

STAFF REPORT

File No.: SP LUB Amendments Project

DATE OF MEETING:	June 24, 2022
TO:	South Pender Island Local Trust Committee
FROM:	Kim Stockdill, Island Planner Victoria Office
COPY:	Robert Kojima, Regional Planning Manager
SUBJECT:	Project Update & Post Public Hearing Report – LUB Amendments Project

REPORT SUMMARY

The purpose of this staff report is to provide an update on proposed Bylaw No. 122, and also provide options for the South Pender Island Local Trust Committee (LTC)'s consideration after the Public hearing.

BACKGROUND

A Community Information Meeting (CIM) and Public Hearing was scheduled for the May 6, 2022 South Pender Island Local Trust Committee (LTC) regular meeting. Due to the inadequate meeting space, large number of community member attending the meeting, and lack of internet connection, the CIM and Public Hearing were to be scheduled at a later date in a larger meeting space. The following resolution was passed at the May 6, 2022 LTC meeting:

SP-2022-022

It was Moved and Seconded,

that the Public Hearing for Bylaw Nos. 122 and 123 be delayed to a later date.

CARRIED

The South Pender Island LTC held an in-person CIM on June 2, 2022 with over 50 community members in attendance. A second CIM will be held online on June 17, 2022.

Background information regarding the project, staff reports, correspondence, and the Project Charter can be found on the South Pender Project webpage: <u>https://islandstrust.bc.ca/island-planning/south-pender/projects/</u>

In addition, a blackline version of the Land Use Bylaw (LUB) with the integrated amendments of proposed Bylaw No. 122 can be found <u>here</u>.

Proposed Bylaw No. 122

The proposed Bylaw No. 122 was given First Reading on March 4, 2022 and formal referrals were sent out to First Nations and agencies. Correspondence received regarding the project can be found on the <u>South Pender</u>

<u>Project</u> webpage and formal public hearing submissions and referral responses can be found in the <u>public</u> <u>hearing binder</u> (under the heading 'About this Meeting').

Community Information Meeting & Correspondence:

Below are a list of questions staff have noted over the past month:

Legal Non-Conforming: if the LTC were to ultimately amend the Land Use Bylaw (LUB) to further restrict maximum floor area for dwellings, dwellings that were lawfully constructed before the date of the adoption of the bylaw and which exceed the new, more restrictive maximum floor area would be considered legally non-conforming in terms of the dwelling's size. The implications of this would be that the house could be <u>maintained</u>, <u>extended or altered only</u> to the extent that the repair, extension or alteration involved no further contravention of the bylaw – in other words while extensive repairs or alterations could be made, the house's floor area could not be increased beyond what existed at the time the bylaw amendment was adopted as per Section 529 of the Local Government Act.

75 percent rule: the reference to if a house burns down beyond 75% of its value that it could not be re-built except in conformity with the bylaw. The reference to 75% of value of a building or structure is from Section 532 of the Local Government Act, and applies only to situations where <u>a use is non-conforming</u>; this would not be the case for a maximum floor area regulation (which is a '<u>size</u>' restriction), where repairs, maintenance, alterations or extensions can be made provided the size of the dwelling is not increased.

Re-building a dwelling: the LTC has included a clause in proposed Bylaw No. 122 that states:

"Despite [the new, more restrictive maximum floor area regulations], on a lot that contains a legal dwelling constructed prior to the adoption of this bylaw, <u>a replacement dwelling may be constructed</u>, or the existing dwelling re-constructed or altered, provided the floor area of the replacement, re-constructed or altered dwelling does not exceed the floor area of the dwelling on the lot at the time of the adoption of this bylaw."

Proposed Bylaw No. 122 also includes a similar clause for the more restrictive interior and exterior side lot line regulations. In other words, if you need to rebuild a dwelling, you may do so and rebuild it to the floor area or siting of the pre-existing dwelling at the time of bylaw adoption.

At the May 6th LTC meeting, the LTC added maximum floor area regulations to the Agriculture, Forestry and Natural Resource zones. Staff suggested adding the above clause to these zones.

Motion:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be amended by adding a clause to the Agriculture, Forestry, and Natural Resource zones to allow for a replacement dwelling that would not exceed the floor area at the time of bylaw adoption.

Setback to the NB of the Sea: the proposed Bylaw No. 122 currently does not have a clause that would allow the reconstruction of a dwelling in the same location prior to bylaw adoption. The LTC could consider the following draft motion to amend proposed Bylaw No. 122:

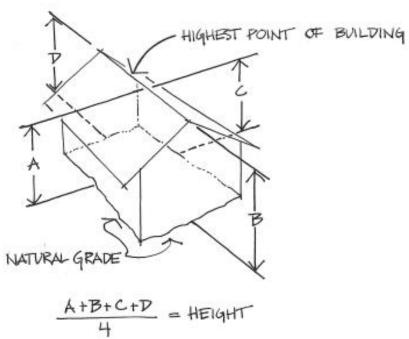
Motion:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be amended by adding a clause to the natural boundary of the sea setback to allow the reconstruction of a dwelling within the same location as long as the dwelling is not closer to the natural boundary of the sea.

<u>Height:</u>

At the May 6, 2022 meeting, the discussion on if the calculation for height in the South Pender Island LUB could be improved. Currently height is defined as:

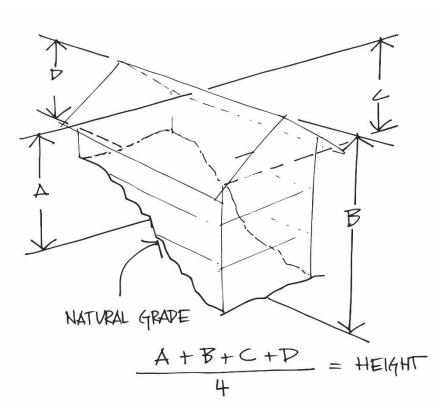
""height" means the vertical distance between the highest point of a building or structure and the average natural grade, being the average undisturbed elevation of the ground at the perimeter of the building or structure calculated by averaging the distance between the natural grade and the highest point of a building or structure measured at the midpoints of all the exterior walls."



Drawing No.1 – Height Calculation with minor slope (drawing from SP LUB)

If the natural grade has a minor (or no) slope, the calculation of height is easily determined and the mass of the building is relative to the 9.2 metre (30 feet) height restriction for dwellings. In contrast, when a dwelling is constructed on a steep slope, one side of the dwelling may be only one-storey in height (see Point D in Drawing No.2 below) and the opposite side of the house could be three or more storeys in height (see Point B in Drawing No.2) yet the building would still comply with the maximum height of a dwelling. These types of dwellings are more evident on visible properties with a steep slope. When viewing these dwellings from the road or the water, it can give the impression that the dwelling throughout is over three storeys, not in compliance with the height restriction, and creates the illusion of large massed buildings.





If the LTC is concerned with the visual impact of large dwellings on steep slopes, staff suggest retaining the maximum height of 9.2 metres for dwellings, but the LTC could consider adding an additional regulation at states at no point shall a dwelling elevation exceed a height of X metres. Since 2018, staff have only received one building permit review where a dwelling required a height survey to confirm height. This dwelling was to be constructed on a steep slope (similar to Drawing No. 2) and the maximum building height elevation was 12.8 metres (at Point B). This allowed for a three-storey structure and small crawlspace on the elevation facing the waterfront. Based on the one BP received over the past five years for a dwelling on a steep slope, the LTC could add an additional regulation that states at no point shall a dwelling height elevation exceed 12.0 metres (40 feet) in height.

Motion:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be amended by adding a height restriction that restricts a dwelling elevation to not exceed 12 metres in height at any one point.

Amendments:

The LTC has the discretion to amend the bylaw before or after the Public Hearing. A bylaw may be altered after the public hearing, based on information received or heard by the LTC at any point prior to the close of the hearing, provided that the amendments do not alter use or increase density, or decrease density without a landowner's consent.

PUBLIC HEARING

A public hearing is scheduled for June 24, 2022. A public hearing is a quasi-judicial process within and following which specific procedures must be followed.

Following the hearing, the LTC may choose to give further readings to a bylaw, defeat a bylaw, or alter a bylaw within certain parameters. The procedural steps following the close of the hearing are as follows:

- 1. Consideration of Second Reading (this may include amendments to alter a bylaw).
- 2. Consideration of Third Reading.
- 3. Forwarding of the bylaw to Executive Committee for approval (Minister approval is not required for LUB amendments).
- 4. Reconsideration and adoption.

Following the close of the hearing, the LTC may not hear further submissions without holding a new hearing. The principle is that if new information is considered by the LTC, all other interested parties also need to have the opportunity to consider any new relevant material and to make further representations to the LTC. The courts have clarified that this does not open the door to endless public hearings: a local government body can legitimately decide that after a hearing it wishes to hear further from staff on issues raised at the hearing.

If the Executive Committee approves proposed Bylaw No. 122, the next step for the LTC would be to adopt the bylaw.

FIRST NATIONS: At this time the recommendations comply with the Islands Trust Reconciliation Declaration and the Local Trust Committee Standing Resolutions on Reconciliation.

RATIONALE FOR RECOMMENDATION

At this time, staff are not providing the LTC with a formal recommendation based on the strong opposition from some community members. In order to address some of the concerns expressed from written communication and the CIMs, the LTC may wish to consider amending the proposed bylaw to alter or eliminate the contentious issues by:

- Remove the restrictions to maximum floor area; or
- Increasing the maximum floor area numbers proposed in Bylaw No. 122.

Furthermore, the LTC may need time to absorb and reflect on the comments and opinions received during the Public Hearing on June 24th. As show in Option No. 1 on page 6 of the staff report, the LTC can defer making any further decisions on this bylaw until an online Special Meeting can be scheduled during the summer months. The difficulty with this approach is that since the proposed bylaw is post public hearing, no further comments by the public may be received by the LTC. The purpose of this Special Meeting would be for the LTC to consider any further amendments to the proposed bylaw, give Second/Third reading, and send to Executive Committee for approval.

The LTC also has the option to move forward with proposed Bylaw No. 122 by making amendments (noted in the staff report) and to proceed with Second and Third Reading to the bylaw, and then send it to Executive Committee for approval. Direction on how to proceed is required and options are outlined on the next page.

OPTIONS

1. Schedule an online Special Meeting

The LTC may wish to schedule an online meeting to further discuss the comments received during the Community Information Meetings and the Public Hearing. At this special meeting, the LTC can decide if the proposed bylaw should be amended, give further readings to the bylaw, and send the bylaw to EC for approval.

Resolution:

That the South Pender island Local Trust Committee request staff to schedule an online Special Meeting to discuss the next steps of the Land Use Bylaw Amendments Project.

2. Make amendments to the bylaw

The South Pender Island LTC may amend proposed Bylaw No. 122.

Resolution:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be amended by:...

3. Give the bylaw Second Reading

Resolution:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be read a second time.

4. Give the bylaw Third Reading

Resolution:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122, cited as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021" be read a second time.

5. Send the bylaw to Executive Committee for approval

Resolution:

That the South Pender Island Local Trust Committee proposed Bylaw No. 122 be forwarded to the Secretary of the Islands Trust for Executive Committee Approval.

6. Receive for information

The LTC may receive the report for information.

7. Proceed no further with the bylaw.

The LTC may decide to proceed no further with Bylaw No. 122.

Resolution:

That the South Pender Island Local Trust Committee proceed no further with Bylaw No. 122.

Submitted By:	Kim Stockdill, Island Planner	June 16, 2022
Concurrence:	Robert Kojima, Regional Planning Manager	June 17, 2022

ATTACHMENTS

1. Proposed Bylaw No. 122

PROPOSED

SOUTH PENDER ISLAND LOCAL TRUST COMMITTEE BYLAW NO. 122

A BYLAW TO AMEND SOUTH PENDER ISLAND LAND USE BYLAW NO. 114, 2016

The South Pender Island Local Trust Committee, being the Trust Committee having jurisdiction in respect of the South Pender Island Trust Area under the *Islands Trust Act*, enacts as follows:

1. Citation

This bylaw may be cited for all purposes as "South Pender Island Land Use Bylaw No. 114, 2016, Amendment No. 2, 2021".

- 2. South Pender Island Local Trust Committee Bylaw No. 114, cited as "South PenderIsland Land Use Bylaw No. 114, 2016" is amended as follows:
 - 2.1 By adding the following new definitions to Section 1.1 'Definitions':

""agri-tourism" means an activity referred to in Section 12 of the Agricultural Land Reserve Use Regulation."

""agri-tourist accommodation" means a use accessory to a *farm use* for the purpose of accommodating commercial guests within specific structures on specific portions of a *lot* as referred to in Section 33 of the *Agricultural Land Reserve Use Regulation.*"

"farm retail sales" means the retail sale of tangible farm products grown or raised on a farm or association to which the owner of the farm belongs."

""Farm Status" means land classified as a farm pursuant to the (BC) Assessment Act."

- 2.2 By removing the words "floor area of 70m² or less" and replacing it with "limited floor area" in the definition of 'cottage'.
- 2.3 By removing the word "outer" and replacing it with "inner" in the definition of 'floor area'.
- 2.4 By removing the words "7.6 metres (25 feet)" and replace it with "15 metres (50 feet)" and by removing the words "pump/utility house" in Subsection 3.3(3).
- 2.5 By adding the following new subsection after Subsection 3.3(3) and renumbering accordingly:

"Despite Subsection 3.3(3), *buildings* or *structures*, except a fence, stairway, wharf and dock ramps or their footings, legally constructed prior to [*insert date of Bylaw No. 122 adoption*] shall not be sited within 7.6 metres (25 feet) of the *natural boundary* of the sea and, for this purpose only, paved areas of asphalt, concrete or similar material are "structures"."

- 2.6 By adding the following new subsections to Section 3.5 'Accessory Buildings and Structures' as follows:
 - "(6) Shipping containers are a permitted accessory use on a *lot* subject to the following:
 - (a) On a *lot* less than 0.8 ha (2 acre) in area, a maximum of one (1) shipping container is permitted.
 - (b) On a *lot* 0.8 (2 acres) or greater in area, but less than 1.2 ha (3 acres) in area, a maximum of two (2) shipping containers are permitted.
 - (c) On a *lot* with an area greater than 1.2 ha (3 acres), a maximum of three(3) shipping containers are permitted.
 - (7) Shipping containers must be screened from neighbouring *lots*, roads, or the sea by use of landscaping screening in compliance with Section 3.9."
- 2.7 By adding the words "excluding a *cottage*" after the words 'used as a dwelling', by deleting the word 'rainwater' and replacing it with "freshwater", by deleting the word 'cistern' after the word 'minimum' and replacing it with "storage" and by deleting the words '9,000 litres (1980 gallons)' and replacing it with "18,000 litres (3960 gallons)" for Subsection 3.14(1) so it reads:

'A building permit shall not be issued for a new *building* to be used as a *dwelling*, excluding a *cottage*, on a *lot* in the RR(1), RR(2) or RR(3) zones unless a *building* on the *lot* is equipped with a freshwater catchment system and cistern(s) for the storage of freshwater with a minimum storage capacity of 18,000 litres (3960 gallons).

Lot Area	The total floor area	The floor area of a
	of all buildings may	dwelling may not
	not exceed:	exceed:
Less than 0.4 ha	465 m ² (5000 ft ²)	232 m ² (2500 ft ²)
(1 acre)		
0.4 ha to < 0.8 ha	557 m ² (6000 ft ²)	279 m ² (3000 ft ²)
(1 to 2 acres)		
0.8 ha to < 1.6 ha	743 m ² (8000 ft ²)	325 m ² (3500 ft ²)
(2 to 4 acres)		
1.6 ha to < 4 ha	836 m ² (9000 ft ²)	325 m ² (3500 ft ²)
(4 to 10 acres)		
4.0 ha (10 acres) or	1394 m ² (15000 ft ²)	325 m ² (3500 ft ²)
greater		

2.8 By deleting the words Table from Subsection 5.1(5) and replacing it with

2.9 By add the following new subsection after Subsection 5.1(5):

п

"Despite Subsection 5.1(5), on a *lot* that contains a legal *dwelling* constructed prior to the adoption of this bylaw, a replacement *dwelling* may be constructed, or the existing *dwelling* re-constructed or altered, provided the *floor area* of the replacement, re-constructed or altered *dwelling* does not exceed the *floor area* of the *dwelling* on the *lot* at the time of the adoption of this bylaw."

2.10By adding the following new subsection after the newly created Subsection 5.1(6) and renumbering accordingly:

"The maximum *floor area* of a *cottage* must not exceed 70 m² (753 ft²)."

2.11By adding the following new subsection directly after the newly renumbered Subsection 5.1(8) and renumbering accordingly:

"Despite Subsection 5.1(8), the setback for a *dwelling* or *cottage* shall be 6.0 metres (20 ft.) from any interior or exterior side *lot line*."

2.12 By add the following new subsection after Subsection 5.1(9):

"Despite Subsection 5.1.(9), on a *lot* that contains a legal *dwelling or cottage* constructed prior to the adoption of this bylaw, a replacement *dwelling or cottage* may be constructed, or the existing *dwelling or cottage* re-constructed or altered, provided the distance from the interior or exterior side *lot line* to the replacement, re-constructed or altered *dwelling or cottage* is not less than the distance from the interior or exterior side *lot line* to the the time of the adoption of this bylaw."

- 2.13By removing the word "Rescinded" from Article 5.5(1)(d) and replacing it with "Accessory *agri-tourism* subject to Subsections 5.5(11) to 5.5(15);"
- 2.14By adding the following new article after Article 5.5(1)(d) and renumber accordingly:

"Accessory agri-tourist accommodation, subject to Subsections 5.5(14) to 5.5(21), and as permitted by the Agricultural Land Commission;"

- 2.15By adding the words "and *farm retail sales*." after the words 'on the same lot' in Article 5.5(1)(f).
- 2.16By deleting Subsection 5.5(9) and replacing it with:

"Maximum *Floor Area* per lot:

Lot Area	The total floor area	The floor area of a
	of all buildings may	dwelling may not
	not exceed:	exceed:

п

Less than 0.4 ha	465 m ² (5000 ft ²)	232 m ² (2500 ft ²)
(1 acre)		
0.4 ha to < 0.8 ha	557 m ² (6000 ft ²)	279 m ² (3000 ft ²)
(1 to 2 acres)		
0.8 ha to < 1.6 ha	743 m ² (8000 ft ²)	325 m ² (3500 ft ²)
(2 to 4 acres)		
1.6 ha to < 4 ha	836 m ² (9000 ft ²)	325 m ² (3500 ft ²)
(4 to 10 acres)		
4.0 ha (10 acres) or	1394 m ² (15000 ft ²)	325 m ² (3500 ft ²)
greater		

2.17By adding the following new subsection after Subsection 5.5(9) and renumbering accordingly:

"The maximum floor area of a cottage must not exceed 70 m² (753 ft²)."

2.18By adding the following 'Information Note' after the newly created Subsection 5.5(10):

"Information Note: The maximum floor area of a dwelling or cottage located within the Agricultural Land Reserve must be compliant with the Agricultural Land Commission Act, Regulation, and any Resolution for the Agricultural Land Commission."

2.19By removing the word "Rescinded" adding the following to the newly renumbered Subsection 5.5(11):

"Farm retail sales are permitted on a lot located within the Agricultural Land Reserve, and the total indoor and outdoor *floor area* for the *farm retail sales* shall not exceed 47 m² (500 ft²).

2.20By adding the following new subsections after Subsection 5.5(11) under 'Conditions of Use' and renumber accordingly:

"5.5(12) Agri-tourism buildings or structures are not permitted.

5.5(13) *Agri-tourism* must be in compliance with the *Agricultural Land Reserve Use Regulation*.

5.5(14) *Agri-tourism* and *agri-tourist accommodation* are only permitted on a *lot* with *Farm Status*.

5.5(15) *Agri-tourism and agri-tourist accommodation are* only permitted on a *lot* located in the Agricultural Land Reserve.

5.5(16) Agri-tourist accommodation must be accessory to an active agri-tourism

activity.

5.5(17) Agri-tourist accommodation must be accessory to a farm use.

5.5(18) Agri-tourist accommodation buildings and structures must not exceed a floor area of 90 m² (969 ft²).

5.5(19) *Agri-tourist accommodation* must not be in use for more than 180 days in a calendar year.

5.5(20) Agri-tourist accommodation may include associated uses such as meeting rooms and dining facilities for paying registered guests contained wholly within the agri-tourism accommodation unit, but may not include a *restaurant* or any commercial or retail goods and services other than those permitted by the Agriculture (A) Zone.

5.5(21) The maximum number of guests that may be accommodated in any *agri-tourist accommodation* at any one time, either alone or in combination with a *bed and breakfast*, is not to exceed 10 guests or 5 bedrooms.

2.21By deleting Subsection 5.6(7) and replacing it with:

Lot Area	The total floor area of all buildings may	The floor area of a dwelling may not
	not exceed:	exceed:
Less than 0.4 ha	465 m ² (5000 ft ²)	232 m ² (2500 ft ²)
(1 acre)		
0.4 ha to < 0.8 ha	557 m ² (6000 ft ²)	279 m ² (3000 ft ²)
(1 to 2 acres)		
0.8 ha to < 1.6 ha	743 m ² (8000 ft ²)	325 m ² (3500 ft ²)
(2 to 4 acres)		
1.6 ha to < 4 ha	836 m ² (9000 ft ²)	325 m ² (3500 ft ²)
(4 to 10 acres)		
4.0 ha (10 acres) or	1394 m ² (15000 ft ²)	325 m ² (3500 ft ²)
greater		

"Maximum *Floor Area* per lot:

2.22By adding the following new subsection after Subsection 5.6(7) and renumbering accordingly:

"The maximum *floor area* of a *cottage* must not exceed 70 m² (753 ft²)."

2.23By deleting Subsection 5.7(6) and replacing it with:

"Maximum *Floor Area* per lot:

п

п

Lot Area	The total floor area	The floor area of a
	of all buildings may	dwelling may not
	not exceed:	exceed:
Less than 0.4 ha	465 m ² (5000 ft ²)	232 m ² (2500 ft ²)
(1 acre)		
0.4 ha to < 0.8 ha	557 m ² (6000 ft ²)	279 m ² (3000 ft ²)
(1 to 2 acres)		
0.8 ha to < 1.6 ha	743 m ² (8000 ft ²)	325 m ² (3500 ft ²)
(2 to 4 acres)		
1.6 ha to < 4 ha	836 m ² (9000 ft ²)	325 m ² (3500 ft ²)
(4 to 10 acres)		
4.0 ha (10 acres) or	1394 m ² (15000 ft ²)	325 m ² (3500 ft ²)
greater		

2.24By adding the following new subsection after Subsection 5.7(6) and renumbering accordingly:

"The maximum *floor area* of a *cottage* must not exceed 70 m² (753 ft²)."

3. SEVERABILITY

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

READ A FIRST TIME THIS	6 th	DAY OF	MAY	2022.		
PUBLIC HEARING HELD THIS		DAY OF		20		
READ A SECOND TIME THIS		DAY OF		20		
READ A THIRD TIME THIS		DAY OF		20		
APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS						
		DAY OF		20		
ADOPTED THIS		DAY OF		20		

SECRETARY