

North Pender Island

Housing Access and Affordability Project



Islands Trust

Islands Trust acknowledges that the islands and waters that encompass the Salish Sea have been home to Indigenous Peoples since time immemorial.

Advisory Planning Committee

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Supported by Carly Bliny and Brad Smith

Our Referrals

Diversifying Housing Options through Zoning

- Report on analysis, options and recommendations for potential OCP and LUB changes that would increase access to affordable (non-market) housing
- Focus on Housing Action Plan
- Action Items Numbers 4 - 9, 12 and 18

Action Items

4. Expand opportunities to create secondary suites and permit Accessory Dwelling Units (ADU).
5. Explore opportunities for zoning changes to permit higher density Multi-Unit Development.
6. Explore legalizing the use of RVs as permanent dwellings
7. Explore opportunities to permit worker accommodation
8. Explore permitting the use of Tiny Homes as ADUs.
9. Explore permitting non-market housing on residential and public land
12. Explore land donation in exchange for rezoning to permit subdivision
18. Review guidelines for Short Term Vacation Rentals

Process

- Reviewed the Housing Toolkit.
- Reviewed existing Islands Trust Object, Existing and proposed Trust Policy Statement, North Pender Island Official Community Plan and Land Use Bylaw regulations related to housing.
- Considered initiatives, policies and regulations implemented or proposed in other Local Trust Areas.
- Held Informal discussions with community members and groups regarding housing issues
- Met approximately monthly since Spring of 2024
- Reviewed Build Out and Suitable Land Analyses (January 2026)

4. Expand opportunities to create secondary suites and permit Accessory Dwelling Units (ADU)

THE MOST COMPLICATED!

DISCUSS LAST!!

5. Explore opportunities for zoning changes to permit higher density Multi-Unit Development.

- That the NP LTC go ahead with rezoning all or part of the Anglican Church property and further consider the wider rezoning of appropriate lots for multiple unit dwellings.
- Any such rezoning should include the stipulation that the new dwellings are affordable subsidized housing and that a housing agreement would be required.
- This recommendation would not require any modification of the present NP OCP, although it would require altering the OCP designation map.
- The APC also recommends reducing the current area required for a unit from 0.1 to 0.05 hectares while retaining the 20 unit limit for any single development

Currently Plum Tree Court is the only land zoned for **Community Housing**.

14 units = 0.29% of all potential dwellings on North Pender.

Any available funding, and efforts to secure additional funding, should be focused on an expanded Plum Tree Court (both capital and operating) and facilitating multi-unit housing on the Anglican Church site.

6. Explore legalizing the use of RVs as permanent dwellings

- Make changes to the wording of the existing bylaw re the use of RVs during home construction to include a mandatory inspection for Fire Safety.
- RVs should not be allowed as primary residences or ADUs until proper standards, inspection, and enforcement are in place.
- Reexamine the present moratorium on enforcement of the existing RV Bylaw.

7. Explore opportunities to permit worker accommodation

- That the LTC develop zoning, Bylaws and modifications of the OCP to enable such worker housing and in parallel establish a template for a Housing Agreement to accommodate these changes.
- As in all cases such zoning would be subject to the Suitability analyzes.

8. Explore permitting the use of Small Footprint Homes as ADUs or establishing higher density home zones (eg modular home villages) in appropriate areas considering set backs, parking, access, septic, available water, visual aesthetics and fire safety

- Small footprint homes which meet CSA standards (Z240MH or A277) or BC building code requirements should be approved as ADU's.
- Do not approve Small Footprint homes on wheels, which do not meet building standards, for use as ADU's or in clustered villages.
- Consider stipulating height restrictions for small footprint homes.

18. Review guidelines for Short Term Vacation Rentals

- Prohibit any new STVRs and let lapse any current TUPs. Homeowners can apply to the BC gov for registration to STVR.
- Do not opt into Bill 35 in 2025 but allow existing TUPs for such STVRs to lapse after their 3-year extensions. This provides owners of such units time to adjust to the change.
- Study what happens on Gabriola and Salt Spring, who have adopted the Provincial statute.

4. Action Plan - **Expand opportunities to create:**

- Secondary Suites and
- permit Accessory Dwelling Units (ADU)

BUILD OUT & SUITABILITY ANALYSIS:

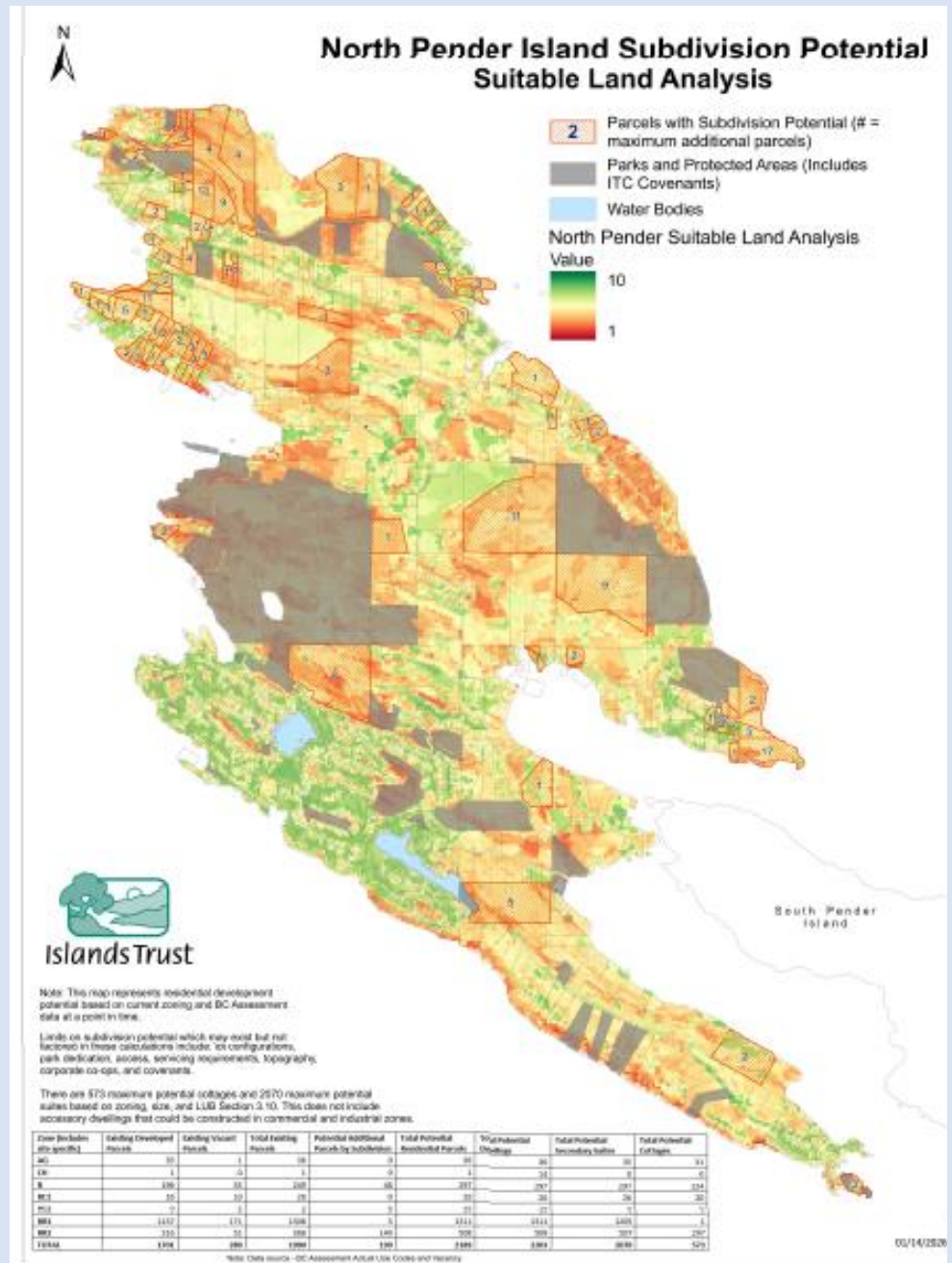
- We received the Build Out and Suitable land Analyses January 2026.
- The Build Out analysis allows a determination of the number and location of potential new dwellings under current Community Plan and Bylaws
- The Suitable Land Analysis shows the suitability of land for additional development based on key lot characteristics

Suitability Land Analysis

9 Parameters

- Groundwater Well Density
- Groundwater recharge potential
- Saltwater intrusion
- Watershed Resiliency
- Sensitive Ecosystems
- Road Adjacency
- Steep Slopes
- At Risk Ecological Communities
- Dominant Age of Tree Cover

Combined (9 Layers) Suitability Analysis



Build Out Potential

The Build Out Analysis indicates that there is ample potential for “**market**” housing that has not or is not being fully realized yet but could be realized in the future.

- 297 cottages
- 289 undeveloped lots
- 199 additional lots that could be created by subdivision.
- More than 2,070 Secondary Suites (adopted 2018)
- Avg 2 persons/dwelling = **5,710 additional people**

The lack of take up of this potential is not limited by the Official Community Plan or LUB zoning but rather by the factors which are outside the control of the Islands Trust

- High construction costs & permitting processes etc.
- Risks to landlords associated with long-term tenancy

Recreated Table - 4.30.2026

CURRENT TABLE from Buildout Analysis

Zone (Includes Site Specific)	Existing Developed Parcels	Existing Vacant Parcels	Total Existing Parcels	Potential Additional Parcels by Subdivision	Total Potential Residential Parcels	Total Potential Single Family Dwellings	Total Potential Cottages	Total Potential Secondary Suites Adopted 2018
AG	35	1	36	0	36	36	31	35
CH	1	0	1	0	1	14	0	0
R	196	53	249	48	297	297	224	297
RC1	16	10	26	0	26	26	20	26
RC2	0	2	2	8	10	10	0	0
RR1	1,137	171	1,308	3	1,311	1,311	1	1,205
RR2	316	52	368	140	508	509	297	507
TOTAL	1,701	289	1,990	199	2,189	2,203	573	2,070
						occupants x 2	occupants x 2	occupants x 2
						4,406	1,146	4,140

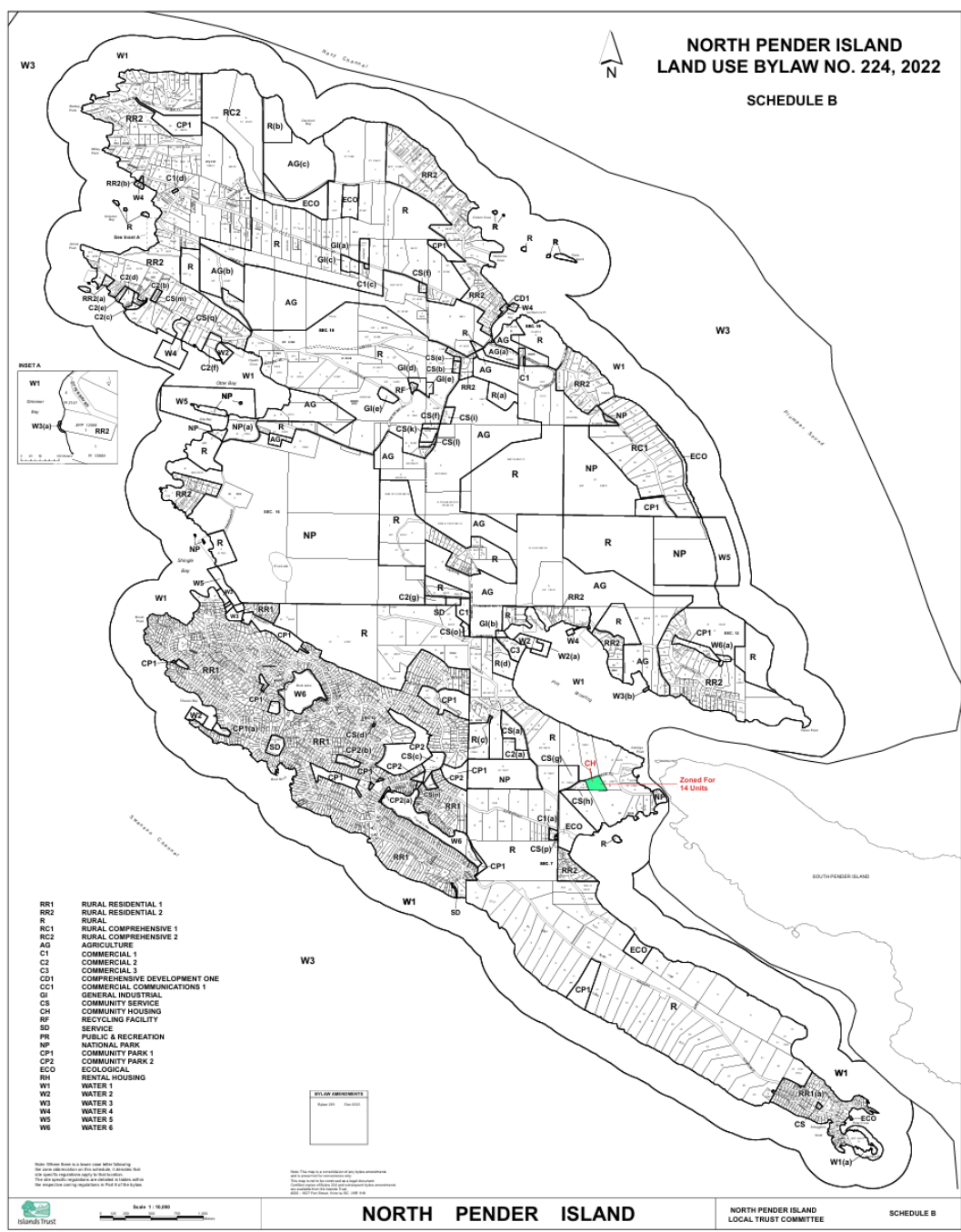
4,846 total potential Dwellings

9,692 Existing Population Potential

*additional potential pop.

Currently Plum Tree Court is the only land zoned for CH
Community Housing

14 CH Dwelling units
 = **0.29%** of the 4,846 potential Dwellings on North Pender.



Existing (2021) Gulf Islands Population Density

- **North Pender Island** 90.5/sq km
- Salt Spring Island 63/sq km
- Mayne Island 62/sq km
- Galiano Island 23/sq km
- Saturna Island 15/sq km
- North Saanich 329/sq km
- Greater Victoria 570 /sq km

The CRD North Pender

April 2025 Housing Needs Assessment

- Five year need: 208 units (16% growth)
- Twenty year need: 643 units (50% growth)
- Population density = 150 / sq km
- The current zoning (2018) allows for potential growth of more than **300%** which far exceeds these assumptions.

Based on the Build Out and Suitable Land Analyses the APC concludes that:

1. North Pender Island has more than enough existing **“market”** housing potential based upon already approved land uses/zoning.
2. There is no current need to simply increase broad based supply.
3. There is scarce land suitable for increased density.
4. In our opinion the best chance for success comes from a targeted approach focused on the specific areas of need such as **“non-market”** housing for:
 - the Working Renter
 - Affordable ownership (ie: Habitat For Humanity model, Equity Co-op)
 - Seniors looking to or needing to downsize
 - varied housing choices such as duplexes/tri-plexes/clustered homes

THE END