria, Map 1553A;
- Capitol Regional District (CRD) Building Department: building records; and





- Islands Trust: land use and zoning.

### **1.3 General Description of the Subject Property**

The Subject Property is currently owned and operated by School District No. 64. The property encompasses an area of approximately 4.8 ha and is occupied by two buildings: one schoolhouse and one portable. The vast majority of the site is covered by forest or grass; however, a small parking lot is gravel covered and a basketball court as well as a small area to the north of the school are paved with asphalt.

The schoolhouse is two stories and occupies an area of approximately 120 m<sup>2</sup>. It consists of an office, a kitchen, and classrooms on the upper level as well as a computer room and additional classrooms on the lower level. The portable is a single story classroom and occupies an area of approximately 90 m<sup>2</sup>.

The Subject Property is legally described as Lot 2, Plan 6560, Section 20, Range 3E, Cowichan Land District, Portion NORTH SALT SPRING, Except plan 19629, MHR 41555 (PID: 004-607-295).

The site location and regional topographic features are illustrated on Drawing No. 1.1. A site plan is presented as Drawing No. 1.2. Surrounding land use is presented on Drawing No. 1.3. Annotated photographs of the Subject Property are presented in Appendix A.

## **2.0 SITE DESCRIPTION**

### **2.1 Site Features**

#### ***2.1.1 Topography and Drainage***

The Subject Property generally slopes to the north, and in some locations to the east. Surface runoff at the site is directed towards ditches onsite that drain to the north to a ditch located along Drake Road. The ditches along Drake Road drain to the east. The nearest surface water body is Ganges Creek, which is located approximately 150 m east of the Subject Property.

#### ***2.1.2 Geology/Hydrogeology***

Geology maps of the area indicate bedrock geology in the vicinity of the subject property to consist of shale, siltstone, sandstone and/or conglomerate belonging to the Cedar District and



Extension-Protection Formations of the Upper Cretaceous Nanaimo Group. Based on subsurface topography at the Subject Property, the direction of the shallow groundwater flow is anticipated to be to the northeast, towards Ganges Creek.

## **2.2 Precipitation**

A copy of the Canadian climate normals for Salt Spring Island Cusheon Lake from 1971 to 2000, as published by Environment Canada, is presented in Appendix B.

## **2.3 Surrounding Land Use**

Surrounding land use is shown on Drawing No. 1.3. The Subject Property is situated in an area zoned for residential land use.

Adjacent land use is as follows:

South: residential development in progress.

East: Our Lady of Grace Church and residential properties

West: residential

North: Mouat Park and residential properties

## **3.0 AGENCY RECORDS REVIEW**

### **3.1 Provincial Site Registry Search**

An online search of the BCMOE Site Registry for contaminated sites was completed on 2008-05-15. A copy of the results of the Provincial Site Registry search is included in Appendix C.

The Subject Property was not listed in the Provincial Site Registry. Three properties were identified within a 500 m radius of the site as follows:



- 149 Fulford Road located approximately 380 m to the East-northeast of the Subject Property.
- 106 Lower Ganges Road located approximately 400 m to the northeast of the Subject Property.
- 167 Rainbow Road located approximately 370 m to the north of the Subject Property.

None of the listed properties are considered to be areas of concern for the Subject Property as they are all located in the anticipated downgradient direction of the site, based on topography, and at distances greater than 100 m from the Subject Property.

### **3.2 Water Well Search**

A search of the computerized database of registered water wells and water well location maps, maintained by BCMOE and provided in Appendix D, indicated 79 registered water wells and 8 points of diversion located within 1.5 km of the Subject Property. The 79 wells were not located downgradient of the Subject Property. Only one point of diversion is located downgradient of the Subject Property. The downgradient point of diversion is listed as being used for domestic purposes and is located approximately 200 m from the Subject Property.

### **4.0 MUNICIPAL RECORDS**

According to a letter from the CRD Building Department, dated 2008-06-11 the house on the Subject Property was built in 1979 and was converted to a school in 1992. The portable currently observed on the property was added in 1997. The property was connected to the municipal sewer system in 1990, prior to which time a septic tank and septic field were in operation. A copy of the letter is included in Appendix E.

A zoning map was obtained from Islands Trust on 2008-06-19. As indicated on the map the Subject Property is zoned residential and the surrounding properties are zoned for residential or agricultural use, with the exception of the property to the northwest, which is zoned as parkland. A copy of the information provided by Islands Trust is included in Appendix E.

A letter from the Salt Spring Island Fire Protection District, dated 2008-05-29 indicates that they have no records of underground or aboveground storage tanks at the property and that there have been no fire responses to the property since they started keeping records of responses in 1999. A copy of the letter is included in Appendix E. According to the Deputy Chief, D. Akerman, oil stoves were commonly used for heating purposes prior to electricity connections. Deputy Chief



Akerman notes that the majority of the stove oil was stored in aboveground storage tanks (ASTs) mounted on stands, and the presence of stove oil underground storage tanks (USTs) was rare.

## **5.0 HISTORICAL REVIEW**

### **5.1 Historical Aerial Photographs**

In general, types of land use and distinctive features can be discerned from aerial photographs that are of an appropriate scale. Specific activities, however, are not readily identifiable.

The historical aerial photographs from the years 1932, 1946, 1953, 1962, 1972, 1975, 1980, 1985 and 2005 were obtained and reviewed. Copies of the aerial photographs are included in Appendix F. The review identified the following general information concerning land use and occupancy.

#### ***Subject Property***

A small building, surrounded by forest was visible in the far northeast corner of the Subject Property in the 1932 and 1946 aerial photographs. In the 1953 aerial photograph a small area of land to the west of the building was cleared and a second small square building was visible. A small road or driveway divided the two buildings. The Subject Property appeared generally unchanged until the 1980 aerial photograph when the two buildings were removed, more land was cleared and a new rectangular building was visible in the location and orientation of the current schoolhouse. In the 1985 aerial photograph it appeared that much of the property had been reforested. In the 2005 aerial photograph a small rectangular building was visible to the northeast of the existing building visible in the photographs from 1980 onwards. The features of the Subject Property in the 2005 aerial photograph appear consistent with the current site features.

#### ***Property to the South***

The property to the south of the Subject Property appeared to be undeveloped forest in all the aerial photographs that were reviewed.

#### ***Property to the East***

In the 1932 aerial photographs a patch of forest was cleared and an L-shaped building in the northwest corner of the property to the east of the Subject Property was visible. The property



appeared unchanged until the 1972 aerial photograph when a long rectangular building was visible along the south property line. The property remained generally the same until the 1985 aerial photograph when a small addition to west of the rectangular building was visible and many cars were visible on the property. Another two buildings were visible to the east of the rectangular building in the 2005 aerial photograph.

### ***Properties to the North***

The properties to the north of the Subject Property appeared to be undeveloped forest until the 1962 aerial photograph when the land across Drake Road and to the northeast was cleared and small residential buildings appeared on the properties. These properties remained generally the same in the aerial photographs from 1972 through 2005. The property across Drake Road and to the northwest appeared to be undeveloped forest in all of the aerial photographs.

### ***Properties to the West***

The adjacent property to the west of the Subject Property appeared to be undeveloped forest until the 1972 aerial photograph when a small patch of land was cleared and two small square buildings were visible on the property. The property remained unchanged through to the 2005 aerial photograph. The property farther west, the second property to the west of the Subject Property, appeared to be undeveloped forest until the 2005 aerial photograph when the land was cleared and two buildings were visible.

### ***Summary***

The aerial photographs indicated that the Subject Property and surrounding area were primarily undeveloped or rural residential (including schools and churches).

## **5.2 Street Directories**

Historical street directories were not available for this area.

## **5.3 Historical Fire Insurance Plans**

CGI Insurance Business Services indicated that there are no records of fire insurance maps for the Subject Property and surrounding area.



#### 5.4 Land Titles

Historical land title information was provided by Dye & Durham Corporation. The Subject Property is currently owned by School District No. 64. Land title records indicate that the ownership of the Subject Property was as follows:

- Pre 1894 – Crown Land
- 1894 to 1900 – Charles W. Tolson
- 1900 to 1907 – Ernest George Borradaile
- 1907 to 1912 – Kenneth George Halley
- 1912 to 1947 – Emma Bittancourt
- 1947 to 1978 – Scot Clarke
- 1978 to 1987 – Richard George Clark
- 1987 to 1992 – Island Residences Inc.
- 1992 to Present – School District #64

A copy of the land title records is included in Appendix G.

#### 5.5 Previous Environmental Investigations/Reports

The following report was reviewed by O'Connor Associates:

- *Drake Road Pre-Development Stage 1 Interim Site Report*, prepared by Elizabeth White, March 31, 2008.

The Drake Road Pre-Development Stage 1 Interim Site Report was undertaken to evaluate housing options for the Subject Property and determine the ecological impacts that development may have on the site. It was identified in this report that there is high runoff from the Subject Property which implies an impervious layer close to the surface. The report did not identify any other potential environmental concerns at the Subject Property arising from present or past activities on the site or the surrounding properties.



## **6.0 CURRENT SITE FACILITIES**

O'Connor Associates conducted a site visit on 2008-05-21.

### **6.1 Buildings and Facilities**

The Subject Property is occupied by two buildings: a schoolhouse and a portable. The schoolhouse was built in 1979 and the portable was added in 1997.

The building is owned and operated by School District No. 64, which operates an alternative elementary school (Phoenix Alternative School) on the Subject Property. The majority of the Subject Property area is covered by forest or grass, while a small gravel-covered parking lot is present to the northeast of the schoolhouse and a basketball court and a small area to the north of the school are paved with asphalt. The schoolhouse and portable cover a combined area of approximately 210 m<sup>2</sup>. The schoolhouse building consists of an office, a kitchen, and a number of classrooms.

The building is two stories with a concrete foundation. The walls are constructed of drywall. Flooring throughout the building is linoleum, carpeting, and wood laminate flooring. Suspended ceiling tiles are present throughout the building.

### **6.2 Services**

Water is supplied from the municipal distribution system and the building is connected to the sanitary sewer. Overhead wires were observed during the site reconnaissance, and therefore, it is assumed that electricity and telephone services are provided to the building via the overhead wiring. Electrical baseboard heating was observed throughout the school.

### **6.3 Processes and Operations**

Processes and operations at the Subject Property are limited to elementary school education.

### **6.4 Underground and Aboveground Storage Tanks**

No evidence of USTs or ASTs were noted at the Subject Property.

### **6.5 Sumps and Drains**

No sumps or drains were observed on the Subject Property.



### **6.6 Pits and Lagoons**

No pits or lagoons were observed on the Subject Property during the site visit.

### **6.7 Stains and Stressed Vegetation**

No staining or evidence of stressed vegetation was noted during the site visit.

### **6.8 Urea Formaldehyde Foam Insulation**

Given the age of the building (1979) it is possible that urea formaldehyde foam insulation (UFFI) may be present. The possible presence of UFFI does not represent a considerable environmental or human health concern. The US Environmental Protection Agency and many other government agencies indicate that, in buildings similar to the site, UFFI installed at least 10 years ago does not pose a significant risk of continued formaldehyde gas emission.

### **6.9 Lead-Based Paint**

Lead-based paints ceased to be used as interior paint after 1979 and as exterior paint after 1992. Since the Schoolhouse was built in 1979 it is possible that some surfaces painted with lead-based paints may be present at the Subject Property. The presence of lead-based paints is normally a cause for concern only if disturbed during maintenance, renovation or demolition, at which time appropriate measures must be taken to mitigate risks. No peeling or flaking of the painted surfaces was observed.

### **6.10 Polychlorinated Biphenyls**

The use of polychlorinated biphenyls (PCBs) in electrical equipment (i.e. transformers, fluorescent light ballasts) was common until about 1978. Fluorescent fixtures were observed throughout the schoolhouse, and a pole-mounted hydro transformer was noted north of the property along Drake Road. Inspection of the fluorescent fixtures in the building was not undertaken; however, given the age of the building (1979), it is unlikely that the light ballasts contain PCBs. Fluorescent light ballasts, if they contain PCBs, do not represent a serious risk if they remain intact. Fluorescent light ballasts should be replaced by qualified personnel and the manufacturer should be contacted to determine if they contain PCBs. The ballasts should be disposed of accordingly.

It is unknown whether the transformer contains PCBs.





### **6.11 Asbestos Containing Material**

Due to the age of the building (1979), the use of Asbestos Containing Material (ACM) in floor tiles, joint compounds, ceiling tiles, roofing materials, insulation, fire-proofing spray and other construction materials is possible. The portable is not likely to contain ACM assuming it was constructed shortly before it was brought to the Subject Property in 1997.

### **6.12 Ozone Depleting Substances**

A refrigerator was observed in the kitchen, equipment such as this may contain Ozone Depleting Substances (ODS) as outlined in Environment Canada's *Ozone-Depleting Substances Regulation*. ODS must be handled, recycled and disposed of in accordance with the *Ozone-Depleting Substances Regulations* and Environment Canada's *Code of Practice for the Reduction of Chlorofluorocarbon Emissions from Refrigeration and Air Conditioning Systems*, and any subsequent amendments.

### **6.13 Radon**

According to published data by Health and Welfare Canada, the Subject Property is not within an area known to have elevated radon concentrations in soils. The assessment for radon was not exhaustive and analyses were not performed to confirm the absence of radon. The risk of exposure to radon is assumed to be low.

### **6.14 Chemicals and Hazardous Substances**

Chemicals or other hazardous substances were not observed at the Subject Property. However, a garbage pile containing sofas and scrap wood and metal was observed along the eastern property line.

### **6.15 Waste Management Practices**

Wastes generated at the Subject Property includes regular domestic and office wastes. The waste is collected in onsite garbage bins and is removed from the property by Salt Spring Garbage Service Ltd.



## 7.0 SUMMARY OF ENVIRONMENTAL CONCERNS AND RECOMMENDATIONS

Based on our review of the available information and our site reconnaissance on 2008-05-21, we have identified the following potential environmental concerns at the Subject Property.

- The potential for stove oil ASTs to have existed on the property, if the building was heated using stove oil prior to being heated with electricity.
- The potential presence of a former septic field on the property.

As noted in the report, we found no documentation regarding the presence of a former stove oil AST; however we note that there is the potential that stove oil ASTs may have existed historically on the property. The concerns associated with stove oil ASTs would generally be considered less than those for USTs because an AST would be less susceptible to corrosion and leaks could be detected visually. Based on the above information, we would consider the environmental risk associated with the potential for a former stove oil AST to be relatively low. If evidence of contamination (oil staining, odours etc.) is identified during redevelopment activities, it would be recommended that a qualified environmental consultant be retained to assess the issue. Similarly the environmental risk to the Subject Property due to potential stove oil ASTs that may have existed on adjacent properties is considered low.

The possibility of a former septic field remaining on the property is also considered a relatively low environmental risk. Septic tanks and septic fields have the potential to cause subsurface contamination consisting of nitrates and bacteria/viruses. When designed and operated properly these systems do not typically cause contamination extending beyond the septic field and thus, would not pose a risk to downgradient drinking water wells (of which there are none) or streams. If the former septic tank and septic field are identified during redevelopment of the property, it is recommended that the former facilities be decommissioned.

## 8.0 LIMITATIONS

This report has been prepared and the work referred to in this report has been undertaken by O'Connor Associates Environmental Inc. for School District No. 64. It is intended for the sole and exclusive use of School District No. 64, its affiliated companies and partners and their respective agents, employees and advisors (collectively, "SD64"). Any use, reliance on or decision made by any person other than SD64 based on this report is the sole responsibility of such other person. SD64 and O'Connor Associates Environmental Inc. make no representation or warranty to any other person with regard to this report and the work referred to in this report and



they accept no duty of care to any other person or any liability or responsibility whatsoever for any losses, expenses, damages, fines, penalties or other harm that may be suffered or incurred by any other person as a result of the use of, reliance on, any decision made or any action taken based on this report or the work referred to in this report.

The investigations undertaken by O'Connor Associates Environmental Inc. with respect to this report and any conclusions or recommendations made in this report reflect O'Connor Associates Environmental Inc.'s judgment based on the site conditions observed at the time of the site inspection on the date(s) set out in this report and on information examined at the time of preparation of this report. This report has been prepared for specific application to this site and it is based, in part, upon visual observation of the site, subsurface investigation at discrete locations and depths, and specific analysis of specific chemical parameters and materials during a specific time interval, all as described in this report. Unless otherwise stated, the findings cannot be extended to previous or future site conditions, portions of the site which were unavailable for direct investigation, subsurface locations which were not investigated directly, or chemical parameters, materials or analysis which were not addressed. Substances other than those addressed by the investigation described in this report may exist within the site, substances addressed by this investigation may exist in areas of the site not investigated and concentrations of substances addressed which are different than those reported may exist in areas other than the locations from which samples were taken.

If site conditions or applicable standards change or if any additional information becomes available at a future date, modifications to the findings, conclusions and recommendations in this report may be necessary.

Other than by SD64, copying or distribution of this report or use of or reliance on the information contained herein, in whole or in part, is not permitted without the express written permission of O'Connor Associates Environmental Inc. Nothing in this report is intended to constitute or provide a legal opinion.

## **9.0 CLOSURE**

This report has been prepared in accordance with generally accepted environmental engineering practices. Information presented herein was obtained while conducting an authorized Phase I ESA of the property located at 163 Drake Road, Salt Spring Island, British Columbia. The findings of the site assessment are based on a review of available geological, historical and



regulatory information, and visual observations made during the site reconnaissance on 2008-05-21.

We trust this is satisfactory for your present requirements. If you have any questions or concerns, please do not hesitate to contact the undersigned.

Yours very truly,

O'CONNOR ASSOCIATES ENVIRONMENTAL INC.



J.L. Paul, B.Sc.

JLP/mbu



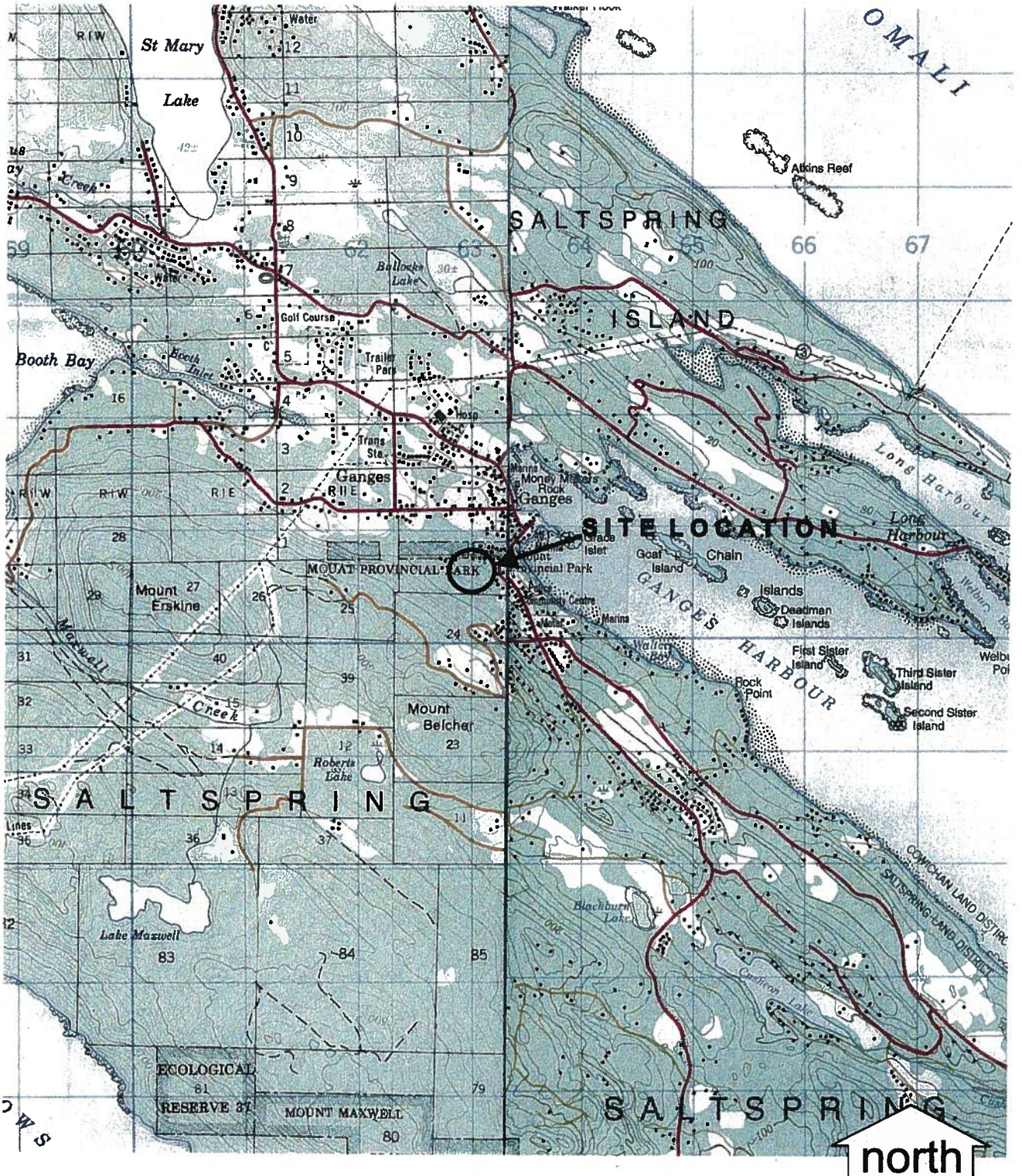
G.R. Sutherland, Ph.D., R.P.Bio.



A.P. Tumber, P.Eng.



P:18244topo



Scale 1:50000

Site Location and Regional Topography

O'CONNOR ASSOCIATES

JOB NO.:	10-8244	DATE:	2008-06-11
DRAWN BY:	DMP	DWG NO.:	1.1



Site Plan

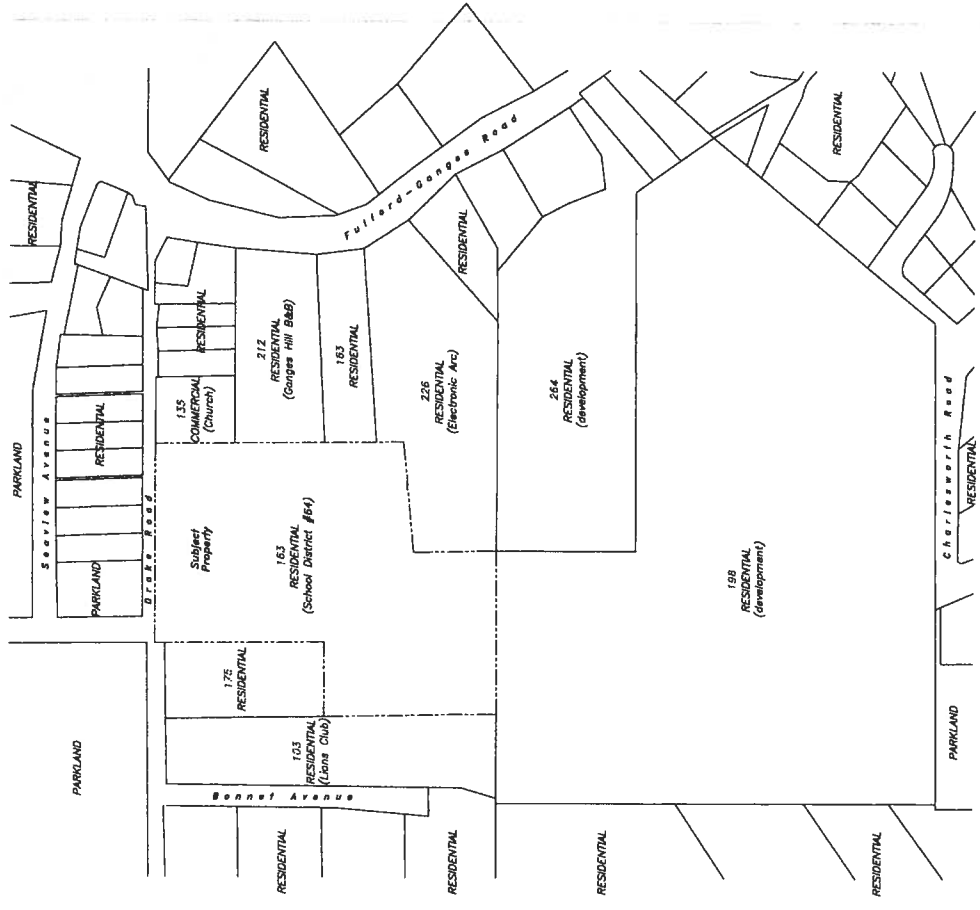
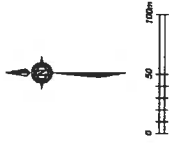
O'CONNOR ASSOCIATES

JOB NO.: 10-8244

DATE: 2008-06-16

DRAWN BY: LME

DWG. NO.: 1.2



<b>CONNOR ASSOCIATES</b>	
JOB NO.: 10-8244	DATE: 2008-06-16
DRAWN BY: LME	DWG. NO.: 1.3

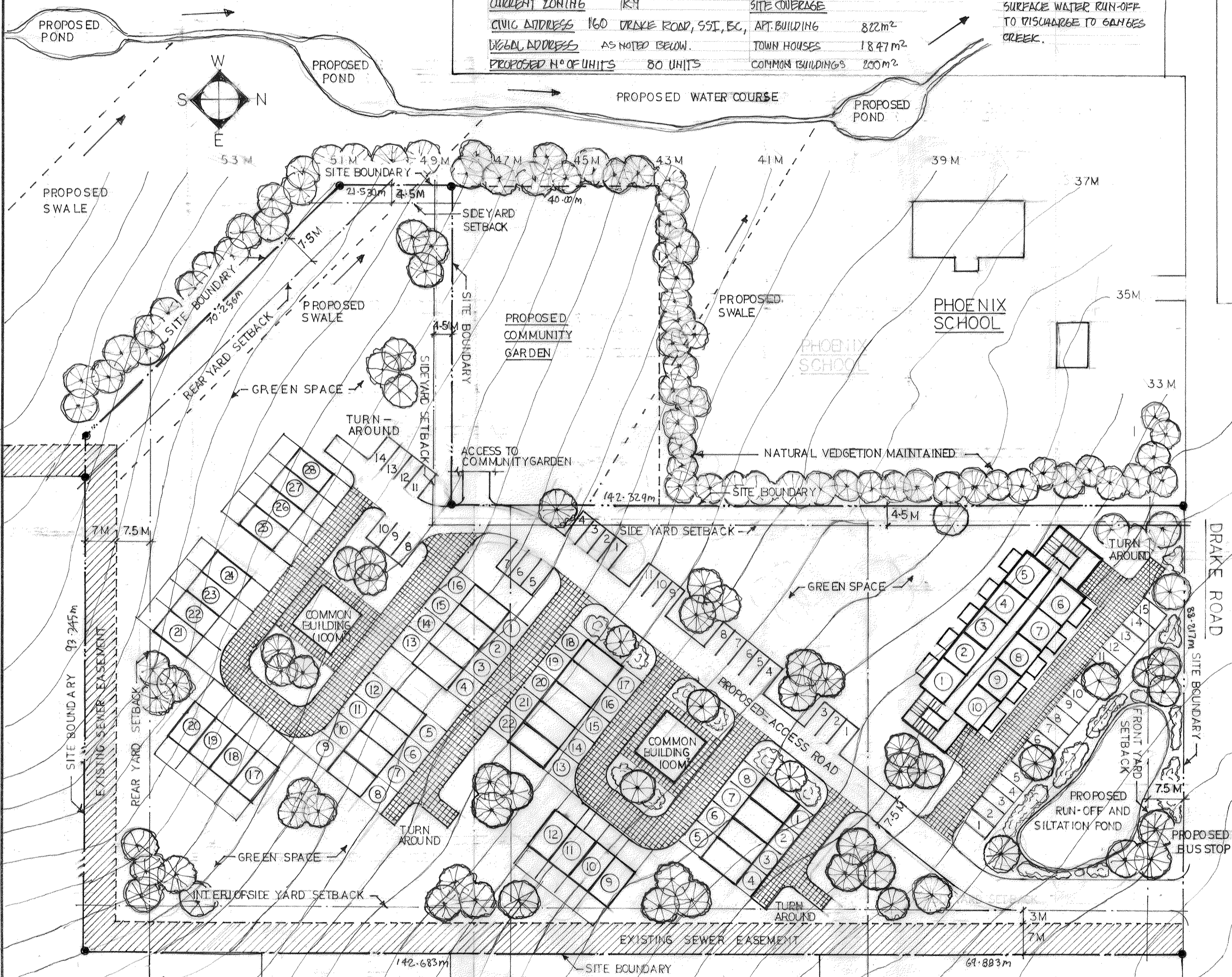
Surrounding Land Use

DRAFT CONCEPT PLAN

SITE DATA

SITE AREA	5.5 ACRES (22,100 m <sup>2</sup> )	BUILDING HEIGHT	TOWN HOUSE 27'-0" (8.2m), APARTMENT 36'-0" (11m)
CURRENT ZONING	R9	PARKING	40 STALLS PROPOSED (RATIO 0.5)
CIVIC ADDRESS	160 DRAKE ROAD, SSI, BC, APT. BUILDING	SITE COVERAGE	
LEGAL ADDRESS	AS NOTED BELOW.	TOWN HOUSES	1847 m <sup>2</sup>
PROPOSED N° OF UNITS	80 UNITS	COMMON BUILDINGS	200 m <sup>2</sup>

SURFACE WATER RUN-OFF TO DISCHARGE TO GANGES CREEK.



PHASE 3 (28 UNITS) TWO AND THREE STOREY TOWN HOUSES

PHASE 2 (22 UNITS) TWO AND THREE STOREY TOWN HOUSES

PHASE 1 (30 UNITS) 3 STOREY APARTMENT BUILDING (PLUS PARTIAL BASEMENT)

REVISIONS	BY

PROPOSED AFFORDABLE HOUSING PROJECT

LOT 2, SECS 20, NORTH SALT SPRING ISL., R3E, COWICHAN DISTRICT

PLAN 656055

Date	JULY 2013
Scale	1:500 (M)
Drawn	D. GUNN
Job	
Sheet	A
Of	1 Sheets





*Please respond to:*  
 Kjell Liem  
 Salt Spring Community Energy Group  
 PO Box 123 Fulford Harbour  
 Salt Spring Island, B.C. V8K 2P2  
 kjellliem@gmail.com

Aug 1, 2013

Drake Road Affordable Housing Project  
 c/o JG Consulting Services Ltd.  
 2161 Fulford Ganges Rd.  
 Salt Spring Island, BC  
 V8K 1Z7

**Re: "PV for EV" and other energy opportunities at Drake Road**

Transition Salt Spring's Community Energy Group is interested in exploring the possibility of partnering with the CRD/School District 64 Drake Road Affordable Housing Project on a community energy pilot project. This would help Salt Spring Island meet some of the sustainability objectives of the Salt Spring Island Community Energy Strategy and the Salt Spring Island Climate Action Plan.

Salt Spring is already a Solar BC "Solar Community" and is in a good position to move forward with a community-scale solar energy project to improve the island's energy self-sufficiency, resiliency, and carbon footprint. Such a project would also build capacity in the community for further projects.

The Salt Spring Community Energy Group would like to explore the feasibility of several concepts, in the context of an overall plan for enhanced passive solar design and increased energy efficiency:

1. "PV for EV" (Photovoltaics for Electric Vehicles) pilot project. Electric vehicles have many advantages over conventional automobiles, including dramatically reduced lifecycle carbon emissions, zero local air pollution, reduced noise pollution, and greatly reduced operating and maintenance costs. Electricity produced by a solar installation at Drake Road could be used to charge electric vehicles. A net metering arrangement would allow any surplus generated to be used to offset common electrical costs such as outdoor lighting, or the system could be designed to enable electricity generated to be used directly by project residents.
2. Car Share program. This would provide Drake Road residents with affordable access to electric vehicles, and preserve green space at the Drake Road site by reducing parking needs. For example, data indicate that one Car Share vehicle replaces between ten and twenty privately-owned vehicles in an urban environment. We hope to find data representative of smaller communities more applicable to Salt Spring.

3. Solar Hot Water (SHW) installations. Grants are currently available in the CRD for SHW installations and system costs are becoming more affordable with the introduction of new technology and the greater availability of trained installers.

There may also be other opportunities for energy savings and energy generation. As energy prices rise and the disruptive impacts of climate change leave our community less secure in a Business-As-Usual future, developing our capacity to meet our energy needs without increasing our carbon footprint would be a step forward. With the rapidly falling costs of solar PV in recent years, many jurisdictions are benefiting from reduced costs, matching or bettering the price of utility service in some places. A pilot solar installation on the Drake Rd. project can teach us how we can meet our own energy needs, keep some of our energy dollars on island, and increase our capacity to build a cleaner, carbon-free future.

The Salt Spring Community Energy Group has a diverse and accomplished membership. Relevant professional expertise within the group includes engineering, industrial design, environmental science, biology, business, economics, education, administration, and project coordination. Individual members of the group include two former board members of the Solar Energy Society of Canada, one of whom coordinated the development of the Salt Spring Island Community Energy Strategy and the Salt Spring Island Climate Action Plan. Several members have considerable PV and/or solar thermal expertise, and systems on their homes. Some have been involved with the installation of Salt Spring's first Level 2 Electric Vehicle Charging Station, located at ArtSpring in the lower parking lot.

The Salt Spring Community Energy Group would be happy to meet with the Steering Committee of the Drake Road Affordable Housing Project to discuss potential concept development and collaboration.

Best Regards,



Kjell Liem

Chair, Salt Spring Community Energy Group of Transition Salt Spring



**The North Salt Spring  
Waterworks**  
*flowing fresh and clean*

May 14, 2013

Janis Gauthier  
JG Consulting Services Ltd.  
2161 Fulford-Ganges Road  
Salt Spring Island, BC  
V8K 1Z7

Dear Janis:

Further to our conversation regarding the North Salt Spring Waterworks District (the District) providing water service to Lot A, Plan EPP20136, 163 Drake Road: Please be advised that the District will provide water service when all applicable charges and fees are paid.

As noted in our conversation, improvements to the distribution system may be extensive to meet the developments' requirements. These costs will be in addition to the above noted charges and at the developers cost.

Please don't hesitate to call me if you have any further questions.

Sincerely,



Ron Stepaniuk  
District Manager



Making a difference...together

Salt Spring Island Electoral Area  
145 Vesuvius Bay Road  
Salt Spring Island, BC, V8K 1L8

T: 250.537.4448  
[www.crd.bc.ca](http://www.crd.bc.ca)

September 5, 2013

JG Consulting Services Ltd.  
2161 Fulford-Ganges Road  
SSI, BC V8K 1Z7

Attention: Janis Gauthier

**Re: Proposed Affordable Housing Project at 161 Drake Road**

Dear Janis:

This letter is to summarize the CRD requirements for connecting the proposed housing project to the Ganges Sewer as discussed in our phone conversation today. In theory, the CRD would allow the development to connect to the Ganges Sewer System because the property is located within the Ganges Sewer Service Area and there is an existing 150mm sewer main along the east side of the property. Before making an application, however, issues related to the capacity of the existing sewer system will need to be addressed due to the proposed increase in housing density on the property. The process would be as follows:

1. The developer will hire an engineering consultant to calculate the design sewerage flows from the various phases of the project;
2. This flow information will be assessed using the Stantec "Ganges Sanitary Sewer Model" in order to determine if any upgrades will be required to the collection system or the Waste Water Treatment Plant in order to handle the increase in sewerage flows;
3. This information will be important in determining how many housing units can be built on the property given the restraints of the existing sewer system;
4. Once the density of the development is determined, the developer can then make application for connecting to the Ganges Sewer System;
5. The CRD will then send a letter indicating connection charges, engineering and construction estimates, and CRD administration fees;
6. The developer will hire a consultant to design their sewer connection(s) to the sewer main;
7. That design will be submitted to the CRD for review;
8. If the developer wants to use lower design flows than are set out in the Ganges Sewer Bylaw 3262, justification for this would have to be presented in an engineer's report to CRD staff. Staff will review the proposal and present it to the Commission for their approval of a "special exemption" to the bylaw.

Please contact me if you need any clarification of the process and I look forward to working with you on this project. Yours truly,

Ralf Waters, P.Eng.  
Manager of Engineering  
CRD-Salt Spring Island



December 2, 2013  
File: 112311317

**Attention: Janis Gauthier**  
2161 Fulford-Ganges Road,  
Salt Spring Island, BC  
V8K 1Z7

Dear Janis Gauthier,

**Reference: 161 Drake Road Sanitary Sewer Study**

Stantec Consulting Ltd. were retained by JG Consulting to do a brief review of the ability of the existing CRD Sanitary Sewer collection and treatment system in Ganges Village, owned and operated by the Capital Regional District (CRD), to accept the additional flow generated by a proposed affordable housing development at 161 Drake Road.

The following aims to address the capacity issues within the system by the following method:

- 1) The sanitary flow from the development will be estimated by using MMCD (Master Municipal Construction Documents) figures for loading/capita/day. JG Consulting have indicated that they would be pursuing water use reduction methods such as low flow fixtures in the development which could result in a decrease of up to 35% in sanitary output. An alternative flow will be calculated assuming these water reduction methods are implemented.
- 2) The SANSYS digital model of the existing collection system on Salt Spring Island, prepared by Stantec for the CRD in 2011, will be loaded with this additional flow from 161 Drake Road. Any capacity issues within the CRD system as a result of this additional loading will be identified.
- 3) If the flow path of the sewage from 161 Drake Road to the Waste Water Treatment Plant (WWTP) passes through a pump station, the capacity of the pump station to accommodate the flow will be reviewed.
- 4) The capacity of the WWTP to accommodate the flow will be briefly reviewed. It should be noted that no detailed WWTP analysis has been done as part of this review; the condition assessment and capacity review report carried out in 2011 by Stantec has been used as the basis for this review.



**Reference: 161 Drake Road Sanitary Sewer Study**

**Sanitary Flow Calculation from Proposed Development at 161 Drake Road**

161 Drake Road is located in the southern area of the Ganges Village Sewer Serviced Area (GVSSA). It is accessed from Fulford-Ganges Road, and is located approximately 300m from the WWTP, located immediately east of Peace Park on Seaview Avenue.

JG Consulting have provided a description of the type and number of units that are proposed to be installed at 161 Drake Road. A draft letter, prepared for the CRD review, dated July 31, 2013, was used as the basis for the calculation of the sanitary sewage flows. This letter has been attached at the end of this technical memo for reference.

The proposed development at 161 Drake Road is for 80 residential units of affordable housing of various size units. The breakdown of units as provided by JG Consulting is as per the table below:

	<b><u>Preliminary Unit Mix</u></b>				<b><u>Preliminary sq.ft/unit</u></b>		
	Phase 1	Phase 2	Phase 3	Total	Low	Avg.	High
Homowner Units	0	14	26	40	900	1,000	1,000
Tiny Homeowner Units	6	4	0	10	400	500	600
Rental Units	14	4	2	20	700	800	900
Tiny Rental Units	10	0	0	10	350	400	450
<b>Total Units</b>	<b>30</b>	<b>22</b>	<b>28</b>	<b>80</b>		<b>813</b>	



**Reference: 161 Drake Road Sanitary Sewer Study**

The design criteria used to calculate the flow from this proposed development, and in the GVSSA, is outlined below:

- Flow/capita/day = 300L/day (MMCD recommended)
- Peaking Factor = Harmon's Equation
- People per residential unit:
  - o Homeowner Units = 2.3 People per unit
  - o Tiny Homeowner Units = 1.25 people per unit
  - o Rental units = 1.8 People per unit
  - o Tiny Rental Units = 1 person per unit

These estimates are based on the JG Consulting letter to the CRD. These estimates appear reasonable based on the existing Census information for the Ganges Village area and the proposed square footage of the units.

It is noted in the JG Consulting letter that the Ganges Sewer Commission estimates a sewer generation of 1,035L/day/household. Stantec assumes that this would be for a Single Family Residence, as opposed to a multi-family residential unit. In the 2011 Ganges Sewer Capacity Analysis, a rate of 862L/day per Single Family Residence was used, based on water consumption records. Assuming 3 people per Single Family Residence, this results in a sewer flow per capita of marginally under 300L/day/person. This further justifies the use of 300L/day/capita outlined in MMCD. It is Stantec's opinion that the estimate of 450L/day used in the JG Consulting letter is too high.

The estimated sanitary sewer flows are calculated using the following method:

- The Average Dry Weather Flow (ADWF) is calculated by multiplying the 300L/day/capita average flow by the number of estimated occupants.
- The Peak Dry Weather Flow (PDWF) is calculated by applying a peaking factor by using Harmon's Equation. This accounts for the periodic peaks that occur in the loading of a system at various times during the day (morning and evening rushes).
- An Inflow and Infiltration (I and I) allowance is applied to account for the inflow of stormwater into a sanitary system during rain events. No I and I has been applied to the 161 Drake Road flow, as it is assumed most of the plumbing will be internal within the building, but I and I has been applied to the rest of the system.
- The Peak Wet Weather Flow (PWWF) is then calculated by combining the PDWF with the I and I allowance.



**Reference: 161 Drake Road Sanitary Sewer Study**

The estimated flows by cumulative phase from the proposed development at 161 Drake Road are outlined below:

	<b>Phase 1</b>	<b>Phase 1+2</b>	<b>Phase 1+2+3</b>
Estimated Population	43	88	152
ADWF (L/day)	12,900	26,400	45,600
Peaking Factor	4.33	4.26	4.21
PDWF (L/day)	55,857	112,464	191,976
PDWF (L/s)	<b>0.65</b>	<b>1.30</b>	<b>2.22</b>

The preliminary estimates prepared by JG Consulting indicate the potential for a 35% reduction in the water use/sewage generation. This figure appears achievable depending on the water use reduction measures implemented. If a 35% reduction was achieved, the estimated flows from cumulative phase would be:

- Phase 1: 0.43L/s
- Phase 1 and 2 combined: 0.85L/s
- Phase 1, 2 and 3 combined: 1.44L/s

The capacity review in this report will deal only with the calculated flows without water use reduction, as a worst case analysis.

**Capacity of Existing Ganges Collection System**

The Ganges Sanitary Sewer collection system consists of a number of gravity mains and 2 pump stations (Harbour House Road and Manson Road) with associated forcemains, which ultimately lead to the WWTP located on Seaview Road. The sewage is then treated and outlets via a deep sea outfall 5km from the shores of Ganges Harbour.

The closest connection point to the GV Collection System is to a 150mm diameter pipe on Drake Road. This pipe heads north via a private property easement to Seaview Avenue, at which point it heads east approximately 300m to the WWTP. The pipes through this section are shown to be running approximately 10% full under the existing conditions. With the addition of a peak flow of 2.22L/s from 161 Drake Road, the estimated peak flow along the Seaview gravity line is 3.8L/s. The minimum capacity of any section of the line from 161 Drake Road to the WWTP is approximately 30 L/s. The model shows there is ample capacity





December 2, 2013  
Janis Gauthier  
Page 5 of 5

**Reference: 161 Drake Road Sanitary Sewer Study**

within the collection system to accommodate the flows, and no upgrades to the piping infrastructure will be required.

**Pump Station Upgrade Review**

The flow from 161 Drake Road will run completely by gravity to the WWTP and into the influent pump station within the WWTP compound. The Stantec 2011 report indicates that the pump station operating point is 25.2 L/s, and the SANSYS model indicates that the flow into the station is nearing this capacity. Flow records from the station should be reviewed (if flow meters are available at the station) to confirm the flows coming into the influent station, and upgrades considered by the CRD if these flows are nearing the capacity of the pumps.

**WWTP Capacity Review**

The Stantec 2011 report estimates the plant will need to be upgraded in 2018 for capacity purposes. This proposed development will contribute to this upgrade requirement, but will not require the upgrade to be implemented immediately.

**Outfall Capacity Review**

The treated effluent can not flow to the outfall by gravity and must be pumped. The Stantec 2011 report notes that the effluent pumps require replacing to accommodate the peak flows from the plant. It is not known whether these upgrades were made; if they have not, then the additional flow from 161 Drake Road will add to the problem at the outfall.

Regards,

**Stantec Consulting Ltd.**

A handwritten signature in black ink, appearing to read 'S. Swarbrick'.

Shaun Swarbrick, P.Eng  
Civil Engineer  
Phone: (250) 389-2545  
Fax: (250) 382-0514  
shaun.swarbrick@stantec.com

Attachment:

ss v:\1123\active\112311317\6\_report\let\_ss\_tech\_memo\_20131124.docx

## APPENDIX 8

# CHANGES IN HOUSING SUPPLY 2009-2013

Pending the next update to the SSI Housing Needs Assessment to reflect new Census and current housing market data, a brief review of the existing housing supply was undertaken to identify broad changes in the market since 2009 and how this has affected the supply in relation to need.

### HOMEOWNER SUPPLY 2013 COMPARED TO 2009 HNA

July 2013 listings of single family homes and townhouses provided by the 'DataWiz' produced by local Realtor Tom Navratil were summarized for comparison to the supply from the 2009 Housing Needs Assessment. Mobile homes on rental pads and co-op properties are not included.

This data, while perhaps not directly comparable to the MLS listing-only 2009 data, clearly shows a significant decrease in both average and median listing prices. The number of listings has also increased very substantially, providing improved choice in the lower price ranges.

<u>SFD &amp; TH</u>	<u>2009</u>	<u>2013</u>	<u>change</u>	<u>% change</u>
# listing	175	305	130	74%
Average \$	\$1,001,757	\$677,650	-\$324,107	-32%
Median \$	\$749,000	\$549,900	-\$199,100	-27%

**Appendix 9** provides a detailed listing of this supply, grouped in price ranges for ease of comparison to the results of the 2009 HNA.

This review shows the largest increases in supply in the critical \$200,000 to \$300,000 price range; there was one home on the market for \$299,000 in 2009, now there are 15 homes in that price range (average \$281,560). There are also now 2 listings under \$200,000 (average \$174,500), whereas there were none in 2009.

There are also large increases in the \$300,000-\$400,000 range. In 2009, there were 12 listings in this price range (average \$365,600), now there are 58 listings (average \$366,000).

# APPENDIX 9

## HOMEOWNER HOUSING SUPPLY JULY 2013

*Single Family and Town Homes Available (source Pemberton Holmes DataWiz)*

Price Range		#listed Sep-09	Avg. \$ Sep-09	#listed Jul-13	Avg. \$ Jul-13	#listed change	%listed change	Avg. \$ change
0	149,000	0	n/a	0	n/a	0	n/a	n/a
150,000	199,000	0	n/a	2	174,500	2	n/a	n/a
200,000	299,000	1	299,000	16	281,563	15	1500%	-19,250
300,000	399,000	12	365,500	58	366,083	46	383%	583
400,000	499,000	27	455,352	61	463,477	34	126%	8,125
500,000	599,000	25	568,800	36	561,614	11	44%	-7,186
600,000	699,000	18	669,000	46	662,404	28	156%	-6,596
700,000	799,000	17	763,588	32	758,650	15	88%	-4,938
800,000	899,000	16	871,323	13	844,223	-3	-19%	-27,100
900,000	999,000	13	982,492	12	976,833	-1	-8%	-5,659
1,000,000	1,499,000	18	1,335,583	11	1,230,545	-7	-39%	-105,038
1,500,000	1,999,000	10	1,738,100	12	1,723,917	2	20%	-14,183
2,000,000	2,999,000	15	2,483,333	4	2,587,250	-11	-73%	103,917
3,000,000	3,999,000	0	n/a	1	3,200,000	1	n/a	n/a
4,000,000	4,999,000	3	4,566,667	0	n/a	-3	n/a	n/a
5,000,000	and up	0	n/a	1	6,890,000	1	n/a	n/a
Total # listings		175		305		130		
% change # listings						74%		
Average \$			1,001,757		677,650			-324,107
Median \$			749,000		549,900			-199,100
% change Avg \$								-32%
% change Med \$								-27%

# APPENDIX 10

## RENTAL HOUSING SUPPLY JULY 2013

### RENTAL UNIT SUPPLY 2013 COMPARED TO 2009 HNA

A brief and very simple review of the rental housing supply was also undertaken to identify how the market may have changed, pending any formal update of the Housing Needs Assessment that the Islands Trust may initiate.

Advertised rentals from both the Salt Spring Exchange and the Driftwood classifieds were reviewed and are summarized below. While not a perfect methodology, and caution must be used due to small sample size, it is similar to that used in the 2009 Housing Needs Assessment and therefore does have some comparative value.

<u>Unit type</u>	<u># listed</u> <u>Oct-09</u>	<u>avg.\$</u> <u>Oct-09</u>	<u># listed</u> <u>Jul-13</u>	<u>avg.\$</u> <u>Jul-13</u>	<u># change</u>	<u>\$ change</u>
Rooms	6	\$489	7	\$500	1	\$11
Bachelor	10	\$674	5	\$606	-5	-\$68
1-bedroom	25	\$767	11	\$845	-14	\$78
2-bedroom	28	\$1,119	16	\$1,134	-12	\$15
3-bedroom	15	\$1,663	10	\$1,623	-5	-\$41
4-bedroom	<u>1</u>	<u>\$2,400</u>	<u>1</u>	<u>\$1,200</u>	<u>0</u>	<u>-\$1,200</u>
Total/Avg.	85	\$1,027	50	\$1,016	-35	-\$11

The reader will note there have been relatively small changes in average rental rates for most unit types, suggesting the rental market may not have softened to the same degree as the homeowner market.

With the exclusion of the anomalous 4-bedroom unit from 2009, these findings show an average increase in rental rates of \$2 per unit.

<u>Unit type</u>	<u># listed</u> <u>Oct-09</u>	<u>avg.\$</u> <u>Oct-09</u>	<u># listed</u> <u>Jul-13</u>	<u>avg.\$</u> <u>Jul-13</u>	<u># change</u>	<u>\$ change</u>
Total/Avg.	84	\$1,013	50	\$1,016	-34	\$2

The number of units available for rent in 2013 is significantly lower, however this may be at least in part because of the time of the year reviews were undertaken. In 2009, the review was undertaken in October, after the vacation rental season was over. In 2013, the review is in July, at the height of tourist season when many tenants are required to vacate when landlords put their units in the more lucrative vacation rental market.

OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)**A.4 COMMUNITY OBJECTIVES****A.4.2 Sustainability**

A.4.2.3 To recognize our local responsibility to contribute to global sustainability, particularly in relation to mitigation of and adaptation to climate change.

**A.4.3 Limits to Growth**

A.4.3.4 To accommodate and direct appropriate development so that its location, appearance and impact are in harmony with the natural environment, community resources, character and existing land uses. To ensure that clustered settlements are well designed so that they become and remain acceptable and compatible with existing development.

**A.4.4 Our Sense of Community**

A.4.4.2 To recognize the importance of our island community's traditional sense of cohesiveness, self-reliance and interconnectedness. To enhance and celebrate these values through the support of community-building events, activities and land uses.

A.4.4.3 To recognize the strength and exceptional value of the community's diverse human population - a population characterized by people of many ages and backgrounds who, through choice or circumstance, have a rich variety of lifestyles and livelihoods. To recognize the very real, if intangible, loss that is felt in the community when this diversity is diminished by external pressures and changes.

A.4.4.4 To preserve and protect human diversity in our community by ensuring that the island's people are accommodated by a broad spectrum of appropriate and accessible housing and facilities, transportation choices, service opportunities and choices of livelihood, with a local focus to minimize transportation needs.

A.4.4.5 To recognize the importance of broad community consultation, economic security, coordinated and efficient infrastructure development and established land use policies to the maintenance of a healthy community.

A.4.4.7 To recognize that development should be managed to protect our sense of community and maintain our ability to absorb changes.

**A.4.5 Community Health and Safety**

A.4.5.2 To encourage multiple modes of healthy, active transportation among residents of all ages, such as walking and bicycling.

A.4.5.3 To foster improved air quality through strategies to reduce reliance on single-occupancy automobile use, eliminate idling, and encourage fuel-efficient and zero-pollution vehicles.

**A.5 THE ISLAND ENVIRONMENT****A.5.1 OBJECTIVES**

A.5.1.7 To secure at least 30% of the island land base for conservation. To develop a Community Greenways system of private and public greenways, some of which may also be associated with the island's trail network.

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

### **A.5.2 POLICIES**

- A.5.2.19 When the Local Trust Committee considers rezoning applications, particularly those in the Ganges Village Area, it should discuss with the Capital Regional District what measures could be taken, or local infrastructure required, to maximize the potential environmental benefits that might result from the project, such as the use of reclaimed waste water or waste energy.

### **A.6 CLIMATE CHANGE AND ENERGY EFFICIENCY**

#### **A.6.1 OBJECTIVES**

- A.6.1.1 To consider the impacts of climate change as a central factor in land use decision-making.
- A.6.1.2 To establish the importance of energy efficiency, energy security, greenhouse gas emissions reduction, and carbon cycling in land use, site planning, building design and transportation.
- A.6.1.5 To support actions to minimize greenhouse gas emissions and to adapt to the impacts of climate change in land use decision-making.

#### **A.6.2 POLICIES**

- A.6.2.2 The Local Trust Committee will consider the energy efficiency attributes and climate change adaptation and mitigation impacts in all rezoning applications that propose an increase in density or significant change of use.
- A.6.2.3 Rezoning applications proposing a significant increase in density or significant change of use may be requested to include a calculation of the projected carbon budget, or demonstrate conformity with LEED Neighbourhood Design criteria, or the equivalent.
- A.6.2.5 The Local Trust Committee will consider supporting rezoning applications for affordable housing that incorporate climate change mitigation and adaptation measures such as energy efficient features and shared facilities, such as co-housing.
- A.6.2.27 The Salt Spring Island Transportation Commission is encouraged to provide and promote Transportation Demand Management infrastructure and programs such as public transit, bicycling, walking, ridesharing, car-sharing, and parking management strategies as means of reducing reliance on private vehicles.

### **B.2 RESIDENTIAL LAND USE OBJECTIVES AND POLICIES**

#### **B.2.1 Housing quantity**

*Background Note: There are approximately 5800 residential lots on Salt Spring Island (2007). While approximately 1300 of these are vacant, local zoning allows for the construction of a single family dwelling on each of them. Of the existing residential parcels, many are large enough that they can be further subdivided under the existing local subdivision bylaw. A few are zoned for multi-family use. All told, the number of dwelling units (not including seasonal cottages and suites) that could be built on Salt Spring Island under current residential zoning is estimated to be about 8150. The eventual population of Salt Spring Island that might result from the zoning now in place is estimated to be a little over 17,000.*

#### **B.2.1.1 OBJECTIVES**

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- B.2.1.1.1 To support a mix of housing types in appropriate locations without compromising protection of the natural environment.
- B.2.1.1.2 To develop zoning that allows many different types of housing and accommodates a diverse population.
- B.2.1.1.3 To acknowledge that a framework that limits growth may restrict housing choices as supply is limited; to respond to the challenge of fostering socioeconomic diversity within such a framework.

### **B.2.1.2.1 POLICIES**

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

## **B.2.2 Affordable, rental and special needs housing**

*Note: Where land is located within the North Salt Spring Waterworks District, any rezoning proposals that are expected to result in a net increase in water demand must also take into account the severe restraints on the District's available water supply. Policies in Section C.3.2.2 must also be considered.*

### **B.2.2.1 OBJECTIVES**

- B.2.2.1.1 To provide opportunities for the creation of affordable, rental and special needs housing.
- B.2.2.1.2 To integrate affordable, rental and special needs housing into appropriate residential areas where community services are most accessible.
- B.2.2.1.3 To provide, through zoning, the opportunity for island seniors to remain in the community, especially in their own or their families' homes.
- B.2.2.1.5 To cooperate with senior governments, the Capital Regional District, housing industry, funding sources and community organisations to provide affordable, rental and special needs housing on Salt Spring Island.

### **B.2.2.2 POLICIES**

#### General

- B.2.2.2.2 The Local Trust Committee, in cooperation with the Capital Regional District and the community, should work to establish a target level for the percentage of rented and owned affordable housing units in the total housing stock, based on projected community housing needs.
- B.2.2.2.3 All rezoning applications for affordable housing projects should include evidence of:
  - a. need for the housing.
  - b. an adequate water supply for potability and for fire protection.
  - c. means of sewage disposal.
  - d. energy and water efficient building design.
  - e. not degrading a sensitive ecosystem.
  - f. not being sited in an area subject to hazardous conditions.

#### Inclusionary Zoning

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- B.2.2.2.6 When the Local Trust Committee is considering a rezoning application involving a significant increase in residential density the Local Trust Committee should require that the application include provision of affordable housing.
- B.2.2.2.9 Where a lot has subdivision potential, the Local Trust Committee should consider rezoning applications that would allow the property owner to build (without subdividing) the same number of single family dwellings on the lot as could be built after subdivision. Such shared residential rezoning applications should be consistent with the guidelines in H.2.1 of Appendix 2.

### Secondary Suites

- B.2.2.2.15 The Local Trust Committee may give consideration to amending the Land Use Bylaw to allow secondary suites in dwellings as affordable housing under certain circumstances. Any initiative to allow suites should address the following criteria:
- a. A maximum of one suite is allowed per dwelling.
  - b. The owner occupies either the principal dwelling or the suite.
  - c. Suites should only be allowed in areas with an adequate supply of potable water.
  - d. Suites should not be allowed in areas that are community water system supply watersheds or in community well capture zones.
  - e. New construction of dwellings with suites in areas containing sensitive ecosystems or areas that are hazardous for development should be managed by development permit.
  - f. The use of suites will not be for short-term rental, in accordance with the Land Use Bylaw.
  - g. Regulations should limit suites to 40% of the floor area of the principal dwelling and no more than 90 m<sup>2</sup> of floor area.
  - h. Building safety and waste disposal issues are addressed through compliance with the B.C. Building Code and applicable health standards.
  - i. The Local Trust Committee will consider the use of housing agreements and other measures to ensure that suites are affordable and to address occupancy.
  - j. The Local Trust Committee will work with the Capital Regional Housing Corporation on the administration of housing agreements in order to implement this policy.
  - k. The Local Trust Committee should coordinate implementation of zoning changes with Capital Regional District Building Inspection and the Vancouver Island Health Authority.
  - l. The Local Trust Committee may also consider limits on the numbers and location of secondary suites to minimize dependency on private automobiles.
  - m. The Local Trust Committee will make zoning changes incrementally and monitor changes in order to have the effect of limiting the overall number of suites on the island.
  - n. The Local Trust Committee will consider an annual registration system in order to remain informed about the number and location of occupied suites.

### Multi-Family Dwellings

- B.2.2.2.18 Preference should be given to rezoning applications for multiple-unit affordable housing projects that:
- a. are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents.
  - b. would provide owned or rental housing, possibly through non-traditional means such as co-housing, cooperative ownership, sweat equity projects or land trusts.
  - c. would create durable, and water and energy efficient housing.
  - d. provide walking, transit or cycling links to village services.
  - e. provide safe walking, transit, or cycling links to a school, if the project is designed for families.
  - f. include appropriate site and building designs, such as those outlined in Development Permit Area 1.
  - g. that are in or near island villages, except where the affordable housing would be linked to and support farming.



## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- B.2.2.2.19 The Local Trust Committee should consider changing the local zoning that applies to multi-family zones so that density is guided by floor space ratios as well as units per hectare. Such changes should be considered to provide more flexibility in the type of dwelling units that can be built.

*Background Note: Currently, multi-family zones may not provide enough flexibility to allow single storey units to be constructed for seniors or for those needing barrier-free units.*

### **B.2.3 Settlement Patterns**

#### **B.2.3.1 OBJECTIVES**

- B.2.3.1.1 To encourage future development to locate away from environmentally sensitive areas, agricultural and forestry lands, community water supply watersheds, lands with the potential for surface erosion or slope instability, public lands, tidal waterfront, areas with outstanding natural beauty and views, or archaeological and historic sites. To ensure buffers are retained on settlement lands where they adjoin agricultural lands.
- B.2.3.1.2 To redirect the island's future pattern of settlement from one of "modest overall density" to one that includes clusters of development interspersed with large areas of open space, protected areas, and resource lands. To guide future development into clusters and towards existing or new villages and hamlets where non-automotive transportation alternatives and appropriate services are available and most efficiently and affordably provided.
- B.2.3.1.3 To create future settlement patterns that reduce dependency on private automobiles and encourage other forms of transportation such as walking, cycling and public transit.
- B.2.3.1.4 To create future settlement patterns that allow for the efficient and affordable delivery of public services such as road maintenance, utilities, school transportation and emergency response.
- B.2.3.1.5 To create future settlement patterns that minimize energy and resource use.
- B.2.3.1.6 To promote efficient land use with zoning that accommodates mixed or shared uses where appropriate and by encouraging joint use of major community developments.

#### **B.2.3.2 POLICIES**

- B.2.3.2.3 Village containment boundaries for Ganges, Fulford and Channel Ridge Village are identified by the Village Designations on Map 1. The intent of village containment boundaries is to keep village development compact, and prevent 'leap frog' development, reduce the need for additional infrastructure and services, minimize the loss of rural lands, and minimize impacts on sensitive ecosystems and other environmentally sensitive areas. The Local Trust Committee should not approve rezoning applications that would allow large new commercial, institutional or multifamily development outside Village Designations. Exceptions should be made for new village or hamlet applications, for applications to provide affordable housing, for neighbourhood convenience stores and for home based businesses as outlined in Section B.3.2. Expansion or extension of containment boundaries should only be considered where there are no available sites within the containment boundaries. Any such expansion or extension should incorporate land next to an existing boundary, lands which do not contain sensitive ecosystems, lands which do not exhibit geo-technical or other hazards, lands that are along existing transportation routes, and lands which can provide efficient access to potable water and other services.

### **B.5 VILLAGE LAND USE OBJECTIVES AND POLICIES**

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

### **B.5.1.1 OBJECTIVES**

- B.5.1.1.1 To continue to provide an adequate supply of appropriately zoned land in compact pedestrian-oriented villages to support the community's larger commercial, institutional and cultural activities in combination with high and medium density residential use.
- B.5.1.1.2 To encourage a modest scale of village development compatible with the rural character of Salt Spring Island and with the protection of the community's natural and heritage resources.
- B.5.1.1.4 To promote mixed uses of village land.
- B.5.1.1.5 To avoid the development of commercial strips along roads leading into island villages.
- B.5.1.1.9 To support strategies to reduce demand for automobile use within and between the villages.

### **B.5.1.2 POLICIES**

- B.5.1.2.2 Zoning in Village Designations will continue to allow the mix of commercial, institutional, cultural, and multi-family land uses that are currently allowed. The maximum residential density allowed on any single property will remain at 37 units per ha. However, where a multifamily development is comprised of special needs housing or affordable seniors' supportive housing, the density of development may exceed 37 units per ha, provided it does not exceed a floor space ratio of 0.6, a site coverage of 33 percent, a maximum of two storeys and a maximum of 50 units in any one development.
- B.5.1.2.12 The form and character of commercial, industrial and multi-family development in Village Designations will be guided through Development Permit guidelines in Part E.

## **B.5.2 Ganges Village Designation**

### **B.5.2.1 OBJECTIVES**

- B.5.2.1.2 To encourage some additional residential use of Ganges Village in a way that adds vitality to the village. To allow more islanders to live close to village services and employment.

### **B.5.2.2 POLICIES**

- B.5.2.2.1 The Ganges Village Designation is shown on Map 1.

*Background Note: The Ganges Village Designation is made up of the Ganges Village Core sub-designation, the Upper Ganges Village sub-designation, the Education Designation, the Health Services Designation and part of the Park and Recreation Designation. Objectives and policies for the Education, Health Services and Park and Recreation designations are outlined in Sections B.4.2, B.4.3, and B.7.1 respectively.*

*Note: Where land is located within the North Salt Spring Waterworks District, any rezoning proposals that are expected to result in a net increase in water demand must also take into account the severe restraints on the District's available water supply. Policies in Section C.3.2.2 must also be considered.*

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

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- B.5.2.2.6 When considering rezoning applications in the Ganges Village designation, the Local Trust Committee will consider the impact that the proposed change would have on the Ganges sewer treatment plant. The Local Trust Committee should obtain confirmation from the Capital Regional District of sewage system capacity for any change to zoning within the boundaries of the sewered area that may result in a significant change in sewage volume or quality. This policy is further outlined in Section C.4.2.
- B.5.2.2.9 The Local Trust Committee may consider changing zoning to permit some 3-storey buildings in areas away from the shoreline, the Ganges Village Core and established view corridors.
- B.5.2.2.10 The Local Trust Committee will support continued development of the Ganges Public Pathway System as shown on Map 17 and proposed pathways and trails in the Urban Trails Task Force Report for Ganges Village.

### **B.6.2.2 Agriculture Land Use Policies**

- B.6.2.2.18 When it considers rezoning applications for land that borders or drains into agricultural land, the Local Trust Committee will ensure that zoning changes are not made in a way that would have a negative effect on farming. For example, the Committee could require that a vegetation buffer be maintained on land that is being rezoned next to farm land, if the proposed use could result in conflicts with a farming operation. The Committee should also ensure that a zoning change would not result in detrimental changes to natural drainage or pollution of water supplies. The Agricultural Advisory Committee will be asked for advice about rezoning applications on land that borders or drains into agricultural land.

## **PART C - INFRASTRUCTURE AND SERVICING OBJECTIVES AND POLICIES**

### **C.1 GENERAL INFRASTRUCTURE AND SERVICING OBJECTIVES**

- C.1.1 To accommodate a sufficient level of infrastructure that does not exceed the normal needs of the rural island community anticipated by this Plan.
- C.1.2 To encourage responsible agencies to develop infrastructure that will sustain the community's natural and economic resources, reduce public costs and maximize efficiency.
- C.1.3 To promote a coordinated approach to land use and servicing on Salt Spring Island.
- C.1.4 To support strategies that cause the servicing needs of new development to be largely borne by the proponent, rather than by the community at large.
- C.1.5 To encourage and support collaboration among agencies responsible for infrastructure services in integrated resource management and strategic planning to support the land uses anticipated by this Plan.

### **C.2 TRANSPORTATION SERVICING OBJECTIVES AND POLICIES**

#### **C.2.1 General Transportation**

##### **C.2.1.1 OBJECTIVES**

- C.2.1.1.1 To plan land use in a way that encourages those forms of transportation that consume the fewest resources and least land; to encourage settlement patterns that make walking, bicycling and public transit become viable, convenient and natural alternatives to automotive transportation.

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- C.2.1.1.4 To carefully consider the impacts of additional traffic and increased traffic flow when development choices are being made.

### **C.2.2 Land Transportation**

#### **C.2.2.1 OBJECTIVES**

- C.2.2.1.6 To give special attention to the creation of safe pedestrian footpaths and bicycle paths in all areas, particularly in or near village areas. To encourage responsible agencies ensure that roads and high speed traffic do not act as barriers to the social and business functions of villages.
- C.2.2.1.9 To support the development of walking and bicycling facilities that provide direct and efficient on-road and off-road paths that are separate from motorized vehicles.

#### **C.2.2.2 POLICIES**

- C.2.2.2.5 The Ministry of Transportation and Infrastructure and the Salt Spring Island Transportation Commission should be encouraged to develop a bicycle and pedestrian network to be developed as part of the Ganges Public Pathway System, the island's public trail system and as part of the CRD's Regional Trail Network. This network should consist of off-road trails as well as on-road bicycle lanes. Roads that should be given priority for the development of bicycle routes are included on Map 4. All other roads on the island should also be considered bicycle routes, although lower traffic speeds mean that separate paths may not be required. The construction of those bicycle lanes that provide a safe route to public schools is identified as a priority in development of island bicycle paths. Bicycle lanes should be developed in consultation with the Salt Spring Island Transportation Commission, in coordination with Salt Spring's overall transportation strategy.
- C.2.2.2.6 The construction of walking and bicycle pathways for transportation or recreation is an eligible community amenity, which could be exchanged for a higher density of development as outlined in Appendix 3. If bicycle and walking pathways are constructed in this way, those parts of the bicycle network and walking pathways that provide safe routes to public schools should be identified as high priority, and should be developed in consultation with the Salt Spring Island Transportation Commission, in coordination with Salt Spring Island's overall transportation strategy.
- C.2.2.2.13 The Local Trust Committee will support the continued development of inter-connected pedestrian pathways and trail networks.
- C.2.2.2.15 When considering rezoning applications, the Local Trust Committee should ensure that the proposed zoning change supports the development of non-automotive transportation and public transit service.

### **C.2.3 Automobile and Bicycle Parking**

#### **C.2.3.1 OBJECTIVES**

- C.2.3.1.3 To minimize the land area devoted to automobile parking,
- C.2.3.1.4 To reduce the visual, environmental and social impacts of automobile parking areas.

OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

**C.2.3.2 POLICIES**

C.2.3.2.1 The Local Trust Committee should consider reviewing current parking requirements, using the development permit process or variances within villages to:

- a. provide enough parking to accommodate the average, rather than peak parking demand
- b. avoid development of parking lots that would act as barriers to pedestrians.
- c. accommodate alternate parking standards for small vehicles and bicycles.
- d. support specific land uses and site designs that are consistent with community objectives. Land uses and designs that could be supported in this way include: outdoor farmers' and local craft markets; outdoor and evening activities; community cultural and spiritual land uses or events; community social support or charitable services; youth recreation facilities; conservation or adaptive reuse of heritage structures; mixed use projects; village core residential uses; mid-lot landscaping; and pedestrian or bicyclist amenities (including development of the Ganges Public Pathway System).

*Background Note: Parking areas with access from public roads must be approved by the Ministry of Transportation and Infrastructure to ensure that there is safe and efficient movement from the public road.*

**C.3 POTABLE WATER QUANTITY AND SUPPLY OBJECTIVES AND POLICIES**

*Background Note: The objectives and policies in this Section pertain to water quantity only. Objectives and Policies about water quality are in Part A.*

**C.3.1.1 GENERAL OBJECTIVE**

C.3.1.1.2 To acknowledge that the surface water supply sources on the island are finite and remain under Provincial control and that more effective use, management and sharing of the resource should be encouraged to support present commitments and future desired land use decisions.

**C.3.2 Community Water Systems**

*Background Note: Map 6 shows the boundaries of the island's community water systems and their water sources.*

**C.3.2.1 OBJECTIVES**

C.3.2.1.1 To ensure that the potential water demand of development within community water systems does not exceed the licensed capacity, or the amount of water that can be safely withdrawn from each system's water source.

C.3.2.1.3 To ensure that zoning changes in the North Salt Spring Waterworks District do not result in such a level of development that water cannot be supplied to needed public facilities or would not be available for firefighting purposes. In particular, to ensure that water remains available for hospital and school expansion, and affordable housing.

**TABLE 1**

**North Salt Spring Waterworks District  
Supply and Demand - 2008**

OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

	Licence Peak Day Limit (Million Imperial gallons/day)	Estimated Annual Limit (Million Imperial gallons/year)
<b>Current Water Licences</b>		
<b>Lake Maxwell</b>	<b>0.500</b>	<b>91<sup>1</sup></b>
<b>St Mary Lake</b>	<b>0.943</b>	<b>172<sup>1</sup></b>
<b>Total</b>	<b>1.443</b>	<b>263<sup>1</sup></b>
<b>Current Demand<sup>2</sup></b>		<b>175</b>
<b>Build-Out Demand<sup>3</sup></b>		<b>277</b>
<b>Surplus (Deficit) at maximum build-out</b>		<b>(14)</b>

Source: North Salt Spring Waterworks District (2008)

Notes:

1. All NSSWD licences have peak day limits, but only the most recent licences have annual limits. A 2.0:1 peak day to average day ratio appears appropriate based on the past 5 years usage adjusted for meter wear and estimated losses from watermain leaks. With current peak day licenses totalling 1.443 mgd and a 2:1 peak/avg day ratio, the calculated annual licence limit would be 263 MGY.
2. Current demand is based on very dry summer years (like 2003), the total of customer meters plus a 5% allowance for customer meter wear, plus a 15% allowance for losses from watermain leaks.
3. Build-out demand is based on the June 30, 2006 Islands Trust Staff Report build-out projection for development within NSSWD geographic boundaries permitted with current zoning. The demand estimate is on the same basis as current demand.

*Note: Within the North Salt Spring Waterworks District (NSSWD), the amount of development expected under existing zoning is likely to require all of the water available under the NSSWD's current water licences. There is no assurance at this time that NSSWD could obtain additional water licenses. Also, NSSWD completed a supply-demand study in January 2007 and concluded that with current climate St Mary Lake drawdown may be excessive during future major droughts if all licensees were withdrawing water at their current licence limits. Climate change is expected to result in increasing irrigation demand and may result in declining water supply. Service extensions from NSSWD and Capital Regional District waterworks may increasingly be needed for supply replacement for north-island areas with failing or polluted groundwater supplies. The Capital Regional District is now conducting a study of the NSSWD water supply situation. Therefore, until such time as adequate water supply is assured, the target for zoning changes within the NSSWD's boundaries will be to achieve no net increase in water demand. Zoning proposals within the NSSWD's boundaries which would lead to an increase in water demand may be considered, if they also propose other sources of water, conservation strategies, or other zoning changes that would offset any predicted increase in water demand.*

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

### **C.3.2.2 POLICIES**

C.3.2.2.1 When the Local Trust Committee receives rezoning applications for land inside the boundaries of a community water system, it will refer the application to the operators of the affected system. They will be asked if water could be supplied to the proposed 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 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 under-developed properties already zoned for further development. Should such zoning changes be proposed, the applicant could be encouraged to suggest other water supplies so that the application could be considered. Examples are rainwater catchment, groundwater use or a water conservation program.

The Local Trust Committee could 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.3.2.2.2 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):

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

The Local Trust Committee could make an exception to this policy so that one of the above projects could proceed before another of higher priority. However, it must be satisfied that the District will receive a sufficiently larger water license in time to serve the higher priority project when it is needed.

C.3.2.2.5 The Local Trust Committee will continue to cooperate with community water system operators to ensure water supply issues are considered before zoning changes are made. The Committee should also continue to assist in the development of better estimates of projected water demands and supply potential. The Committee could consider zoning changes that would limit land uses with a high water demand. The Committee particularly recognizes that this Plan could critically affect the North Salt Spring Waterworks District's ability to meet future needs and will cooperate with the District to address this issue.

C.3.2.2.6 The Local Trust Committee will continue to encourage water conservation through guidelines for xeriscape landscaping of commercial, industrial and multi-family developments in island villages.

C.3.2.2.11 When the Local Trust Committee receives applications for zoning changes within a water system's boundaries, and the zoning change would increase the demand for water, the Committee will consider the impacts on agriculture, as further outlined in Section B.6.2.

### **C.4.2 Liquid Waste Management**

#### **C.4.2.1 OBJECTIVES**

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

- C.4.2.1.2 To ensure that zoning changes within the boundaries of any community sewer area do not result in such a level of development that sewer collection, treatment or disposal capacity of the area is or will be exceeded when the area is fully developed.

### **C.4.2.2 POLICIES**

- C.4.2.2.4 When the Local Trust Committee receives rezoning applications that apply to land within the Ganges Sewer Local Service Area or the Maliview Estates Sewer Local Service Area, it shall refer the application to the Capital Regional District. The CRD will advise of any requirements or conditions of servicing applicable at the time.

## **D.5 IMPLEMENTATION**

- D.5.2 The Local Trust Committee will carry out parts of this Plan upon adoption as follows:

- a) Many policies in this Plan suggest how the Local Trust Committee should respond to applications to amend existing local bylaws (for example, rezoning applications). These bylaws currently regulate the following items:
- i. the use and density of use of land, buildings and structures;
  - ii. the siting, size and dimensions of buildings, structures and uses permitted on the land;
  - iii. the location of uses on the land and within buildings and structures;
  - iv. the shape, dimensions and area of parcels of land, including the establishment of minimum and maximum sizes of all parcels of land that may be created by subdivision;
  - v. off-street parking and loading spaces;
  - vi. signs;
  - vii. screening;
  - viii. flood plain elevations;
  - ix. subdivision servicing requirements;
  - x. drainage management (specific properties only).

The Local Trust Committee will carry out parts of this Plan by responding to applications for zoning changes as suggested by policies of this Plan. It will continue to seek community advice in such matters through community advisory bodies and through the established public processes for bylaw amendments.

- b) Where land is designated as a Development Permit Area or a Heritage Conservation Area, (and a proposed development is not exempted), a permit is to be obtained before subdivision, building construction or land alteration. Development Permits do not change the use or density that is permitted on a property by the zoning bylaw. They contain development conditions to achieve the objectives of the Development Permit Area.

If a structure has received a building permit before adoption of this Plan, a Development Permit or Heritage Alteration Permit is not required to be consistent with Development Permit Area or Heritage Conservation Area guidelines of this Plan.

The Local Trust Committee will continue to receive public opinion into design aspects of Development Permit applications through its Advisory Design Panel. The Local Trust Committee will also consider establishing other community advisory groups to provide advice during the Development Permit process.

## **D.9 DEFINITIONS**



## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

**affordable housing** – describes rental or owned housing that can be acquired with 30 per cent of the median gross income of families or individuals on Salt Spring Island.

**agricultural land** – as used in the objectives and policies in B.6.2 of this plan, refers to land that is designated 'Agriculture' on Map 1 and may include land in the Agricultural Land Reserve, land in an Agricultural zone and land that is classified as a farm under the *Assessment Act*.

**building** – any structure having a roof or cover supported by columns or walls and intended for the shelter, housing, or enclosure of any individual, animals, process, equipment, goods or materials of any kind.

**environmentally sensitive area** – places that have special environmental attributes worthy of retention or special care. These areas are critical to the maintenance of productive and diverse plant and wildlife populations. Examples include rare ecosystems, habitats for species at risk and areas that are easily disturbed by human activities. Some of these environmentally sensitive areas are home to species which are nationally or provincially significant, others are important in a more local context. They range in size from small patches to extensive landscape features, and can include rare and common habitats, plants and animals.

**floor area, gross** – the sum of the gross horizontal areas of the several floors or a building or structure from the exterior face of exterior walls, or from the centreline of a wall separating two buildings where the floor to ceiling height is 1.8 m or more; including basements, stairwells, attic space, garages and enclosed porches.

**floor space ratio** – the gross floor area of all buildings and structures on a parcel divided by the total parcel area.

**home-based business** – any activity carried out for gain by a resident and conducted as a subordinate and accessory use in the resident's principal dwelling unit or in accessory structures allowed besides a dwelling unit on a parcel.

**impervious surface** – any surface compacted or covered with a layer of material so that it is highly resistant to infiltration by water, and including surfaces such as compacted sand, or clay, and most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar structures.

**multifamily use** – the use of a parcel or building for more than one dwelling unit, and the use of a parcel for a community residential home.

**parking lot** – an area not within a building where motor vehicles may be stored for the purposes of temporary, daily, or overnight off-street parking.

**parking space** – an area on a parking lot intended for temporary parking of a personal vehicle.

**residential use, high density** – residential use where the density of dwellings is greater than one per 0.10 ha.

**residential use, medium density** - residential use where the density of dwellings is between one per 0.10 ha and one per 2 ha.

**seniors' dwelling unit** – means a dwelling unit restricted to a person 65 years or older and one other person who may be under the age of 65 and who is a spouse, partner or unpaid caregiver who resides in the same dwelling unit.

**seniors' supportive housing** – means a barrier-free housing development comprised of seniors' dwelling units and accessory dwelling units for resident staff, provided in combination with support services which are to include at least all of the following: monitoring and response for medical emergencies, availability of one meal a day, housekeeping, laundry and recreational opportunities.

## OCP Extracts Applicable to SS-RZ-2013.9 (161 Drake Road)

**special needs housing** – housing that provides for the residential accommodation of an individual or individuals who require specific housing designs or services to enable them to live relatively independently or in a supportive environment.

**sustainability** – means the maintenance of ecological processes so that the biological productivity of the Earth endures without dependence on non-renewable resources.

**sustainable** – capable of being maintaining the integrity of natural ecosystems indefinitely, while meeting the economic and social needs of current and future generations.