



File No.: Denman Island Housing Review

DATE OF MEETING: February 20, 2024

TO: Denman Island Local Trust Committee

FROM: Narissa Chadwick, Island Planner
Southern Team

COPY: Renée Jamurat, Regional Planning Manager; Robert Kojima Regional Planning Manager (Manager of Long Range Planning Team); Marlis McCargar, Island Planner

SUBJECT: Denman Island Housing Review Project – Housing Options Based on Review of HAPC Report

RECOMMENDATION

1. That the Denman Island Local Trust Committee request staff to schedule a special meeting to review the Suitable Land Analysis Mapping tool prior to any Community Information Meeting.
2. That the Denman Island Local Trust Committee request staff to work with CVRD staff to create a page on CVRD’s “Plan Your Cowichan” engagement website to provide opportunity for continued engagement with the Denman community on housing policy options.

REPORT SUMMARY

The purpose of this report is to review the recommendations of the “Denman Island Housing Advisory Planning Commission (HAPC) Final Report.” It provides an assessment of the HAPC’s recommendations relative to the scope of Denman Island LTC’s Housing Review Project, options to implement the recommendations in some cases as well as implementation considerations. The options review is contained in a series of tables in Attachment 1.

This report also proposes next steps in Denman Island’s Housing Review Project, including community consultation on the options proposed in Attachment 1.

BACKGROUND

Throughout 2023 Denman Island LTC (DELTC) passed several resolutions related to the Denman Housing Review Process. Those most relevant to the content of this report are identified in Attachment 2. The sequence of decision is as follows:

February 7, 2023

- Advertise for a Housing Advisory Commission (HAPC) - HAPC was formed

June 6, 2023

- Forward June 6, 2023 Staff Report to HAPC for review by October 1, 2023 - *Report was forwarded*
- Develop project charter for the next phase of the Housing Review Project – (*See Attachment 3*)

- Develop a business case focussing on water availability assessment as part of housing project for 2024/2025- *This became part of Trust Wide water availability assessment project business case.*
- HAPC asked to meet and consider “all things housing” and bring back recommendations to October 1, 2023 meeting- *HAPC met a number of times and asked for an extension to report back for November meeting.*

July 25, 2023

- Endorse business case for DELTC Housing Project – *Business case was forwarded to Trust Council*
- Submit a business case to Trust Council regarding water availability assessment and prioritize Denman Island in fiscal 2023/24 – *Business case was forwarded to Trust Council*
- Schedule a Community Meeting following receipt of the HAPC report – *To do*

November 14, 2023

- Receive the “Denman Island Housing Advisory Planning Commission Final Report of November 3, 2023” as well as the guide to the report – *Received and posted to website.*
- Request staff provide an analysis of the HAPC recommendations and schedule a zoom meeting in early 2024 to discuss options and next steps - *This report contains an analysis of the options provided by the HAPC and proposed next steps*

ANALYSIS

The Denman Islands Housing Advisory Planning Commission (HAPC) Final Report provides a comprehensive list of options for Land Use Bylaw (LUB) and Official Community Plan (OCP) amendments as well as options related to education and advocacy. The table in Attachment 1 examines each option provided by the HAPC and identifies:

- If the option is possible within the scope of this project
- How the option could be implemented
- Things the LTC might need to consider
- Potential implications of implementing the options

The options provided by the HAPC have been re-numbered and in some cases reframed to relate to specific implementation actions (HAPC report number section references are indicated). This is because in some cases a number of HAPC recommended options fall into the same category of type of land use change. In other cases there are HAPC recommendations within their recommended option that have been isolated as a specific options. Options that appeared in the June 6, 2023 staff report that were not examined by the HAPC are also included to help facilitate further discussion on those options. Staff recommends that opportunity be provided, through community information meetings and online engagement, for community members to provide input on the options discussed. The charts in Attachment 1 can be used to help guide that conversation.

Staff note that in a number of cases the HAPC has provided details related to options. For example, where cisterns are recommended, potential sizes for cisterns has been identified. In the case of the HAPC’s recommendation for combined maximum floor area, suggested maximums for different-sized lots have been identified. This information can be more closely examined once the LTC has identified the options they would like to pursue.

Staff also note that while the HAPC has offered new definitions for some terms. Staff will be recommending that Land Use Bylaw definitions be consistent with provincial definitions and those that are promoted to be used

throughout the Islands Trust Area. Only definitions needed to provide clarity with the analysis have been identified in Attachment 1. A fulsome list of proposed definitions will be presented to the LTC later in the project.

All options supported by the LTC, including the education and advocacy actions (the implementation of which is beyond the scope of this project), can be included in a Housing Action Plan for Denman Island. A Housing Action Plan provides an opportunity to provide focus to housing actions into the future. The Action Plan should be a living document that can be amended over time.

Suggested Use of Suitable Land Analysis (SLA)

Staff comments in the tables in Appendix 1 sometimes refer to the use of suitable land analysis (SLA) when considering increases to the density and intensity of residential land uses. SLA is an Islands Trust-wide mapping initiative that helps identify areas more or less suitable for residential development. The mapping is intended to provide LTCs and communities with information on where additional housing may be best located and areas that may be less appropriate. It uses existing available mapping databases, and is designed to be relatively clear for LTCs and the community to understand, while also having flexibility to adjust for different priorities and mapping availability. For example, a local trust area may wish to adjust the model to give greater weight to a particular focus such as groundwater availability or proximity to amenities and proportionately lower the weighting of other layers. Staff recommend an information session for the LTC be scheduled to review and workshop the SLA tool prior to the community information meeting to discuss housing options.

Housing Options Categories and Analysis Tables

The tables in Appendix 1 group actions and options identified in the HAPC report in a way that prioritizes land-use-focussed amendments that can be made to the OCP and LUB (the primary focus of this project). Land use options are separated from affordability measures, education and engagement and advocacy. The land use options are the focus of this project. All options supported by the LTC can eventually be captured in a Housing Action Plan for Denman Island. Some advocacy actions can be identified in the OCP. The options categories are, in large part, directly based on the action areas in the HAPC report. The corresponding HAPC report references are indicated in each table.

Options Category 1: Increasing Housing Options

Related HAPC Report Categories:

1. Create housing options
2. Remove red tape
5. Create new zones to facilitate faster development of long-term housing

The HAPC report focusses on the need for an increase in the housing options. Options recommended related to this category have been organized by staff into two parts:

1a) Increasing Opportunities for Primary Dwellings, Secondary Suites and Accessory Dwelling Units (ADUs)

The options identified in this category, discussed in Table 1 in Appendix 1, relate to permitting different forms of housing as well as an increased number of dwellings on privately-owned residential lots. Options identified by the HAPC to support increased opportunities for this type of housing include allowing residential use in all zones excluding conservation, park, R4 and water zones, and allowing accessory dwelling units and secondary suites in all zones where residential use is permitted.

1b) Increasing Opportunities for Multi-Unit Rental and Multi-Unit Ownership Affordable Housing Projects

The HAPC report identifies a number of options related to multi-unit rental and multi-unit land ownership. Options identified have been considered in the Table 2 in Appendix 1. While the details related to co-ownership of land are beyond the jurisdiction of the Islands Trust, zoning the land to facilitate multiple dwellings can help to support co-ownership as well as multi-tenant arrangements.

Option Category 2: Minimizing Environmental Impact

Related HAPC Report Category:

3. Minimize the Environmental Impact of housing

As indicated by the HAPC, minimizing environmental impact of housing supports the Islands Trust preserve and protect mandate. The options proposed by the HAPC, discussed in Table 3 in Appendix 1, include the implementation of a maximum combined floor area and requiring rainwater catchment. The HAPC also identify a number of related education and advocacy actions which are discussed Table 8.

Options Category 3- Implementing Affordability Measures

“Ensuring affordability” is a key focus of the HAPC report. Given that the Local Trust Committee’s jurisdiction is limited to land use, ensuring affordability is a challenging task which requires support and cooperation with other levels of governments and not for profit organizations. The Capital Regional District (CRD) is one regional district that is taking a proactive approach to exploring options for increasing affordability of housing on the Islands. This work may help other Regional Districts such as the CVRD advance their work related to housing affordability for islands in other regions. Staff note that (also recognized by the HAPC) housing affordability extends beyond the costs of land and housing construction and includes water and sewage disposal (see advocacy actions). As identified in Table 4 in Appendix 1, the HAPC identifies a “density bonus” approach as an option for supporting housing affordability. As identified in Table 4, in the context identified by the HAPC this would be challenging to implement.

Option Category 4 - Other related OCP and LUB Changes

The HAPC report suggests a number of changes to the OCP and LUB that are related to their recommendations. Most of these are within the scope of this project and will be influenced by the options chosen. Other suggested changes can be considered if they are technical in nature. These are identified in Table 5 in Attachment 1.

Option Category 5 - Bylaw Enforcement

The HAPC report provides a number of recommendations related to bylaw enforcement and housing. Taking action on these recommendations is beyond the scope of this project. Staff recommend that the LTC focus on adopting bylaw amendments to increase options for increasing housing affordability at this time. Trust Council has directed the Regional Planning Committee to review the recommendations of the Ombudsperson's Report on Bylaw Enforcement Policies and Practices and recommend amendments to policies. For specific local issues, the LTC could meet with bylaw staff to discuss options. Actions related to bylaw enforcement can be added to the Housing Action Plan.

Option Category 6 – Education and Engagement

The HAPC identify a number of education and engagement options. While these actions are outside the scope of this project, they can be included in Denman Island's Housing Action Plan to be address at the LTC level, the Trust Wide level and/or in cooperation with other jurisdictions. Staff have identified some options for supporting these actions in Table 7.

Option Category 7 – Advocacy

The HAPC identifies a number of advocacy actions throughout the report and in the final section of their report. Most of these actions (particularly those in Section 7 of the HAPC report), as the HAPC identifies, are outside the scope of the Denman LTC/Islands Trust jurisdiction. Advocacy actions can be added to Denman's Housing Action Plan. Those included in the HAPC report are identified in Table 8 in Attachment 1 under the jurisdiction with the ability to support implementation.

CONSULTATION and ENGAGEMENT

Community Consultation

Over the past several years there have been a number of opportunities for the community to contribute to the discussion of housing options for Denman Island. During the first phase of the housing review project, Denman Island residents were provided the opportunity through survey and community meetings to contribute to the recommendations identified in the Denman Island Housing Review report of March 2023. The community was also provided an opportunity to share their thoughts and concerns with the HAPC throughout its process.

Additional community consultation will enable discussion of the list of options that has been generated (those in Attachment 1 that the LTC is interested in exploring with the community) prior to bylaws being written. It will provide an opportunity to identify support and opposition to options before additional research is done and details are discussed. Staff recommend this happen in two ways:

- 1) a live community information meeting; and
- 2) online engagement through the [CVRD's engagement platform](#). The CVRD has recently reached out to the Islands Trust to ask if there are projects that could benefit from the use of their site. The cost is \$100 a year. This provides an opportunity for the LTC to engage the community in both specific and general

questions related to this project in a variety of ways. It will also help to raise the profile of this project with the CVRD.

First Nations Engagement

Staff are continuing conversation with K'omoks Nation staff to identify how best to engage on this project. The water and suitable land analysis will help provide a clear focus for discussion related to land protection and water allocations that may be of interest to the Nation.

RATIONAL FOR RECOMMENDATIONS/ALTERNATIVE OPTIONS

Recommendation 1 - That the Denman Island Local Trust Committee request staff to schedule a special meeting to review the Suitable Land Analysis Mapping tool prior to any Community Information Meeting.

Rationale

It is important for the LTC to understand the value of the suitable land analysis before it is used to help inform decisions related to defining locations to focus additional housing options.

Alternatives

1. Do not request staff to schedule a focussed meeting related to the SLA. In this case the LTC will not have received a full explanation of the value of the SLA. The LTC should feel confident enough to explain its value to community members if it is going to be used in this project. Not using SLA will reduce DELTC's ability to effectively apply what is known about Denman Island's environment to this project.

2. Have staff schedule a focussed meeting related to SLA in conjunction with the CIM. This will enable to community to learn about the SLA together with the LTC. Staff recommend the LTC have a good understanding of the tool and how they want to use it to inform this project before introducing it to the community. A community meeting on the SLA and how it might be used can be schedule after the LTC has had a chance to learn about it and discuss how they would like to use it.

Recommendation 2 - That the Denman Island Local Trust Committee request staff to work with CVRD staff to create a page on CVRD's "Plan Your Cowichan" engagement website to provide opportunity for continued engagement with the Denman Community on housing policy options

Rational

As identified earlier in this report, CVRD's invitation to host DELTC engagement on its platform provides an opportunity for the LTC to engage the community in both specific and general questions related to this project. It will also help to raise the profile of this project with the CVRD. Staff will work directly with the LTC on engagement approach.

Alternatives

1. Facilitate online engagement through the Denman Island Project page. This is an option that has been used for the Gabriola OCP. However, the CVRD engagement portal has greater functionality. Also, by not using the CVRD's site, the opportunity to raise the profile of Denman's housing project with CVRD will be more limited.

2. Do not facilitate online engagement. The LTC could choose not to facilitate online engagement. This will limit the extent of engagement.

NEXT STEPS

If the staff recommendations are supported:

- Staff will schedule a meeting to introduce the LTC to the suitable land analysis
- Staff will schedule a community information meeting to review housing options
- Communications staff will connect with the CVRD for details related to online engagement for the project
- Staff will work with the LTC to develop online engagement opportunity
- Additional community meetings as needed
- Staff will begin to draft Housing Action Plan and bylaws
- Staff will continue process to engage First Nations

Draft Timeline

| Jan/Feb | March/April | May/June | July/August | Sept/October | Nov/Dec |
|--------------------------|--------------------------------|----------|--------------|-----------------------------------|---------|
| First Nations Engagement | | | | | |
| SLA mtg w/LTC | | | | | |
| CIM | | | | | |
| | Follow up engagement as needed | | | | |
| Online engagement | | | | | |
| | Draft Action Plan | | | | |
| | Bylaw Drafting | | | | |
| | | | Legal Review | | |
| | | | | Readings/Referrals/Public Hearing | |

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| Submitted By: | Narissa Chadwick, RPP MCIP, Island Planner | January 15, 2024 |
| Concurrence: | Renée Jamurat, RPP MCIP, Regional Planning Manager | February 8, 2024 |

ATTACHMENTS

1. Options Table
2. Relevant Resolutions
3. Project Charter v.1
4. Draft Islands Trust Housing Strategic Action Plan

ATTACHMENT 1: Options Tables

The shading represents the extent to which the action can be addressed as part of this project.

- In scope of project
- Partially in scope
- Not in scope

Table 1: Increase Opportunities for Primary Dwellings, Secondary Suites and Accessory Dwelling Units (ADUs)

| Staff report reference | OPTION CATEGORY 1i - Increase Opportunities for Primary Dwellings, Secondary Suites and Accessory Dwelling Units (ADUs) | | |
|------------------------|---|--|----------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 1 | <p>Legalize all existing housing</p> <p><i>The HAPC report contemplates the use of legal non-conforming status to permit existing non-permitted housings. Staff note that housing that was never legal cannot have legal non-conforming status</i></p> | <ul style="list-style-type: none"> - <i>If HAPC recommendations related to accessory dwelling units are supported many of the currently unlawful housing units may be made lawful.</i> - <i>Site-specific zoning could be considered as an option to legalize existing housing if not captured by other bylaw changes. This would require an inventory of locations.</i> | 1a |
| HAPC 2 | <p>Permit dwelling units in all zones except for conservation, park, R4 and water zones</p> <p><i>A number of sections in the HAPC report recommend expanded permission for residential use.</i></p> | <ul style="list-style-type: none"> - <i>Amendments can be made to all zones considered to be suitable for residential use.</i> - <i>Suitable land analysis can be used to determine areas where increases in residential use may not be suitable.</i> - <i>If implementing this options exceptions where a site-specific zoning in conservation or park could be appropriate (e.g. in the case of a caretaker) could be considered.</i> | 1a, 1d, 1f, 1g |
| HAPC 3 | <p>Consistency with Agricultural Land Commission regulations</p> <p><i>HAPC indicate that a petition supporting this direction was signed by 601 Denman residents in 2022.</i></p> | <ul style="list-style-type: none"> - <i>Proposed bylaws 228 and 229 which are ready for Public Hearing (expected in early 2024) address this.</i> - <i>One difference is that in the proposed bylaws cumulative footprint of all dwelling must not exceed 500m² whereas in the ALC regulation one residence can be up to 500m² and an additional one can be up to 90m².</i> - <i>If the LTC wants to consider changes to draft bylaws 228 and 229 this must be done before the PH. Otherwise it can be done as part of this project.</i> | 2c |

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|----------------------|---|--|---------------|
| <p>HAPC 4</p> | <p>Permit secondary suites in all zones where dwellings are permitted</p> <p><i>The HAPC recommends a number of changes to existing secondary suite requirements including removal of size restriction. Revised definition can address size restriction. To be proposed later in the project.</i></p> | <ul style="list-style-type: none"> - <i>Amendments can be made to zoning regulations to accommodate secondary suites where not currently permitted.</i> - <i>Consider if number of secondary suites should be restricted in number on lots where multiple dwellings are permitted (use SLA).</i> | <p>1d</p> |
| <p>HAPC 5</p> | <p>Permit Alternative Types of Accessory Dwelling Units in all zones where housing is permitted (e.g. yurts, RVs, tiny homes)</p> <p><i>The HAPC report suggests that the term ADU be reserved for dwelling units that do not have a foundation. This approach is inconsistent with BC Housing definitions and those being adopted across the Trust Area. Staff recommends a definition of ADU consistent with that suggested for other LTCs to be considered.</i></p> | <ul style="list-style-type: none"> - <i>This could be an amendment to LUB section 2.1 Uses, Buildings and Structures similar to #12 related to “Travel Trailers”.</i> - <i>The Islands Trust Housing Toolkit identifies units that do not comply with the BC Building Code as Alternative Dwelling Units (AltDUs). Maintaining consistency with this reference would facilitate consistency across the Trust Area.</i> - <i>“Alternative Dwelling Units” (e.g. yurts, RVs) should be generally considered, and there for treated in the same way as, Accessory Dwelling Units.</i> - <i>Recommended definition change: “Accessory Dwelling Unit” means self-contained dwelling unit external to the primary dwelling unit. ADUs include, cottages as well as alternative dwelling units (AltDUs) such as yurts, trailers and tiny homes.</i> | <p>1c</p> |
| <p>HAPC 6</p> | <p>Permit accessory dwelling units in all zones where residential use is permitted</p> <p><i>The HAPC has recommended that “Secondary Dwelling Unit” be the term used for ADUs with a foundation. This approach is inconsistent with BC Housing definitions and those being adopted across</i></p> | <ul style="list-style-type: none"> - <i>Amendments can be made to zoning to support this option. The type of unit permitted could be flexible to further support Option 5 above.</i> - <i>For clarity with regulation across the Trust Area, the definition of “secondary dwelling unit” currently in the Denman Islands LUB should be replaced by a revised definition for “accessory dwelling unit” more consistent with Provincial definition.</i> - <i>SLA should be used to determine where land is not suitable for multiple dwelling units.</i> | <p>1b,1c,</p> |

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| | <i>the Trust Area and therefore not recommended by staff.</i> | | |
| HACP 7 | <p>Allow room rentals with a number of requirements.</p> <p><i>The HACP report implies that room rentals are not currently permitted. The HACP proposes requirements for room rentals.</i></p> | <ul style="list-style-type: none"> - <i>There is nothing that currently prohibits the rental of a room in a primary residence to a full-time renter. The definition of “guest accommodation” can be reviewed to ensure there is no confusion between what is considered a short term vacation rental and a full time room rental.</i> - <i>LTC could consider identifying specific requirements regarding room rentals as recommended by the HACP. However, this would be very difficult to monitor.</i> | 1e |
| HACP 8 | <p>Remove the temporary use permit (TUP) requirement for ADUs</p> <p><i>As indicated by the HACP, the use of TUPs for ADUs has not been helpful in increasing secure affordable housing options.</i></p> | <ul style="list-style-type: none"> - <i>This action would be consistent with other Local Trust Committee’s approach to ADUs which are permanent structures.</i> - <i>OCP and LUB amendments required.</i> - <i>TUPs could be considered in specific circumstances related to non-permanent housing (e.g. RVs, tiny homes on wheels)</i> | 2a |
| HACP 9 | <p>Eliminate Density Bank</p> <p><i>Densities currently remaining in the density bank is 7.</i></p> | <ul style="list-style-type: none"> - <i>Recommendations related to expanding options for housing cannot be supported if the density bank is not removed or increased.</i> - <i>This would require a change to the OCP and to related standing resolution.</i> - <i>Density limits could be considered in the context of water availability and water allocations for First Nations. Water balance assessment can help to determine carrying capacity.</i> - <i>SLA can be used to determine areas most appropriate for increases in density and intensity of residential land use.</i> | 2b |
| HACP 10 | <p>Restrict Vacation Rentals to home-based guest accommodation contained in the primary dwelling unit.</p> | <ul style="list-style-type: none"> - <i>LUB language needs to be tightened to ensure that the existing intent of the regulation is supported – to restrict vacation rentals to rooms within a permanent resident while permanent resident is present (traditional BnB)</i> - <i>The proposed bylaws 229 includes agri-tourism accommodation as a permitted use. Any changes to the proposed bylaws 228 and 229 will need to be made prior to public hearing or changed in conjunction with this project.</i> | 1d, 2c |

| | Staff Identified Options (June 6, 2023) | Staff Analysis and Considerations |
|---------|--|---|
| STAFF 1 | Permit subdivision, in all land use designation where dwellings are permitted, if land is being donated to a not-for-profit or government agency providing affordable housing. | <ul style="list-style-type: none"> - <i>This would be similar to policy 4 in the OCP under “Lands and Forest” which permits subdivision if it is being donated to a conservation organization of agency.</i> |
| STAFF 2 | Permit a reduction of minimum parcel size in some designations to facilitate donation of land for affordable housing | <ul style="list-style-type: none"> - <i>Subdivision regulation currently includes minimum lot sizes for residential, rural and sustainable resource land designations. The OCP could support a reduction of this minimum if the lot is being donated to an NGO or government organization for the development of affordable housing.</i> |
| STAFF 3 | Allow subdivision only if a portion of land is being donated for affordable housing | <ul style="list-style-type: none"> - <i>Changes to the OCP could be made to allow subdivision only when a parcel of land is donated. The ratio of land/lots donated to those to be owned by the property owner would need to be identified.</i> - <i>This may limit subdivision</i> |
| STAFF 4 | Require workforce housing as a condition of rezonings for commercial / institutions and industrial purposes | <ul style="list-style-type: none"> - <i>Could be supported by OCP policy</i> - <i>This is an increasing trend in small communities where services are being impacted by lack of housing for workers.</i> |
| STAFF 5 | Include policies related to ALR exclusion to support affordable housing options. | <ul style="list-style-type: none"> - <i>Local Governments may apply for land to be excluded from the Agricultural Land Reserve.</i> - <i>If the LTC wants to limit exclusion consideration to the support of affordable housing options the OCP should include policies that indicate the circumstances under which an application for exclusion for affordable housing would be appropriate.</i> |

Table 2: Increase Opportunities for Multi-Tenant and Multi-Land-Ownership Affordable Housing Projects

| OPTION CATEGORY 1b: Increase Opportunities for Multi Tenant and Multi-Land Ownership Affordable Housing Projects | | | |
|---|--|--|-----------------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 11 | <p>Expediting approvals for multi-tenant housing <i>The HAPC identifies challenge with application processing for multi-tenant housing</i></p> | <ul style="list-style-type: none"> - <i>OCP could support the rezoning of land, where if currently may not be permitted, if projects are being lead by a not for profit and/or there a Housing Agreement will be put in place to ensure affordability.</i> - <i>OCP policies impeding the efficient processing of affordable housing and special needs housing can be examined.</i> - <i>Land could be pre-zoned for these purposes. Suitable land analysis can be used to identify land suitable for multi-unit housing.</i> - <i>Improving application processing is a current Trust-wide focus.</i> | 2d |
| HAPC 12 | <p>Medium-Density Multi-Family Zone <i>The HAPC did not provide details related to this option but indicated support.</i></p> | <ul style="list-style-type: none"> - <i>Land could be pre-zoned for this purposes. Suitable land analysis can be used to identify land suitable for multi-unit housing.</i> - <i>The OCP could have supportive policies.</i> | 5c |
| HAPC 13 | <p>Home-Based Assisted Living Zone <i>The HAPC did not provide details related to this option but indicated support.</i></p> | <ul style="list-style-type: none"> - <i>Similar to general multi-family zoning, LTCs can zone to permit larger developments exclusively for elderly people and others in need of support, provided such is a defined use in the land use bylaw.</i> - <i>If LTCs wish to proactively zone land to permit multi-family s housing for senior and others in need of support, such zoning should not contravene, and ideally be supported by, OCP policies.</i> | 5d |
| HAPC 14 | <p>Pre-zone for Tiny Home Village <i>The HAPC provides details to consider if supporting this type of multi-unit housing. These can be examined if the LTC supports this option.</i></p> | <ul style="list-style-type: none"> - <i>LTC can consider pro-actively zoning land for this use. If this is the case, the OCP should have supportive policies. LTC could do an inventory of potential locations.</i> - <i>If not actively pre-zoning for this use, OCP could include supportive and guiding policies in the event that a rezoning or TUP for this use is received.</i> - <i>Clustering should be encouraged to limit environmental impact.</i> | 5b |
| HAPC 15 | <p>Create an Eco-Zone <i>The Eco-zone being proposed by the HAPC appears to be a form of</i></p> | <ul style="list-style-type: none"> - <i>Similar to above, LTCs can consider pro-actively zoning land for this use.</i> | 5a |

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| | <i>multi-unit clustering with specific requirements.</i> | <ul style="list-style-type: none"> - <i>If not pro-actively rezoning the OCP could include supportive and guiding policies in the event that a rezoning or TUP for this use is received.</i> - <i>Alternative forms of housing as primary dwelling and ADU would be permitted if other recommendations are supported.</i> - <i>Property owners may need to agree to housing agreement if there are specific requirements. Only a limited number of these types of housing agreement could be managed.</i> - <i>Clustering should be encouraged to limit environmental impact.</i> | |
| | Staff Identified Options (June 6, 2023) | Staff Analysis and Considerations | |
| STAFF 6 | Allow Variations in housing that support use of shared facilities. | <ul style="list-style-type: none"> - <i>If there is interest in supporting communal forms of housing (e.g. communal cooking and bathroom facilities and separate sleeping units) this will need to be supported by the OCP and LUB. This can include trailer/tiny home villages as well as other arrangements.</i> - <i>Does the LTC want to consider a detached room (e.g. sleeping house) eligible for room rental? Does the LTC want to consider the removal of the “covered walkway” requirement in Section 15 of the LUB to remove barriers to enabling detached rooms close to primary dwelling?</i> | |
| STAFF 7 | Review zoning of properties that are currently zoned for multiple dwellings | <ul style="list-style-type: none"> - <i>On properties already zoned and designated for multiple dwellings the zoning and associated regulations could be amended to address current housing needs and opportunities. For example, could be made more flexible to accommodate different forms of housing.</i> | |

Table 3: Minimize the Environmental Impact on Land

| OPTIONS CATEGORY 2 - Minimize the Environmental Impact on Land | | | |
|--|--|---|--------------------|
| | HAPC Recommended Actions | - Staff Analysis and Considerations | HAPC Reference |
| HAPC 16 | <p>Implement maximum combined floor area for dwellings</p> <p><i>HAPC suggests this apply to all residential lots.</i></p> | <ul style="list-style-type: none"> - <i>A model for this approach exists as it has been applied on Mayne Island in a pilot area. On Mayne it is referred to as “flexible housing”.</i> - <i>Accessory building (barns, garages, sheds) do not need to be part of the max floor area calculation.</i> - <i>LTC will need to decide on the maximum combined area permitted for different sizes of lots. The HAPC offers option. Mayne flexible housing regulations can also ne used for reference.</i> | 1c, 1d, 1f |
| HAPC 17 | <p>Properties with an existing primary dwelling built before this bylaw should be allowed an ADU with a maximum floor area</p> | <ul style="list-style-type: none"> - <i>An approach similar to what has been applied on Mayne Island, could be considered where lots of a certain size are permitted to have a “cottage” in addition to a primary dwelling. In the case of Mayne, permission to have a cottage is independent from the maximum combined floor area permitted under “flexible zoning”. All types of additional dwellings can be considered a “cottage”.</i> - <i>If this approach is used “cottage”, or an alternative term referring to the ADU on a property that may exceed the identified combined maximum floor area, will need to be defined</i> | 3a |
| HAPC 18 | <p>Cistern requirements for new builds and additional housing</p> <p><i>The HAPC suggests cistern sizes. These can be discussed once this options is supported.</i></p> | <ul style="list-style-type: none"> - <i>This is being encouraged in all LTCs as freshwater on the Islands is limited.</i> - <i>Water retained in cisterns does not need to be potable.</i> | 1c, 1d, 1f, 1g, 3b |
| HAPC 19 | <p>Encourage re/use of existing buildings, and alternative forms of housing</p> | <ul style="list-style-type: none"> - <i>Additional dwelling units would need to be supported by zoning.</i> - <i>While OCP policies can encourage this approach, the education and communications required to support this is out of scope for this Phase of the project (see Education Actions)</i> | 3c |
| HAPC 20 | <p>Encourage the use of natural building materials and “off-grid” systems”</p> | <ul style="list-style-type: none"> - <i>While OCP policies can encourage this approach development of guidelines is out of scope for this project (see Education Actions)</i> | 3d |

| | | | |
|---------------------------------|--|---|----|
| HAPC 21 | Encourage and promote conservation focused innovation in new affordable housing | <ul style="list-style-type: none"> - <i>The LUB can allow for flexibility of number of dwellings and/or dwelling type and size within a concentrated area in exchange for a conservation covenant being placed on the remaining portion of the land to preserve it.</i> | 3e |
| Staff Identified Options | | Staff Analysis and Considerations | |
| STAFF 8 | Update potable water requirements for subdivision | <ul style="list-style-type: none"> - <i>Potable water requirements can be made to better reflect the impacts of residential use on groundwater.</i> - <i>North Pender has recently update potable water requirements for subdivision. Their bylaw can be used as reference.</i> | |
| STAFF 9 | Establish floor area lot coverage maximums where appropriate | <ul style="list-style-type: none"> - <i>In addition to maximum combined floor areas for dwellings, lot coverage maximum (which would include accessory buildings) could also be considered.</i> | |
| STAFF 10 | Prohibit groundwater fed swimming pools | <ul style="list-style-type: none"> - <i>As the biggest limiting factor for increasing density and intensity of residential use is water, regulations prohibiting groundwater fed pools would complement housing.</i> | |

Table 4 Implementing Affordability Measures

| OPTION CATEGORY 3 – Implementing Affordability Measures | | | |
|---|--|---|----------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 22 | Use a “density bonus” approach to allow additional units on single privately owned lots in exchange for those units being rented at affordable rates | <p><i>A density bonus approach involves a developer of land committing to provide a community amenity in exchange for additional density. In most cases where this approach has been used in the Islands Trust, including Denman Island¹ the amenity provided has been land for conservation.</i></p> <p><i>In urban areas where large multi-unit developments are considered, affordable housing is often accepted or supported as an amenity contribution in exchange for the local government supporting additional density. In these cases there is a program within the local government supporting the process. This is much more challenging on a smaller scale.</i></p> <p><i>In the Islands Trust Area permitting an additional unit if it is “affordable”, as the HAPC has proposed, is administratively cumbersome. Where affordable housing is the amenity being provided (as described above for projects involving large multiunit developments) housing agreements are used to ensure that some of the rental and/or cost to buy of some of the units is below market.</i></p> <p><i>Housing Agreements are not easy to manage on a small scale and with individual private land owners. It requires dedicated staff time and neither the Islands Trust nor the CVRD is in a position to administer a large number of housing agreements for single units across multiple residential lots. Development of programs to administer housing agreements on a large scale will take time. This is something that is currently being explored by the CRD on Southern Vancouver Island and for the Southern Gulf Islands.</i></p> <p><i>Other options for a density bonus approach on Denman Island include:</i></p> <ul style="list-style-type: none"> - <i>In the context of multi-unit projects providing 8 or more units.</i> - <i>In the context of a subdivision where additional lots are allowed in exchange of donation of land for affordable housing.</i> - <i>Where additional density is permitted in exchange for land preserved with a conservation covenant.</i> | 1i |

¹ This approach was used on Denman Island in 2008 where the amenity-density bonus deal involved allowing and additional 31 units on the North Denman Lands in exchange for the donation of 505.3 hectares of land to the Province to be protected by covenant.

Table 5: Other Related OCP and LUB Changes

| 4 – Other Related OCP and LUB Changes | | | |
|--|--|--|-----------------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 23 | Update and Amend the OCP and LUB | <ul style="list-style-type: none"> - <i>All updates within the scope of this project will be made including updates to legislative references.</i> - <i>Amendments outside the scope of this project but are technical in nature can be considered.</i> | 6a |
| HAPC 24 | Changing references to “the Village” to “Downtown Denman | <ul style="list-style-type: none"> - <i>This appears technical in nature and can be done unless issues are identified.</i> | 6a |
| HAPC 25 | Preserve and enhance public walkways and cycle paths | <ul style="list-style-type: none"> - <i>This appears to be technical in nature unless issues are identified.</i> | 3f |
| | Staff Identified Options | Staff Analysis and Considerations | |
| STAFF 11 | Update policies that are outdated | <ul style="list-style-type: none"> - <i>Housing policies that refer to actions to be taken that have been implemented should be updated (e.g. Policy 19 referring to review of OCP policies following needs assessment and Policy 29 referring to bringing existing dwellings into conformity pre-existing dwellings)</i> | |
| STAFF 12 | Revisit site-specific exemptions in light of potential changes to secondary dwelling policy | <ul style="list-style-type: none"> - <i>Policy 8 identifies specific permissions for Site Specific Zones R1(1) and R1(2). These should be revisited if changes related to secondary dwellings are made.</i> | |
| STAFF 13 | Review Definitions to ensure consistency with OCP and LUB update | <ul style="list-style-type: none"> - <i>Some updates have been identified in this report. Other definitions may be required.</i> | |
| STAFF 14 | Revise OCP and LUB format to support readability | <ul style="list-style-type: none"> - <i>Staff will be suggesting an alternative format based on the templates being developed for the OCP and LUB revisions trust wide.</i> | |

Table 6 – Bylaw Enforcement

| 5 – Bylaw Enforcement | | | |
|-----------------------|---|---|----------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 26 | Require minimum 24 hours notice before any site visits by a Bylaw Enforcement Officer. | - <i>The following resolution was adopted by the LTC “ that the Denman Island Local Trust Committee adopt a Standing Resolution that Bylaw Enforcement personnel give a minimum of 24 hours notice before conducting a site visit and that they schedule a time with the property owner”.</i> | 4a |
| HAPC 27 | Require all Bylaw Enforcement Officers to undergo Trauma Informed Practice training | - <i>Could be addressed as part of RPC review of Bylaw Enforcement Policies</i> | 4b |
| HAPC 28 | Investigate alternative bylaw complaint processes that are based on principles of restorative and community justice | - <i>Could be addressed as part of RPC review of Bylaw Enforcement Policies</i> | 4c |
| HAPC 29 | Priorities about bylaw enforcement (content and penalties) are to be decided and changed by Denman Islanders | - <i>Could be address as part of RPC review of Bylaw Enforcement Policies</i> - <i>LTC responsibility</i> | 4d |
| HAPC 30 | Enforcement actions must not be taken against a person’s housing - regardless of what type of housing | - <i>This approach would make some of the bylaws related to housing redundant.</i> - <i>Standing resolution could identify what types of housing are exempt from enforcement</i> | 4e |
| HAPC 31 | All bylaw complaints must originate from an island resident and must be accompanied by the complainants’ full name and contact information. | - <i>Could be addressed as part of RPC review of Bylaw Enforcement Policies</i> | 4f |
| HAPC 32 | Ensure bylaw enforcement officers do not have more power than police officers in attending properties | - <i>Could be addressed as part of RPC review of Bylaw Enforcement Policies</i> | 4g |
| HAPC 33 | Denman Island Local Trust Committee should form a commission to review and make recommendations about bylaw enforcement practices | - <i>Staff can schedule a meeting with Bylaw, Planning and LTC to review the implication of different approaches to Bylaw Enforcement.</i> | 4h |

Table 7 – Education and Engagement

| OPTIONS CATEGORY 6 - Education and Engagement | | | |
|---|---|---|----------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 34 | <p>Encourage landowners to convert existing buildings into affordable housing</p> <p><i>The HAPC report implies that there are a number of existing building that could be converted into housing.</i></p> | <ul style="list-style-type: none"> - <i>Needs to be supported by zoning</i> - <i>Could be an DELTC project following bylaw revision</i> - <i>Explore/share funding options</i> | 1b |
| HAPC 35 | <p>Education related to cost-efficient building methods</p> | <ul style="list-style-type: none"> - <i>Could be an DELTC project following bylaw revision</i> - <i>Could be considered at the broader Island Trust and/or in cooperation with the CVRD and non-profit housing groups</i> | 1i |
| HAPC 36 | <p>Education to land owners related to government incentives and subsidies for housing</p> | <ul style="list-style-type: none"> - <i>Information could be added to Islands Trust Housing Affordability webpage</i> - <i>DELTC could advocate to Trust Council that this be added to the Islands Trust Housing Strategy</i> | 1h |
| HAPC 37 | <p>Encourage the use of natural building materials and “off-grid” systems</p> | <ul style="list-style-type: none"> - <i>Can be added as advocacy policies in OCP</i> - <i>Guides and workshops (could be done in cooperation with Regional District, could be an Islands Trust-wide Project)</i> - <i>Work with Denman Green and/or Denman Island Land Conservancy (or other body with land interested in providing affordable housing on Denman)with help of third party funding to develop an off grid demonstration unit with alternative water, sewage and power that meet all regulations and standards and provide a template and cost estimate for future builds.</i> | 3d |

Table 8: Advocacy

| 6 - Advocacy (Islands Trust) | | | |
|-------------------------------------|---|--|-----------------------|
| | HAPC Recommended Actions | Staff Analysis and Considerations | HAPC Reference |
| HAPC 38 | Expediting approvals for affordable and seniors housing | <p><i>DELTC encourage Trust Council to implement Islands Trust Housing Strategy (see Attachment 4) which includes:</i></p> <ul style="list-style-type: none"> - <i>Developing communications materials on pre-development steps and costs for community organizations and affordable housing application process (Tools 11, 12)</i> - <i>Exploring opportunities to resource a technical services fund (available to LTCs) to commission professional reports for site-specific affordable housing projects or a granting function to support pre-development costs for affordable housing where a non-profit has made an application</i> - <i>Convening pre-development meetings to assess feasibility for all proposed multi-family re-zoning applications</i> - <i>Development of a Terms of Reference and Water Management Plan template for multi-family developments</i> | 2d |
| 6 – Advocacy (CVRD) | | | |
| HAPC 39 | Housing Agreements for ADUs/AltDUs | <ul style="list-style-type: none"> - <i>Explore opportunity for the CVRD to create a housing agreement administration function for Denman and Hornby as part of their rural housing service.</i> | 1c |
| HAPC 40 | Advocate for CVRD to provide water and sewage services to downtown. | <ul style="list-style-type: none"> - <i>water balance assessment will be useful to this conversation</i> - <i>Consider large rainwater catchment for downtown (like Coho)</i> - <i>IT Housing Strategy includes: Establish regional interagency cooperation such as round tables to coordinate servicing and zoning requirements, and remove funding and legislative barriers, in support of the development of affordable housing</i> | 1i |
| HAPC 41 | Advocate to the CVRD and/or Denman Water Works to set up a community micro loan program to purchase water cisterns with monthly repayment of loan. | <ul style="list-style-type: none"> - <i>To be included in discussions with the CVRD regarding support for housing</i> | 7 |
| HAPC 42 | Advocate for Municipal and Regional District Tax (MRDT) to collect 3% to be applied toward supporting affordable housing initiatives. | <ul style="list-style-type: none"> - <i>Islands Trust Staff can work with Denman and Hornby Trustees to advocate for the CVRD to collect the MRDT and apply it to housing initiatives.</i> | 1i |

| | | | |
|-------------------------------|---|---|---|
| STAFF 15 | Staff recommendation – set up bi-annual meetings with CVRD staff to further recommendation related to housing | | |
| 6- Advocacy (Province) | | | |
| HAPC 46 | Improve subdivision process for affordable housing projects | <ul style="list-style-type: none"> <i>This is MOTI responsibility. However, Denman’s subdivision regulations can be reviewed as part of the project.</i> | 7 |
| HAPC 47 | Islands Trust to advocate to include DE in senior government housing incentive funding | <ul style="list-style-type: none"> <i>Islands Trust Housing Strategy includes: advocate for ongoing provincial funding to help address housing need in the Islands Trust (e.g. staff capacity, funding to build housing and supports like septic and water catchment systems, housing authority (explore use of Municipal and Regional District Tax from vacation rentals)</i> | 7 |
| HAPC 48 | Advocate to Province for Speculation and Vacancy Tax Act to be applied to all islands in the Islands Trust | <ul style="list-style-type: none"> <i>This is a political decision to be discussed by Trust Council</i> <i>It is being developed as a proposed resolution for the next UBCM</i> | 7 |
| HAPC 49 | Advocate to Province for Bill 35, the <i>Short-term Rental Accommodations Act</i> , to be applied to the Islands Trust | <ul style="list-style-type: none"> <i>The TUP approach for short-term vacation rentals has been an effective way for a number of LTC’s to manage STVR’s</i> <i>Staff encourage further examination of this option.</i> | 7 |
| HAPC 50 | Advocate to Island Health to find ways to legalize composting toilets and outhouses | <ul style="list-style-type: none"> <i>Composting toilets are legal. Guidelines are in place. Islands Trust can advocate that the Province develop clearer guidelines and educate qualified professionals reviewing composting toilets on these guidelines.</i> | 7 |
| HAPC 51 | Advocate to Island Health to find ways to legalize greywater systems without requiring a septic system | <ul style="list-style-type: none"> <i>The LTC could advocate for this to be added to the Island Trust’s Housing Strategy</i> | 7 |
| HAPC 52 | Advocate to Island Health to reform the small water system rules, so that people can share cisterns and water infrastructure. | <ul style="list-style-type: none"> <i>The LTC could advocate for this to be added to the Island Trust’s Housing Strategy</i> | 7 |

Attachment 2: Resolutions Related to Denman Housing Review Project

February 7, 2023

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee advertise for expressions of interest for a special Advisory Planning Commission specifically to consider the current Housing Review

June 6, 2023

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee request that staff forward the June 6, 2023 report and other relevant materials to the Denman Island Housing Advisory Commission for review and comments by October 1, 2023.

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee request that staff develop a project charter for the next phase in the Housing Review Project.

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee request staff to develop a business case focusing on the need for a water availability assessment as part of the housing project for 2024/25.

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee ask the Housing Advisory Planning Commission to meet and consider “all things housing” and bring back their recommendations by October 1, 2023.

July 25, 2023

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee endorse the Business Case for the Denman Island Housing Review Project Stage 2, Phase 1, 2, and 3.

It was MOVED and SECONDED,

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.

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee request staff schedule Community Meeting 1 following receipt of the October report from the Housing Advisory Planning Commission.

November 14, 2023

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee receive the “Denman Island Housing Advisory Planning Commission Final Report of November 3, 2023” as well as “A Guide to the Denman Island Housing Advisory Planning Commission’s Final Report.”

It was MOVED and SECONDED,

that the Denman Island Local Trust Committee request staff to provide an analysis of the Housing Advisory Planning Commission recommendations and schedule a Special Meeting via Zoom at the beginning of 2024 to discuss options and next steps.

Attachment 3 -Denman Island Housing Review Project (Stage 2 Phase 1&2)- Charter v.1

Denman Island Local Trust Committee (LTC)

Date: October, 2023 (update)

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 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.
- Identify advocacy policies and other Action Plan items

Out of Scope

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

Workplan Overview

| Deliverable/Milestone | Date |
|---|--------------------|
| Phase 1 | |
| Project initiation | July 2023 |
| First Nations engagement | June – Dec. 2023 |
| Review and prioritization of housing options by HAPC | July – Nov. 2023 |
| Public engagement | Oct. – Dec. 2023 |
| Suitable Land and Build Out Analysis | June – August 2023 |
| Phase 2 | |
| 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/Public Hearing/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 |
| | Total | \$18,000 |

Attachment 4:

Draft Islands Trust Housing Strategic Action Plan

Context

The Islands Trust Area is located within Coast Salish Territory, in the treaty lands and territories of 27 First Nations. The Islands Trust is committed to working towards building strong relationships and foundations for collaborative governance with Indigenous governing bodies.

The Islands Trust has a mandate to preserve and protect the Trust Area and its unique amenities and environment for the benefit of the residents of the Trust Area and of British Columbia in cooperation with municipalities, regional districts, improvement districts, First Nations, other persons and organizations and the government of British Columbia. The Islands Trust preserves and protects the islands in the context of many complex challenges including: climate change, lack of affordable housing, freshwater limitations, many species at risk, development and tourism pressures.

The Islands Trust Policy Statement¹ identifies goals and policies that guides the work of the Islands Trust. Specifically, it guides the development of official community plans (OCPs) and regulatory bylaws by local trust committees (LTCs) and island municipalities and provides specific directives to all LTCs and island municipalities in support of affordable housing policy goals.

Availability of affordable, appropriate, and adequate housing for all individuals and families is an important part of healthy communities in the Trust Area. Many communities in the Trust Area are experiencing a shortage of safe, secure, and affordable housing. More and more often, island workers are needing to commute from off-island locations, seniors are finding it challenging to age in place, and many people do not have secure housing. The Islands Trust Council has declared that a housing equity and workforce shortage crisis exists on many of the islands within the Islands Trust Area. Strengthening housing affordability is an Islands Trust Council priority.

While Islands Trust and local trust committees cannot tackle these issues alone, local trust committees can regulate use and density, ensuring new housing is located in appropriate locations, can regulate short-term rentals, and can coordinate with other levels of government to foster safe, secure, and affordable housing. Meeting the diverse housing needs of Trust Area communities requires an integrated and collaborative approach with communities, First Nations, federal, provincial, and regional governments, and non-governmental organizations.

In the spring of 2019, the Province introduced legislation requiring local governments, including LTCs, to prepare housing needs reports to better understand current and future housing needs in their communities. Local governments and LTCs must consider their most recent housing needs report when developing or amending an OCP. More recently, the Province has begun introducing new housing legislation to address short-term rentals and deliver more small-scale, multi-unit housing for people, including townhomes, triplexes and laneway homes, and fix outdated zoning rules to help build more homes faster. Housing needs reports will now be required to consider 5 and 20 year housing needs.

¹ Note the Policy Statement Amendment project is underway to adapt the Policy Statement to current and future challenges and opportunities, and to reflect its commitments related to reconciliation, climate change, and affordable housing.

This action plan supports the Trust Council Strategic Plan. The Trust Council Strategic Plan represents the priorities of Trust Council and the Islands Trust and provides a framework to guide decision-making and allocate resources.

Objectives of the Housing Strategy

Through a review of information and consultation the following have been identified as key objectives for the Housing Strategy. These objectives are intended to guide the Housing Strategy actions by providing a focus for how the Islands Trust will achieve its housing goals from the Policy Statement²:

Goal: To Sustain Island Character and Healthy Communities: "...The health of a community is influenced by numerous factors such as economic security, education, social support systems, the cleanliness and safety of the environment, and the availability of such necessities as educational and social services, transportation, affordable food and housing".

Directive Policy: "5.8.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address their community's current and projected housing requirements and the long-term needs for educational, institutional, community and health-related facilities and services, as well as the cultural and recreational facilities and services."

These objectives including both objectives that the Islands Trust can implement as well as objectives that require partnership and advocacy. The discussion under each objective provides more information about the objective and why it is needed, in addition to identifying some of the actions to be undertaken. The Islands Trust Housing Action List table provides a full list of actions for the Strategy.

Objectives Internal to the Islands Trust

A) Identify and Communicate Housing Need and Activities

Identifying housing need is the starting point for implementing policies and actions related to housing in every LTC. Housing needs assessments are a legislated requirement (every 5 years) and a critical component of understanding housing needs. The Islands Trust 2020 LTC Housing Profiles provide a snapshot of housing need. Communication identifying the unique nature of the housing crisis in island communities is critical to facilitating more focussed and specific attention to these needs by regional districts, the Province and the federal government as well as those who own property and live in the Islands Trust Area. Communications should consider each audience in the Islands Trust Area and include information about housing needs, activities being done to address need and actions individuals can take.

B) Develop Trust-wide consistency in housing policy and project processes

Consistency is important in order to ensure the goals of the organization area being implemented throughout the Trust Area. In addition, it can provide efficiencies for resourcing and predictability for all people involved in housing policy and projects. Articulating a vision for housing affordability in the updated Islands Trust Policy Statement is a key element that will support consistency.

² <https://islandstrust.bc.ca/document/islands-trust-policy-statement-bylaw-no-17/>.

C) Identify Suitable Land for Additional Housing and Density Using Best Available Environmental And Social Impact Data

Housing options related to increasing affordability may involve increasing density or redirecting growth to preferred areas. Suitable land for density increase is land that has a reliable source of potable water, is less ecologically sensitive than others and is close to community services and amenities. Data is needed to support mechanisms to identify suitable land.

D) Support Local Trust Committee Land-Use Policy Reviews and Updates

Regulating land use is the primary tool the Islands Trust has to help meet housing need. OCP policies should be flexible enough to support a diversity of housing in a diversity of locations. Creative solutions may be necessary, including the development of housing for workers and volunteers in areas that are not currently zoned for such housing. Land use regulations implement OCP policies, e.g., pre-zoning land to support a specific type of housing (e.g., rental) or to increase density. Both OCP policy and subsequent land use bylaw (LUB) zoning changes must be in accordance with the Islands Trust Policy Statement. These policies can all work together to create housing solutions especially when reviewed on a regular basis.

E) Streamline and Support Processes for Non Profit-Led Rezoning Applications

Because of the limited scale of development, providing multi-family affordable housing is generally the purview of not-for-profit community organizations with government support, rather than the private sector. These organizations have identified challenges with moving through the pre-development phase. A number of recent housing studies have identified steps the Islands Trust can take to support an increase in multi-family affordable housing zoning, including a need to streamline and support the processes for non-profit-led rezoning applications.

F) Support Housing Affordability Through Housing Agreements

Housing agreements are the tool used to protect the affordability of different types of housing. The Islands Trust has several housing agreements for various multi-family developments.

Actions Requiring Partnership and Advocacy

G) Collaborate with Indigenous Nations

As discussed above, the Islands Trust Area is located within Coast Salish Territory, in the treaty lands and territories of 27 First Nations. The Islands Trust is committed to working towards building strong relationships and foundations for collaborative governance with Indigenous governing bodies including in the area of housing.

H) Develop Partnerships to Improve Existing Housing and to Deliver New Housing

The unique and multi-agency governance structure of the Islands Trust requires focussed coordination, particularly with regional districts to support programs that are beyond regulating land use but serve the Islands Trust mandate (e.g., education, providing infrastructure, providing subsidies for housing related supports). Such coordination has been limited to date.

I) Advocate for Policy and Process Changes That Will Address Housing Challenges on the Islands

Housing challenges on the islands are unique and require unique solutions. There are a number of external policy and process changes that would support housing needs in the Islands Trust Area that require policy change by a number of agencies.

J) Advocate for Funding to Support Housing Needs on the Islands

Addressing housing need in the Islands Trust Area requires staff resources and funding. Because of the uniqueness of the Islands Trust, it can be difficult to access some of the existing funding mechanisms available to other local governments.

Islands Trust Housing Strategic Action Plan - Action List

The Islands Trust Housing Action List table provides the full list of Housing Strategy actions under each of these objective.

Colour Legend: Internal to Islands Trust Advocacy and Partnerships

| ACTION | | TIMING ^{3,4} | COMMENTS |
|--|--|-------------------------|--|
| Objective A) Identify and Communicate Housing Need and Activities | | | |
| 1 | Updates to Housing Profiles for all LTCs when new data available from: -Census (release Feb 2026, 2030, etc.) -Housing Needs Reports (every 5 yrs, 2024, 2029, etc.) | Q3 of 24/25 Ongoing | Housing Profiles for each LTC created as part of Housing Options Toolkit Part 1 and provide snapshot of housing need. |
| 2 | Updates to Housing Needs Reports every 5 years (2024, 2029 etc.) | Q1 of 24/25 Ongoing | Required, business case supported by RPC and advanced to Financial Planning Committee. Next update needs to include data about housing impacts on businesses and community services. Needs assessments were undertaken for the Northern and Southern Islands in 2018, and for Salt Spring and Bowen Island in 2020. All of these have used 2016 census data. |
| 3 | Improve the Housing Affordability webpage to facilitate easy access to the housing toolkit tools and LTC project work and support awareness of housing affordability advocacy | Q3 of 23/24 | Funding has been identified for 2023/2024 |
| 4 | Communicate to property owners what housing actions (e.g., secondary suites etc.) can be taken under existing bylaws and constraints that are beyond an LTC's authority to address, e.g. Building Code | Q4 of 23/24 | Funding has been identified for 2023/2024 |
| Objective B) Develop Trust-Wide Consistency in Housing Policy and Project Processes | | | |
| 5 | Islands Trust Policy Statement amendments to provide affordable housing vision | Q3 of 26/27 | As part of the Policy Statement amendment project, which is underway, anticipated to be completed in late 2026. |
| 6 | Trust Council to prioritize funding business cases resulting in meeting Housing Strategic Action Plan goals especially those that result in effective and/or | Q4 of 24/25 On-going | Funding needs to be prioritized by Trust Council and RPC and LTCs have to initiate business cases or |

³ If "ongoing" is indicated then this is action that is intended to be repeated at the appropriate time interval. If a date is identified that is the planned for end date of the first action.

⁴ Note: Q1 =Apr-Jun; Q2=July-Sept; Q3=Oct-Dec; Q4=Mar-May

| ACTION | | TIMING ^{3,4} | COMMENTS |
|---|--|-------------------------|--|
| | innovate bylaws increasing housing options (OCP and LUBs) and updates to older zoning provisions | | minor projects. It may be helpful to set goals for % of funding requests approved. |
| 7 | Draft consistent definitions of affordable housing and other housing-related terms. | Q4 of 23/24 On-going | Once drafted, LTCs need to prioritize updating definitions |
| 8 | Create Housing Toolkit for Planners and LTCs to include recommended process for LTC housing projects and list of land use planning options to address housing need | Completed | Part 1 of Housing Options Toolkit work completed, additional new actions to create "Part 2" Tools 11-16 included as part of this table |
| 9 | Create a model engagement framework for LTCs that will educate and effectively engage communities in affordable housing discussions | Q3 of 24/25 | On-going. RPC priority. |
| Objective C) Identify Suitable Land for Additional Housing and Density Using Best Available Environmental And Social Impact Data | | | |
| 10 | Undertake suitable land (for development) analysis using existing evidence-based mapping data | Q4 24/25 On-going | Suitable land analysis initiative on-going. Will be prioritized for LTCs with approved projects. Current data available: saltwater intrusion; aquifer contamination potential; groundwater aquifer vulnerability; groundwater availability assessments (southern islands only); sensitive ecosystems |
| 11 | Incorporate new data on social and economic implications of housing location into suitable land analysis | Q4 23/24 Q4 24/25 | Apply for and secure funding Pilot approach |
| 12 | Undertake work with First Nations to identify and incorporate indigenous interests into suitable land analysis | Q4 23/24 Q4 24/25 | Apply for and secure funding Pilot approach |
| Objective D) Support Local Trust Committee Land-Use Policy Review and Update | | | |
| 13 | Encourage (through communications from staff) LTCs to update OCPs to facilitate the development of housing to address housing needs, could include development of policies that will encourage and facilitate land donation to regional districts or non-profits | Q2 24/25 On-going | Part 1 of Housing Options Toolkit work completed to support this work. Several LTCs are undertaking Housing Projects, however up to LTCs to prioritize |
| 14 | Encourage LTCs (through communications from staff) to create opportunities through zoning for housing forms that address housing needs | Q2 24/25 On-going | Part 1 of Housing Options Toolkit work completed to support this work. Several LTCs are undertaking Housing Projects, however up to LTCs to prioritize |
| Objective E) Streamline and Support Processes for Non Profit-Led Rezoning Applications | | | |
| 15 | Develop communications materials on pre-development steps and costs for community organizations and affordable housing application process (Tools 11, 12) | Q4 24/25 | Part 2 of Housing Options Toolkit action. Identified by several Island Housing groups as a priority. |

| ACTION | | TIMING ^{3,4} | COMMENTS |
|---|---|-----------------------|--|
| 16 | Resource a technical services fund (available to LTCs) to commission professional reports for site-specific affordable housing projects or a granting function to support pre-development costs for affordable housing where a non-profit has made an application | Q4 25/26 | A potential future business case, however applications are inconsistent in terms of timing. |
| 17 | Convene pre-development meetings to assess feasibility for all proposed multi-family re-zoning applications | Completed | This guidance has been incorporated into the Housing Options Toolkit Part 1. This should be a practice for any significant application |
| 18 | Terms of Reference and Water Management Plan Template including proof of water guidance (Tools 14-16) | Q4 24/25 | Part 2 of Toolkit action. Identified by several Island Housing groups as a priority. |
| Objective F) Housing Affordability Through Housing Agreements and Land Acquisition | | | |
| 19 | Adopt revised Housing Agreement template for multi-family developments | Q4 25/26 | Part 2 of Toolkit action (Tool 13). Identified by several Island Housing groups as a second-tier priority. |
| 20 | Co-ordinate with Regional Districts (RDs) to develop a simple program to administer housing agreements | Q4 25/26 | RDs would need to have a funded service. |
| 21 | Trust Council to identify if there are specific circumstances where they want to hold land for housing in a manner consistent with its mandate | Q1 24/25 | Trust Council and RDs can hold land. Legislative amendment may be required. |
| Objective G) Collaborate with Indigenous Nations | | | |
| 22 | Work with Indigenous Nations to address their interests | Q4 23/24 Ongoing | Begin conversations in Q4 of 23/24 |
| Objective H) Develop Partnerships to Improve Existing and Deliver New Housing | | | |
| 23 | Establish regional interagency cooperation such as round tables to coordinate servicing and zoning requirements, and remove funding and legislative barriers, in support of the development of affordable housing | Q3 24/25 Q2 25/26 | First roundtable proposed to be staff focused with IT staff, RD staff and NGOs, and some housing leaders Second roundtable proposed to build off work of first roundtable and be for elected officials. |
| 24 | Work with Regional Districts to facilitate the development and implementation of affordable housing strategies for the islands | Q4 23/24 Ongoing | First step would be to reach out to regional districts to understand their planning workplan and timelines. CRD has a southern gulf island strategy |
| Objective I) Advocate for Policy Changes That Will Address Housing Challenges On the Islands | | | |
| 25 | Advocate to Island Health to develop support and guidance for unplumbed sewage disposal such as composting toilets and alternative water solutions such as graywater recycling and rainwater catchment | Q3 24/25 | In accordance with Islands Trust advocacy policies. May extend beyond Island Health if provincial regulations are the obstacle. |

| ACTION | | TIMING ^{3,4} | COMMENTS |
|--|---|-----------------------|---|
| 26 | Advocate to Province for changes at the Provincial and regional level to support tiny homes on wheels | Q1 24/25 | In accordance with Islands Trust advocacy policies. Advocacy for changes to BCBC is on-going from many jurisdictions. |
| 27 | Advocate to Province to enable improvement districts to access infrastructure grants | Q3 23/24 | In accordance with Islands Trust advocacy policies. Advocacy initiative with RDs. Staff level also. |
| Objective J) Advocate for Funding to Support Housing Needs on the Islands | | | |
| 28 | Advocate for the provincial government to fund growth-limits assessment like groundwater availability studies to support “preserve and protect” mandate. | Q4 24/25 | In accordance with Islands Trust advocacy policies, potential actions include letter writing, UBCM resolutions. |
| 29 | Advocate for BC Housing and CMHC to incorporate a low density, rural framework within capital funding programs | Q2 24/25 | In accordance with Islands Trust advocacy policies, potential actions include letter writing, UBCM resolutions. |
| 30 | Advocate for ongoing provincial funding to help address housing need in the Islands Trust (e.g. staff capacity, funding to build housing and supports like septic and water catchment systems, housing authority (explore use of Municipal and Regional District Tax from vacation rentals) | Q4 24/25 | In accordance with Islands Trust advocacy policies, potential actions include letter writing, UBCM resolutions. |
| General | | | |
| 31 | Monitor regulatory changes on a regular basis and make updates to this plan as necessary | Q4 23/24 Ongoing | Review of provincial regulations as released in spring 2024. |