



DATE OF MEETING: July 25, 2023  
TO: Denman Island Local Trust Committee  
FROM: Narissa Chadwick, Island Planner  
Local Planning Services  
COPY: Robert Kojima, Regional Planning Manager  
Renee Jamurat, Regional Planning Manager  
SUBJECT: Denman Island Housing Review Project, Stage 2

## RECOMMENDATION

1. That the Denman Island Local Trust Committee endorse the Project Charter for the Denman Island Housing Review Project Stage 2, Phase 1&2
2. That the Denman Island Local Trust Committee endorse the Terms of Reference for the Housing Advisory Planning Commission (HAPC).
3. That the Denman Island Local Trust Committee endorse the Engagement Plan for the Denman Island Housing Review Project Stage 2, Phase 1&2
4. That the Denman Island Local Trust Committee endorse the Business Case for the Denman Islands Housing Review Project Stage 2, Phase 2.
5. That the Denman Island Local Trust Committee request the Regional Planning Committee submit a business case to Trust Council regarding water availability assessment and prioritize Denman Island in fiscal 2024/25.
6. That the Denman Island Local Trust Committee request staff schedule Community Meeting 1 for September.

## REPORT SUMMARY

The purpose of this report is to initiate Stage 2 of the Denman Island Housing Review by presenting to the LTC for endorsement the following:

- Project Charter
- Terms of Reference for the Housing Advisory Committee (HAPC)
- Public Engagement Plan
- Business Case for 2024/25

## BACKGROUND

As identified in the June 6, 2023 staff report, initiation of the Denman Housing Policy Review Project responds to the need to address housing which has been a key concern for Denman residents over two decades. The project was initiated in 2022. Stage 1 of the Denman Housing Review involved public engagement facilitated by a consulting. This Stage resulted in a number of recommendations which are provided in the [Denman Island Housing Review Recommendations Report](#) . Stage 2 of the project involves:

Phase 1 - Public engagement with a focus on identifying and prioritizing options for OCP and LUB amendments  
Phase 2 - Writing, review and adoption of OCP and LUB amendments.

### Project Charter: Denman Island Housing Review Project, Stage 2 Phase 1&2 – Appendix 1

The project charter for Stage 2 of the housing review project identifies the purpose as:

Phase 1 (July – December 2023) – Engaging the Denman Island Housing Advisory Planning Commission (HAPC), housing groups on Denman Island and community members to identify updates to the Denman Island Official Community Plan and Land Use Bylaw to increase housing options that address housing need.

Phase 2 (January 2024 – March 2024) Advancing policy and regulatory amendments that focus on increasing permitted number of housing units to address housing need while preserving and protecting the natural environment.

### Terms of Reference for the Housing Advisory Planning Commission – Appendix 2

The HAPC was appointed at the May 2023 LTC meeting. As the draft HAPC Terms of Reference identifies, suggested activities of the HAPC include:

- Helping staff identify public engagement options to support the Denman Island Housing Project
- Assisting with engaging the Denman Housing Action Group, the Denman Community Land Trust Association, and the Denman Housing Association in a process to gather qualitative needs assessment information;
- Reviewing the recommendations of the Denman Islands Housing Review 2022/23 and related, and additional, public input;
- Identifying options to address housing needs, including general locations/zones; and
- Proposing draft policies and regulations supporting options addressing to housing action priorities to include public input.

### Project Engagement Plan –Appendix 3

The project engagement plan focuses on three phases in engagement: **Informing** the public about the project, **involving** the community in identifying options and First Nations and **consulting** on options identified to be a priority. The project looks at engaging the public in three ways: open meetings, focussed discussions and online questionnaire.

### Business Case for 2024/25- Appendix 4

In order to received budget allocation from Trust Council for the continuation of the project into the bylaw drafting and approval stage the LTC is required to submit a business case. As indicated in the business case, the \$15,000 being asked for will support First Nations consultation, community consultation, communications and legal review.

Staff are recommending a water availability assessment be done to contribute to the suitable land analysis which will determine where groundwater sustainability is most vulnerable to increased residential use and density. Staff will be recommending that this be done as a Regional Planning Committee Project which prioritizes LTCs that have

OCP reviews and housing projects. Staff have recommended the Denman LTC pass a resolution in support of this direction.

**TIMELINE**

The table below identified an approximate project timeline for engagement.

Action	Fall 2023	Winter 23/24	Spring 2024	Summer 2024	Fall 2024	Winter 2024/25	Spring 2025
<b>FN Engagement</b>							
Inform	letter sent, staff to follow up						
Initial engagement		Letter follow up					
Continued engagement			Planning staff will be relying on the Senior Intergovernmental Policy Advisor for guidance on FN engagement				
<b>HAPC Engagement</b>							
Initial feedback	Preliminary identification of options						
Engagement assistance	Review draft questionnaire, participate in community mtgs, additional input as requested by LTC						
Further review			Review of prioritized options, action plan, draft bylaws				
<b>Community Engagement</b>							
Inform	Provide information on process –CM 1						
Involve	Focussed mtgs, survey, CM2						
Consult			CM3, CIMs on specific topics, referrals				

**ALTERNATIVES**

**1. Request further information**

The LTC may request further information prior to making a decision. If the LTC choses this option it will cause delays in the process.

**2. Make amendments to the documents provided**

The LTS may choose to make amendments to the Project Charter, HAPC Terms of Reference, Public Engagement Plan and Business Case for 2024/25

**NEXT STEPS**

If the staff recommendations are approved staff will:

- Forward the business case to the Regional Planning Committee for endorsement.
- Schedule a community information meeting for September
- Draft a community engagement survey
- Follow up with First Nations regarding their interest in engaging in the project
- Schedule meetings with Housing Groups on the Island

Submitted By:	Narissa Chadwick RPP MCIP, Island Planner	July 12, 2023
Concurrence:	Renée Jamurat, RPP MCIP, Regional Planning Manager	July 12, 2023

**ATTACHMENTS**

1. Project Charter
2. HAPC Terms of Reference
3. Public Engagement Plan
4. Business Case for 2024/25

# Denman Island Housing Review Project (Stage 2 Phase 1&2)- Charter v1

Denman Island Local Trust Committee (LTC)

Date: July 25, 2023

**Purpose:** **Phase 1** – Engaging the Denman Island Housing Advisory Planning Commission (HAPC), housing groups on Denman Island and community members to identify updates to the Denman Island Official Community Plan and Land Use Bylaw to increase housing options that address housing need **Phase 2-** Advancing policy and regulatory amendments that focus on increasing permitted number of housing units to address housing need while preserving and protecting the natural environment .

**Background:** Low diversity of housing types on Denman Island and low rental vacancy are the prominent housing challenges on Denman Island. The Denman Island LTC initiated a budget request to Trust Council for 2023/24 funding and allocation of staff time to address housing needs through amendments to the OCP and LUB. A budget of \$18,000 and Regional Planning Team time was allocated to this project for fiscal 2023/24. Of this, \$6,000 has been allocated to legal review and \$12,000 to the development of communication and educational information/community information meeting(s) and public hearing.

## Objectives

Amending to the Official Community Plan and Land Use Bylaw to increase the number of permitted housing units to address housing needs of current residents of Denman Island.

## In Scope

- Public engagement to understand housing needs;
- Public engagement to identify housing options;
- Consideration of the environmental implications of housing options; and
- Amendments to the OCP and the LUB to increase housing number of permitted housing units to address housing need.

## Out of Scope

- Review of Development Permit Areas.
- Amendment of policies outside of the OCP and LUB

## Workplan Overview

Deliverable/Milestone	Date
<b>Phase 1</b>	
Project initiation	July 2023
Housing needs assessment update	July – Dec. 2023
First Nations engagement	June – Dec. 2023
Review and prioritization of housing options by HAPC	July – Nov. 2023
Public engagement	July – Dec. 2023
Suitable Land and Build Out Analysis	June – August 2023
<b>Phase 2</b>	
Housing Action Plan/ Bylaw Drafting	Jan. – June 2024
Public Engagement/ First Nations Consultation	Jan.- June 2024
Legal Review/ CIM	June – Sept. 2024
First Reading/referrals	Oct. 2024
Second Reading/Third Reading/EC review	Oct. – Dec. 2024
Ministry Approval of bylaws	TBD
Bylaw approval	TBD

## Project Team

Regional Planning Manager	Renée Jamurat
Regional Planning Team Member	Narissa Chadwick
Planning Team Assistant	Chloë Straw
GIS Tech	Jackie O’Neil
Housing Advisory Planning Commission	As Appointed

## Budget

Budget Sources:		
2023/24	Engagement/Comm	\$12,000
	Legal Review	\$6,000
	<b>Total</b>	<b>\$18,000</b>

The Denman Island Local Trust Committee [Advisory Planning Commission Bylaw No. 231](#) permits the appointment of an Advisory Planning Commission to advise on matters of land use, community planning, or proposed bylaws and permits, pursuant to the *Local Government Act*, that are referred to it by the Local Trust Committee (LTC).

This Terms of Reference guides the purpose and roles of a Denman Island Housing Advisory Planning Commission (HAPC) to advise the LTC on matters related to the 'Denman Island Housing Project'. The roles, responsibilities and procedures of the HAPC are also pursuant to Bylaw No. 231 and should be referred to separately.

### 1. Purpose

The HAPC is a select committee to the Denman Island Local Trust Committee (LTC) with final decisions in all matters brought before the HAPC resting with the LTC.

The role of the HAPC is to:

- a) Assist the LTC with the development of an engagement process to support the Denman Island Housing Project (to include a process to gather qualitative needs assessment information);
- b) Participate in LTC sponsored community consultation events;
- c) Bring an informed voice to the development of policy and regulatory amendments;
- d) Review the recommendations coming out of the Denman Islands Housing Review and related, and additional, public input;
- e) Identify potential options to address housing needs, including general locations/zones; and
- f) Propose draft policies and regulations pertaining to housing action priorities.

### 2. Work Plan Overview

- a) **Summer 2023 inaugural meetings of the HAPC** – Member introductions, appointment of chair and secretary and orientation by Islands Trust staff. Develop understanding of tasks, terms of reference for the work and best practices in the literature for achieving goals. Establish a meeting schedule to achieve work plan goals.
- b) **Subsequent Commission Meetings** – to be determined by the Denman Island HAPC to address referrals made by the LTC.

### 3. Duties and Responsibilities of the HAPC

- a) Pursue any other matters referred to the HAPC by the LTC and report back to the LTC expeditiously, as required.
- b) The HAPC should seek to provide recommendations on options that can be implemented by the LTC through its policies and regulations, or can be endorsed or adopted by the LTC as broad objectives.
- c) Islands Trust staff may be invited to serve as a resource at any meeting, at the discretion of staff. As well, Islands Trust staff may provide available technical information requested by the Commission to carry out its review. Any additional research or staff work that the APC may consider important should be requested as recommendations to the LTC.

- d) All deliberations of the HAPC must take place at a meeting of the HAPC and such meetings must be open to the public.

#### 4. Role of Chair Person

The Chairperson should ensure, to the best of their knowledge and ability, that any options or recommendations are consistent with:

- a. The Goals (“principles”) of the Official Community Plan;
- b. The Object of the Islands Trust;
- c. The policies of the Islands Trust Policy Statement;
- d. The statutory authority of the Local Trust Committee;
- e. Islands Trust’s policies and procedures;
- f. Generally accepted good planning principles.

With the assistance of from the Deputy Chairperson and Secretary, the Chairperson shall be responsible for:

- a) Organizing meetings;
- b) Developing and distributing meeting agendas to Commission members (and copied to Islands Trust staff);
- c) Communicating with Denman Island LTC and Islands Trust staff at each stage of the process.

Other duties of the Chair Person include:

- a) Leading and facilitating discussion at the meeting(s);
- b) Ensuring that all points of view are heard;
- c) Ensuring that good order and civility are maintained at meetings and that deliberations are conducted with objectivity;
- d) Ensuring that discussion is relevant and addresses the questions laid out in this terms of reference;
- e) Ensuring the Commission considers the issues from an enlarged perspective aimed at solutions for the community as a whole;
- f) Ensuring the meetings are conducted efficiently and that progress is made in accordance with the timelines established by the project charter.

**Denman Housing Policy Review Project Stage 2 – Draft Engagement Plan for Phase 1 and Phase 2**

**Phase 1- Fiscal 2023/24**

**Phase 2- Fiscal 2024/25**

<b>Project Phase</b>	<b>Purpose of Engagement</b>	<b>Processes/Options</b>	<b>Resources, Budget, Timing</b>
<b>Phase 1 - Laying the Groundwork</b>  Sept/October 2023	<b>INFORM</b> Identifying what project is about and how to get involved	<b>Community Meeting 1</b> - Initial Project meeting to identify what the project is about and answer questions  <b>HAPC</b> – Preliminary identification of options and report to LTC, participation in community meeting  <b>First Nations</b> – Letter sent	Community meeting - Sept  Staff time – messaging development, FN consultation  \$3000 – Engagement -HAPC, in person meeting CIM  \$1000 - Communications
<b>Phase 1- Identification of Options and Opportunities</b>  October 2023 – December 2023	<b>INVOLVE</b> Focused engagement	<b>Community Meeting 2</b> – Meeting to introduce list of options and identify opportunities and challenges with options and prioritize options  <b>Focussed meetings with on Island Housing Groups</b> – Denman Island Land Conservancy, Denman Island Housing Society, Denman Island Housing Advisory Group  <b>Needs Assessment/Options survey</b> – Questionnaire on needs and options  <b>HAPC</b> – review of draft questionnaire , participation in community meetings  <b>First Nations</b> – Follow up  <b>Legal</b> – ADU questions	\$2000 – Public engagement  TBD – FN engagement  \$6,000 – legal
<b>Phase 2- Defining Options and Action Plan Development</b>  January – March 2024	<b>CONSULT</b> Options for OCP/LUB review identified  Review of Action Plan	<b>Community Meeting 3</b> – Meeting to review options identified to be a priority  <b>Focussed follow-up with on Island Housing Groups</b> – with staff via zoom  <b>HAPC</b> – Review of prioritized options , review of Housing Action Plan  <b>First Nations</b> – Early referral	Meeting type and timing TBD  TBD – FN engagement  \$2000 – Engagement/communications
<b>Phase 2- Bylaw Drafting and Approval (Phase 2)</b>  April 2024 – March 2025	<b>CONSULT</b> Following legislative protocol	<b>Community Information Meetings</b> -as needed (meetings on specific topics can be arranged)  <b>Legal review</b> - as required  <b>First Nations</b> – Follow up	\$5,000 – legal review  \$5,000 – CIMs/PH  \$3, 000 – Communications  TBD – FN consultation





**Budget Funding Request  
Short-Form Business Case**

Completion of this form initiates a request to the management team, FPC, and ultimately Trust Council for allocation funding in the next fiscal year budget. The form is to be completed and submitted at the start of the decision making process. The business case forms part of the Annual Budget Process (refer to Islands Trust Council Budget Process Policy 6.3.i).

TO BE COMPLETED BY INITIATOR	
<p><b>Initiated by (name, title):</b> Narissa Chadwick, Island Planner On behalf of the DE LTC</p>	<p><b>Budget Source</b> (select all that apply):</p> <p><input checked="" type="checkbox"/> <b>Specific Project Funding</b> (select all that apply)</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Third Party Contractors</li> <li><input type="checkbox"/> Staff Travel Expense</li> <li><input type="checkbox"/> Staff Overtime Expense</li> <li><input type="checkbox"/> New Staff Member – Temporary for project</li> <li><input type="checkbox"/> Computer Hardware/Software</li> </ul> <p><input type="checkbox"/> <b>Furniture &amp; Equipment</b></p> <p><input type="checkbox"/> <b>Computer Hardware/Software/Supplies</b></p> <p><input type="checkbox"/> <b>New Staff Resources</b> (see Staff Costing Tool)</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Permanent</li> <li><input type="checkbox"/> Temporary</li> </ul> <p style="padding-left: 40px;">Temp Duration: _____</p> <p><input checked="" type="checkbox"/> <b>Other – please describe:</b> Honoraria for speakers/First Nations’ for on-going meetings and participation, minute taking, technology support, mapping, facility rental, open-house meetings and material, , legal review, development and printing of educational info, brochures, posting of meeting, ads, and legal notifications.</p>
<p><b>Business Area:</b> Denman Island Local Trust Committee – LTC projects</p>	
<p><b>Name of Request:</b>  DE LTC – Denman OCP and LUB Housing Review (Stage 2- Phase 2)  \$15,000</p>	
<p><b>Date of Funding Request Submission:</b> September, 2023</p>	<p><b>Funding Required for (date range):</b> April, 2024 -March 31, 2025</p>
<p><b>ISSUE/OPPORTUNITY:</b></p> <p>The purpose of this business case is to support of the second phase of what was defined in the 2023/24 business case as Stage 2 of the Denman OCP and LUB Housing Policy Review. The report resulting from the Denman Housing Review Project Stage 1 and staff review of related reports and projects over the past 20 years</p>	

indicated that there is much to be done to address housing need on Denman Island. The Denman Housing Review Project Stage 1, Phase 1 (Fiscal 2023/24) is contributing to prioritizing specific options for OCP and LUB Review. Phase 2 will focus on public review of options, legal review and bylaw amendment writing and review.

**The Denman Housing Review Project Stage 2, Phase 2 (Fiscal 2024/25)** bylaw amendments will provide the opportunity to advance Islands Trust Strategic Interests related to:

- First Nations Reconciliation - The project focusses on continuing the engagement process with First Nations that was initiated in Phase 1.
- Contributing to the development of model bylaws for housing – This project is intended to produce bylaws that may be replicable in other Local Trust Areas.
- Preservation of ecosystems – A key focus of the project is supporting housing while considering the Islands Trust preserve and protect mandate.
- Demonstrating the use of suitable land analysis – Suitable land analysis will be used to inform LTC decision making.
- Demonstrating the use of the Islands Trust’s Housing Toolkit – A number of tools in the toolkit are being used by staff and being shared with the Housing Advisory Planning Commission and the LTC to inform amendments to the OCP and LUB.
- Development of a public engagement process that could help to inform other public engagement processes related to housing projects throughout the Trust Area

**PROJECTED RESULTS/DELIVERABLES:**

1. OCP Updates – OCP updates are needed to facilitate more flexibility in supporting a variety of housing options. OCP are outdated and no longer reflect the current housing conditions, as well as infrastructure servicing, transportation system, environmental conditions and other elements that impact the availability, affordability and diverse housing types on the island.

2. LUB Updates – LUB updates will reflect the options supported by the community to increase the variety of housing options while preserving and protecting the environment.

3. Continuation of active and meaningful engagement with First Nations and the Community – Stage 2 Part 1 endeavoured to inform First Nations and the Community of the goals and objectives of the project and involve First Nations, the Community, the Housing Advisory Planning Commission and Stakeholders in the identification of bylaw amendment options. Stage 2 Part 2 will look to effectively consult all relevant parties on proposed amendments.

**RISK ASSESSMENT:**

If no action taken, housing crisis will elevate to a critical level. Without updating the OCP to strengthen the various policies and objectives that impact the conditions of housing (and its associated environmental, social, economic and cultural conditions), Denman Island will no longer be able to provide healthy social, economic, environmental and cultural conditions for its residents. Furthermore, the island will no longer be able to maintain its character. Most importantly, if no action is taken, we will fail to implement the Trust Council’s mandate of preserving and protecting Denman Island. Furthermore, the community will feel like all the time they took to contribute to the process was wasted.

**ALTERNATIVES CONSIDERED:**

**Option 1: Keep the same project charter but reduce public engagement and communications activities.**

This may result in extension of the project if the public do not feel like they had a chance to contribute to the outcome. Inadequacies with the consultant’s process for Stage 1 of the process has led to a need for further consultation in Stage 2 of the project.

**Option 2: Extend the proposed project duration.** In this case engagement and communications could be spread over two fiscal years. This approach is likely to be very concerning to community members.

**Option 3: Keep the same project charter and budget but fund the project via a Special Tax Requisition.**

The impact of funding this project via special tax requisition is to minimize the impact to the overall proposed Trust Council budget whereas the special tax requisition would have a more dramatic impact on local Denman Island taxpayers.

**CRITICAL SUCCESS FACTORS:**

- Allocation of staff time
- Effective public engagement process

**RECOMMENDED OPTION:**

Provide \$15,000 to support the second phase of Stage 2 of the Denman OCP and LUB Housing Policy Review which focusses on OCP updates, LUB updates and continuation of active and meaningful engagement with First Nations and the Community.

**COST/BENEFIT ANALYSIS:**

Quantitative Analysis:

\$15,000 will be needed to support this project. If this is not supported now while there is momentum from the work done over the past two years reaching the goals of having the OCP and LUB updates made to address housing issues may be lost. Reinvigorating the project may require additional public consultation which will result in additional costs.

Qualitative Analysis:

Without OCP and LUB revisions there will be no increase in housing options for Denman residents. Housing challenges will increase impacting the community and the environment.

**PURCHASING PROCEDURE:**

The appropriate Islands Trust procurement processes will be followed as needed.

**PROPOSED IMPLEMENTATION STRATEGY:**

Housing Action Plan/ Bylaw Drafting	Jan. – June 2024
Public Engagement/ First Nations Consultation	Jan.- June 2024
Legal Review/ CIM	June – Sept. 2024
First Reading/referrals	Oct. 2024
Second Reading/Third Reading/EC review	Oct. – Dec. 2024
Ministry Approval of bylaws	TBD
Bylaw approval	TBD

**STAFF RESOURCING:**

**Estimation:** 0.25 FTE Regional Planning Team Project Manager  
0.10 FTE Planning Team Support  
0.10 Mapping

**CHANGE MANAGEMENT/COMMUNICATIONS/COLLABORATION**

There are no major concerns to be addressed at this time. Changes to the project will be communicated to the community as needed.

\_\_\_\_\_  
Initiator Name, Title

\_\_\_\_\_  
Date

\_\_\_\_\_  
Reviewed by Department Lead: Name, Title

\_\_\_\_\_  
Date