

DATE OF MEETING: April 28, 2025
TO: Mayne Island Local Trust Committee
FROM: Narissa Chadwick RPP, MCIP, Island Planner
Southern Team
COPY: Robert Kojima, Regional Planning Manager
SUBJECT: Housing Options – Identifying properties for additional density

RECOMMENDATION

1. That the Mayne Island Local Trust Committee endorse the revised project charter for the Mayne Island Housing Options project.
2. That the Mayne Island Local Trust Committee request staff incorporate the following into draft bylaws for the Mayne Islands Housing Options Project:
 - Permitting one cottage on lots 0.4 hectares (1 acre) – 0.6 hectares where total combined floor areas of all dwellings does not exceed 232m² (2500 square feet)
 - Expanding flexible housing zoning as recommended by staff based on the Map in Attachment 2
 - Permit RVs as a temporary dwelling if an active building permit for a permanent dwelling is in place
 - Reduced cistern size requirements for dwellings under 1000 square feet

REPORT SUMMARY

This report provides a review of outstanding housing implementation actions, provides an option for the expansion of flexible housing zoning, and addresses other questions and issues related to the Mayne Island Housing Options project.

BACKGROUND

On May 27th, 2024 the Mayne Island LTC endorsed the Project Charter for the Mayne Island Housing Options Project Phase 2. The Project Charter has been updated to reflect a more realistic timeline for the project (Attachment 1). The recent change moves bylaw drafting from January- March to May – June with readings anticipated to begin in July.

At the February 24th, 2025 LTC meeting, the LTC was provided with draft bylaw language and recommended direction on the actions identified in the Mayne Island Housing Action Implementation Table. An action implementation list was created to track the progress on each action. Staff was provided with direction to draft bylaws.

A revised action implementation list has been included as Attachment 2. The actions implementation list tracks the decisions made at the February 24, 2025 meeting. There remain some outstanding actions with LTC direction required. These outstanding actions are addressed below as well as a new action that has been identified by members of the LTC following the February 24th meeting

ANALYSIS

Attachment 2 tracks the decisions made at the February 24th, 2025 LTC meeting. The actions that required follow-up are as follows:

- Permitting cottages on smaller lots but limit combined maximum floor area
- Expanding flexible housing zoning
- Proactively zone for multiple dwellings
- Allowing RVs as a temporary dwelling if an active building permit for a permanent dwelling is in place
- Pre-zoning for manufactured/mobile/tiny home parks
- Designating suitable land to permit rezoning for subdivision in exchange for donation of land
- Proactively rezone to facilitate the development of affordable housing
- Cistern sizes for new builds (alternative size for smaller units)

Other related topics addressed include:

- Exploring reduced cost for TUPs for RVs and tiny homes on wheels
- Clarification on potable water standards
- Increasing flexibility in the Comprehensive Development Two (CD2) Zone to support either residential units or visitor accommodation
- Identifying organizations that can hold donated land for housing

Housing Action Follow-up from February 24th LTC Meeting

Cottages on smaller lots

Trustees identified that on lots under 0.4 hectares (1 acre) and up to 0.6 hectares (1.5 acres) a maximum combined floor area should apply if a cottage is to be permitted. The recommended draft language is as follows:

5.1 Settlement Residential Zone

Density

(additional regulation) One cottage is permitted on lots 0.4 hectares (1 acres) – 0.6 hectares (1.5 acres) where the total combined floor area of all dwellings does not exceed 232m² (2500 square feet).

Expand Flexible Housing

At the February 24th, 2025 open meeting, the LTC requested staff to provide a map and a proposal for areas for the expansion of flexible housing zoning. The LTC identified that they are interested in expanding in areas in close proximity to services and transportation routes and that properties larger than 2 ha (5 acres) be considered. The LTC identified that they would not be interested in supporting flexible housing in the Miners

Bay area because of known saltwater intrusion. The LTC also identified concerns regarding permitting additional dwellings along Georgina Point Road due to road safety issues.

The map in Attachment 3 identifies areas within 1km, 2km, and 3km from the agricultural hall, excludes areas in Miners Bay and properties that are accessed via Georgina Point Road as well as properties along Maple Drive given problems related to flooding that have been identified in the past. The map also identifies properties that the LTC have identified could be considered for flexible housing or some other approach to additional density. The smallest property highlighted on the map is 0.3 hectares. There is only one property larger than 2 Hectares (5 acres)

Staff note that to identify the existing pilot area for flexible housing the following criteria were considered: size of lot, update potential (potential of something being built), walk time to village core, saltwater intrusion potential, groundwater availability, septic impact. The suitable land analysis was developed to assist with integrating all available sources of data to help identify suitable areas for additional density. As the LTC has expressed concern with using the suitable land analysis tool it has not been used.

At the February 24th LTC meeting the LTC identified the following criteria: proximity to services and transportation routes, the exclusion of properties in Miners Bay and along Georgina Point Road. Staff have used this criteria to identify lots for an expansion of flex housing. Staff recommendation for the expansion of flexible housing zoning are contained in the map in Attachment 3.

Proactively zoning for multiple dwellings

At the February 24, 2025 LTC meeting staff requested that the LTC provide addresses of properties they may want to proactively zone for multiple dwellings. The addresses received are identified on the map in Attachment 3. If the LTC would like to rezone these properties for additional densities, staff recommend that flexible housing zoning be applied to these properties also.

Allowing RV as a dwelling if an active building permit for a permanent dwelling is in place

At the February 24, 2025 LTC meeting, the LTC approved the staff recommendation to permit RVs for long term living via TUP, the same way that tiny homes on wheels were recommended to be permitted. However, they requested staff to exempt RVs from TUP requirement where an active building permit is in place for a permanent dwelling.

Proposed draft regulation language:

3.9 Use of Recreational Vehicles

(1) The temporary use of a recreational vehicle as a dwelling prior to the construction of a permanent dwelling on the same lot is permitted on all lots where residential use is permitted subject to:

- a) a building permit has been issued for a permanent dwelling on the property and the building permit remaining in effect;*
- b) the occupancy of a recreational vehicle not exceeding two years;*
- c) connection to wastewater system consistent with the provisions of the Public Health Act;*
- d) the provision of a domestic water supply; and*

- e) compliance with the use, density and siting requirements of the land use bylaw for dwellings and cottages.*

Pre-zoning for manufacture/mobile/tiny home parks

At the February 24th LTC meeting the LTC did not support staff's recommendation to remove this action from the list in the absence of areas for proactive rezoning being identified. The LTC stated that they would provide options. Staff requests direction from the LTC regarding the identification of any potential properties.

Designating suitable land to permit rezoning for subdivision in exchange for donation of land

The purpose of this action was to identify properties that are suitable for additional density and intensity of land use. As this action is dependent on confidence in the suitable land analysis, staff are recommending it be removed from the list at this time. The suitability of specific sites for additional density can be evaluated at the time of rezoning.

Proactively rezone to facilitate the creation of more affordable lots

The original action is "proactively rezone to facilitate subdivision resulting in the donation of land". Staff recommend rewording this action, as identified above, given that the donation of land is not guaranteed if a lot is subdivided. As indicated in the February 2025 staff report, an example of this action would be rezoning land that may currently be zoned "rural" to "settlement residential" in order to permit subdivision into smaller lots. The LTC has identified one property that they feel would be suitable for this (521 Montrose). This rezoning has been added to the Actions list. The LTC may want to proactively rezone other properties to facilitate the creation of more affordable lots.

Cistern sizes for new builds (alternative size for smaller units)

At their February 2025 LTC meeting, the LTC requested staff look into cistern sizes to ensure that the recommendation of 18,000 litre (4755 gallon) for all new buildings to be used as a dwelling could be supported by cisterns available on Vancouver Island. Staff have identified that cisterns available from Van Isle Water come in 3000 gallon and 2000 gallon sizes. To satisfy the 18,000 litre requirement one of each size would be required.

The LTC also requested that the cistern size requirement be reduced for dwellings under 1000 square feet. In this case, staff are recommending 13640 litres (3000 gallons) for dwellings under 1000 square feet which is what is currently required for secondary suites and additional units within flexible housing zones. The draft bylaw wording can be amended as follows:

3.15 Cistern Requirements

(1) A building permit for a lot outside a community water system shall not be issued for a new dwelling or secondary suite larger than 93 square metres (1001 square feet) unless a cistern (or combination of cisterns) for the storage of freshwater having a total capacity of at least 18,000 litres (4755 gallons) is located on the property.

(1) A building permit for a lot outside a community water system shall not be issued for a new dwelling or secondary suite 93 square metres (1001 square feet) or smaller unless a cistern (or combination of cisterns) for the storage of freshwater having a total capacity of at least 13,340 litres (3000 gallons) is located on the property.

The above regulation would require amending the current size of cisterns required for secondary suites and building built under flexible housing zoning. The LTC could choose not to increase the size of cisterns required in these cases.

Other Related Topics

Explore reduced cost for TUPs for RVs and Tiny Homes on Wheels

The current fee for all TUP's is \$2,282. These fees are calculated based on administrative costs and time, and based on Island Trust's model fee bylaw. The options of a \$500 fee was identified. Staff recommend this action be added to the overall project implementation list as an implantation action related to this project.

Clarification on potable water standards

At the February 2025 meeting the LTC requested clarification related to the following regulation (which is part of the recommended update to the "Standard for Potable Water Supply" regulations):

12. For the purposes of subdivision, alternative potable water supplies including, but not limited to, shallow dug wells, rainwater catchment and desalination are not permitted sources of potable water.

The LTC raised a question related to whether MOTT would consider alternative sources for proof of potable water. With respect to this the following steps could be taken:

- The proposed requirement could be varied on a case-by-case basis;
- If the LTC were to approve a variance for proof of potable water as supported by a report from an appropriate registered professional, a covenant could be requested;
- If the LTC varied the requirement and has a suitably worked covenant in place the Provincial Approving Officer (PAO) may be supportive. However, approval is not guaranteed as the PAO has full discretion to approve a subdivision.

Increasing flexibility in the Comprehensive Development Two (CD2) Zone

A question was raised by Trustee Dodds following the February 25th LTC meeting regarding allowing flexibility for residential use of units in the CD2 zone that are permitted for tourist accommodation. The CD2 zone currently allows visitor accommodation, residential dwellings, employee housing and accessory dwelling units. The existing regulation permits the following:

Type of density	Maximum number of units permitted
Tourist accommodation	10 or 30 (if min of 2 employee units are built)
Residential dwellings	10
Accessory employee units	10
Accessory dwelling units	2
Total maximum combined units	52

Staff recommend that this property not be proactively rezoned to increase permitted housing as part of this project, due to uncertainty regarding the availability and quality of accessible freshwater and that the impacts of permitting up to 30 dwellings on this prominent waterfront lot could be significant in other ways. While the development of tourist accommodation would require a provincial water licence—providing oversight to ensure sufficient water supply—this oversight may not apply to residential development. Also, existing DPA related to form and character of commercial, visitor accommodation in this area would not apply to the residential development. A formal rezoning process would allow for a more comprehensive examination of water-related issues, including the potential for a community water system to support the residential development as well as other considerations.

Identifying organizations that can hold donated land for housing

This topic has come up a few times throughout this project. The item that has been on the FUAL since the June 2024 LTC meeting “connect with the Mayne Island Land Conservancy to talk about potential Land Trust for housing” is related to this topic. In the absence of the conservancy having a current mandate to hold land for housing, this topic should be considered as a future follow up to this project. In order to not delay current work staff recommend it be removed from the FUAL.

Exploring other options, staff can confirm that the acquisition of land for housing is outside the mandate of the Islands Trust Conservancy. Staff have initiated conversation with the CRD related to their ability to hold and manage land that has been donated for affordable housing. CRD staff identify that the CRD can accept land donation and that the management of rental housing on donated land is possible. However, the path toward supporting that would need to be determined on a case by case basis. Habitat for Humanity is another option that has already been explored. Habitat for humanity has a history of accepting and managing donated land for housing. The LTC could explore a collaborative approach where a local not for profit or the CRD owns the land and Habitat leases it could be explored.

Rationale for Recommendation

The recommended direction support the momentum of the project.

ALTERNATIVES

1. Request further information

The LTC may request further information prior to supporting staff recommendations.

2. Suggest alternative policy direction

The LTC may choose not to support all or some of the staff recommendations. In this case the LTC will need to provide clear direction to staff.

3. The LTC may choose to send some actions to the APC for review

In this case the LTC will need to be specific about the kind of input they are looking for.

NEXT STEPS

- Staff will draft bylaws
- Staff will present bylaws for first reading
- Bylaws will be sent out for referral
- CIM will be scheduled
- Public Hearing will be scheduled
- Second and third readings
- OCP review by Ministry
- Final adoption

Submitted By:	Narissa Chadwick RPP MCIP, Island Planner	April 15, 2025
Concurrence:	Robert Kojima, Regional Planning Manager	April 16, 2025

ATTACHMENTS

1. Project Charter
2. Action Implementation List
3. Flexible Housing Expansion Map

Mayne Island Housing Options (Phase 2)

Mayne Island LTC

Date: April 28, 2025

Purpose: The purpose of this project is to explore and implement Land Use Bylaw and Official Community Plan amendments that will expand opportunities to build secondary suites and accessory dwelling units, increase opportunities for not for profit and government organizations to build affordable and accessible housing, permit alternative housing approaches and reduce the ecological footprint of new builds.

Background: Housing is one of Mayne Island LTC’s Top Priorities. Significant effort has been invested by the LTC over the years on this issue. The Mayne Island LTC’s most recent work to address the housing challenge on the Island began in 2019 when the Housing Bylaw and Policy Review Project was launched. Through that work a flexible housing project was implemented permitting a number of additional units. This project will build upon previous work.

Objectives

- To implement regulatory/policy changes that provide more flexibility and incentives for increasing accessible and affordable housing while considering impact to ecological and freshwater sustainability.
- To increase opportunities for not-for-profit and government organizations to build housing on Mayne Island.

In Scope

- Research/analysis of existing regulations and policies
- First Nations Engagement
- Public outreach including at least one public meeting
- Consultation with agencies and affected stakeholders
- Bylaw amendment process

Out of Scope

- Unrelated OCP or LUB amendments
- Housing Needs Assessment (to be done at Trust Wide level)

Workplan Overview

Deliverable/Milestone	Date
Early engagement with First Nations	June 2024
Contact potential partners (eg. Habitat for Humanity, CRD, MIHS)	June 2024
LTC review of analysis, issues and opportunities	Sept-Dec. 2024
Community Consultation as needed	Sept – Dec 2024
Bylaw Drafting	May – June 2025
Milestone: First Reading	July 2025
Referrals/ CIM	Sept - Oct.2025
Milestone: Second/Third Reading	October 2025
OCP Amendments to EC/Province	November 2025
Final Adoption	TBD

Project Team

Narissa Chadwick, Island Planner	Project Manager
Emily Bryant	Admin Support
GIS Technician	GIS Support
RPM Approval: Robert Kojima Date: May 6, 2024 Update:	LTC Endorsement: Resolution #: Date:

Budget

Budget Sources: LTC Project Budget (Fiscal 2025/26)		
Fiscal	Item	Cost
2025/26	Consultation (FN, public)	\$2000
2025/26	Public Hearing	\$2000
2025/26	Communications	\$2000
2025/26	Contingency (legal, additional public/stakeholder meetings etc)	\$2000
	Total	\$10,000

APPENDIX 2 – Actions Addressed in Report

ACTION		COMMENTS/NEXT STEPS
Update Information to Inform Housing Projects (Basic Bylaw Updates)		
1.	Update population projections based on needs assessment	Section to be updated upon receipt of data
2.	Workshop with LTC on Suitable Land Analysis	Held February 12th, 2025
3.	NEW - New definitions added	In progress
Expand Opportunities to Build Secondary Suites and Accessory Dwelling Units		
4.	Require worker housing for significant commercial rezonings	Draft language approved
5.	Increase flexibility for residential use in commercial areas	Draft language approved
6.	Support Strata subdivision of accessory dwelling units	No changes needed. Remove from list
7.	Expand secondary suites permission in suitable areas	Draft approach approved
8.	Permit ADUs on smaller lots	Draft language approved + request for max combined floor area of dwellings (provided April 28 th)
9.	Expand flexible housing regulations	Area of expansion to be approved.
Expand Residential Use Permission and Permission for Multi Unit Development		
10.	Allowing rezoning for non-market housing in more land use designations (school properties, parks, community service)	Draft Language approved
11.	Proactively rezoning existing land for multiple dwellings	LTC direction required
Increase Alternative Housing Options		
12.	Permit rezoning for modular home villages / multiunit housing	LTC direction required
13.	Developing TUP guidelines for tiny homes	Draft language approved with edits “wastewater system”. Draft language presented re: RV with building permits Reduced TUP fee recommended minor project
14.	Pre-zoning for manufactured/mobile/tiny home parks	Staff to identify options
15.	Increasing building height to increase residential potential in commercial and other suitable areas	LTC support removal
Increase Opportunities for Non Profit Housing		
16.	Permit non-profit housing in most OCP designations	Draft language approved
17.	Permitting rezoning for subdivision provided there is a donation of a lot for affordable housing	Already covered by amenity policy. LTC supports removal.
18.	Permit reduction of min. parcel size to facilitate land for donation to gov, NFP an FN	Draft language approved
19.	Designating suitable land to permit rezoning for subdivision in exchange for lots donated for affordable housing	Removal from list recommended. Trustee direction required.
20.	Proactively rezone to facilitate subdivision resulting in donation of land	LTC and/or property owners to identify options.
21.	Rezoning of 521 Montrose	LTC added this action (related to above)
22.	NEW - Pre-zone property to facilitate the development of affordable housing	Letter has been sent to CRD regarding zoning land
23.	NEW—Identification of properties that could offer options for FN reserve land to have access to water and power	Out of scope, LTC approved removal Add to future projects list.
Protect and Preserve Ecosystems and Freshwater Resources		
24.	Use suitable land analysis to identify areas more suitable for additional density	Trustees uncertain about the use of suitable land analysis. SLA not being used.
25.	Require freshwater cisterns for all new builds	Draft language for smaller cisterns for smaller dwellings proposed.
26.	Update potable water requirements for subdivision	Draft direction approved in general. Clarification on potable water standards requested.
27.	Prohibit groundwater fed swimming pools	Draft language approved.
28.	Review lot coverage with potential to establish paved surface maximums	Beyond scope of projects. LTC request to add to future projects list.
29.	Establish floor area maximums where appropriate	Proposed numbers to be included in draft LUB amendments for discussion

Exploring Flexible Housing Zoning Expansion on Mayne Island

DRAFT

