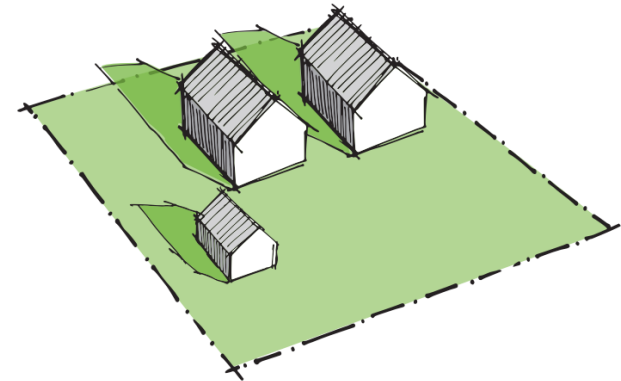


Introduction

Housing Access and Affordability Project

North Pender Island Local Trust Committee
May 2, 2026



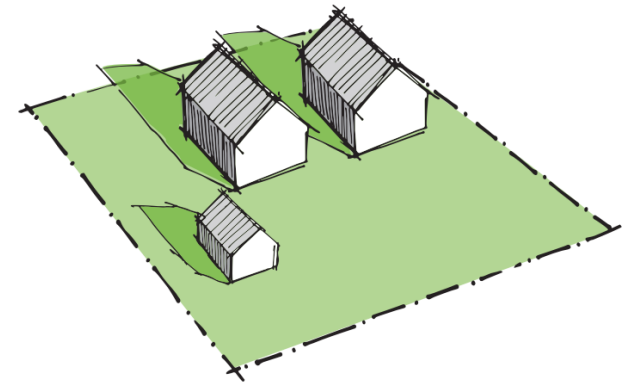
Today's Goals

- **To better inform the public on the work of the LTC and APC on Housing**
- **To provide the opportunity for questions be answered on housing related project outcomes and deliverables**
- **To seek feedback on proposed bylaw amendments including potential options for flexible housing as presented by the APC**
- **To further community interest in becoming involved with housing related initiatives**



Agenda

- **Trust Wide Tools and Processes**
- **North Pender Housing Project - Overview**
- **Housing Action Plan Status and draft bylaw content**
- **APC Presentation**
- **Questions and Answers**



Trust Wide Tools and Processes



Islands Trust

Islands Trust Housing

“The Islands Trust acts as the primary land-use planning and regulatory authority for the islands in the Salish Sea, using its mandate to balance the development of affordable housing with its core mission to “preserve and protect” the regional environment.”

Trust Council

- Interim Strategic Plan supports land use decision making tools and housing initiatives
- Overarching goal: “to develop healthy, resilient island communities”

Regional Planning Committee (RPC)

- Housing Strategy, Housing Toolkit, Suitable Land and Build-out Analysis, Needs Assessments

LTCs

- Mayne and Denman Island LTCs both working on similar projects



IT Housing Strategy



IT Housing Strategy

WHAT?

WHERE?

HOW?

GOAL

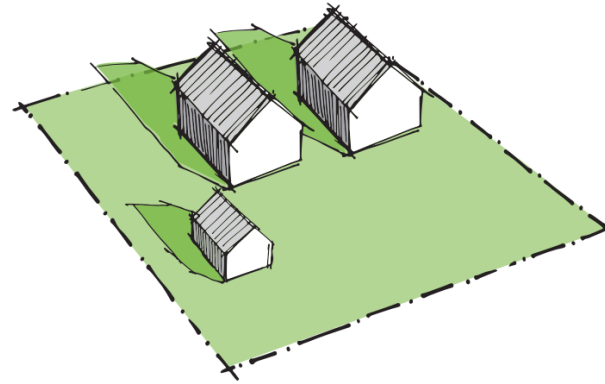
Support local trust committees and island municipalities to increase housing opportunities for low-and-middle income households living and working in the Islands Trust Area in ways that preserve and protect the Trust Area's unique amenities and environment.

This action list is a summary by staff of key actions emerging from the review of 30+ documents related to housing in the Islands Trust produced over the past 30 years. **Internal to Islands Trust** **Requiring Support and \$\$**

Identify and Communicate Housing Need	
N1	Create Housing Profiles for all LTCs using consistent methodology
N2	Update housing needs assessments to include data about housing impacts on businesses and community services
N3	Develop communications materials that identify why housing needs in the Islands Trust are unique and require focussed attention from senior government and housing delivery partners
Develop Trust-Wide Consistency in Housing Policy and Project Processes	
C1	Revise Islands Trust Policy Statement to provide vision for affordable housing and support a variety of housing types compatible with maintaining the integrity of Trust Area ecosystems
C2	Prioritize LTC projects that support housing (amendments to Official Community Plans and Land Use Bylaws)
C3	Identify, and encourage LTCs to adopt consistent and relevant definitions of affordable housing and other housing-related terms
C4	Create housing toolkit for Planners and LTCs to include recommended process for LTC housing projects and a list of land use planning options to address housing need
C5	Create a model engagement/project process for LTCs that will educate and effectively engage communities in affordable housing discussions
Identify Suitable Land for Additional Housing - Local Trust Committees	
S1	Use evidence-based research (eg. groundwater availability, sensitive ecosystem) to identify suitable locations for zoning to address housing needs
S2	Consider social and economic implications of housing location in evaluation of suitable land for additional housing
S3	Consider First Nations interests when identifying land suitable for additional development
Encourage Local Trust Committee Land-Use Policy Review	
LU1	Encourage LTCs to update OCPs to address housing needs
LU1	Encourage LTCs to create opportunities through zoning for housing forms that address housing needs
Streamline and Support Process for NGO-Led Rezoning Applications	
NGO1	Develop communications materials (including costs) on pre-development steps for community organizations
NGO2	Explore options for site-specific affordable housing projects to support pre-development costs for affordable housing
NGO3	Convene pre-development meetings to assess feasibility for all proposed multi-family re-zoning applications
Support Housing Affordability Through Housing Agreements and Land Acquisition	
HA1	Review Housing Agreement template for multi-family developments
HA2	Co-ordinate with Regional Districts to develop a simple program to administer housing agreements
HA4	Encourage LTCs to develop policies that will encourage and facilitate land donation
Develop Partnerships to Improve Existing and Deliver New Housing	
P1	Establish regional interagency round tables to coordinate servicing and zoning requirements, and remove barriers, in support of the development of affordable housing
P2	Work with Regional Districts to facilitate the development and implementation of affordable housing strategies for the islands
Advocate for Policy Changes to Address Housing Challenges on the Islands	
AP1	Encourage Island Health to develop support and guidance for alternative sewage disposal such as composting toilets and alternative water solutions such as graywater recycling and rainwater catchment
AP2	Advocate for changes at the Provincial and regional level to support tiny homes on wheels
AP3	Advocate for improvement districts to access infrastructure grants
Advocate for Funding to Support Housing Need on the Islands	
AF1	Advocate for the provincial government to do and/or fund growth-limits assessment like groundwater availability studies to support "preserve and protect" mandate.
AF2	Encourage BC Housing and CMHC to incorporate a low density, rural framework within capital funding programs
AF3	Advocate for ongoing provincial funding to help address housing need in the Islands Trust (eg. staff capacity, funding to build housing, housing authority....)

Housing Toolkit

- **Process Templates**
- **Background Information**
- **Mapping Tools**
- **Action Plan and Strategy Templates**



Housing Toolkit – Action Plan



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TOOL 6 - Housing Action Plan/Local Housing Strategy Template

INSTRUCTIONS

What is a Housing Action Plan/Local Housing Strategy?

A Housing Action Plan/Local Housing Strategy aggregates the several actions that an LTC or island municipality will undertake to help address its island's housing challenges.

If an LTC or island municipality has set specific housing targets, then the action plan should include initiatives that will help meet those targets. Actions included in the plan should be achievable within the political term.

[INSERT NAME] ISLAND HOUSING ACTION PLAN/LOCAL HOUSING STRATEGY (DRAFT XXXXXX 2023)

Why Develop a Housing Action Plan/Local Housing Strategy for [INSERT NAME] Island?

INSTRUCTIONS

The purpose of this section of the Housing Action Plan/Local Housing Strategy is to summarize some of the main housing challenges, past efforts to address them, and linkages to other agencies' work.

EXAMPLE TEXT BELOW

The traditional approach to land use planning on the Islands in the Islands Trust Area has resulted in zoning that has almost exclusively supported the development of single-family dwellings, thereby limiting diverse housing options. Lack of housing inventory and increasing property values in recent years have made purchasing and renting existing housing stock less accessible for those currently living on [INSERT NAME] Island who do not own property.

Mayne Proposed Action Areas

- Goal 1: Updating and Using Available Data to Inform Housing Projects
- Goal 2: Incorporate First Nations Interests in Land Use Decision Making
- Goal 3: Diversifying Housing Options
- Goal 4: Minimize Environmental Impact
- Goal 5: Increase Opportunities for Non Profit Housing
- Goal 6: Advocate for Senior Government Support

Denman Action Areas

- Goal 1: Update Information to Inform Housing Projects
- Goal 2: Incorporate First Nations Interests in Land Use Decision Making
- Goal 3: Diversify Housing Options
- Goal 4: Minimize Environmental Impact on Land
- Goal 5: Implement Affordability Measures
- Goal 6: Address Bylaw Enforcement Issues Related to Housing
- Goal 7: Provide Education and Engagement on Building Costs/Options/Environmental Alternatives
- Goal 8: Advocate for Support for Infrastructure Needs



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North Pender Housing Project - Overview



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North Pender Housing Needs

- Housing access and affordability is a priority for the LTC and all levels of government
- [CRD SGI Housing Strategy](#) concludes that housing shortages impact other aspects of community life such as school enrollment, volunteerism, stability for employment etc
- Previous LTCs have taken actions such as permitting secondary suites and limiting/regulating short-term vacation rentals as discrete initiatives
- Current LTC has also acted on opportunities:
 - Rezoning of Plum Tree Court to permit multi-family dwellings
 - Consideration of Temporary Use Permit to establish emergency service worker accommodation at Firehall #1 and 2



OCP Housing Provisions

- Official Community Plans (OCPs) lay out a community's long-term vision and strategy for guiding future planning and land use
- Required by *Local Government Act* to describe approximate location, amount, type and density of residential development required to meet anticipated housing needs
- Residential Land Use Objective: *To provide for a range of housing options that serve the needs of all residents and property owners of North Pender Island*
- Associated Policies:
 - 2.1.F Consideration may be given to applications to rezone land within the Rural Residential and Rural designations to a higher density for seniors and affordable housing
 - 2.1H Accessory housing options such as secondary suites may be permitted as a way to increase the stock of rental housing without negatively impacting the rural sense of place or the carrying capacity of the island



Affordable Housing Policies

- The OCP has several policies with respect to affordable housing (2.3.20 – 2.3.35)
- Key policies include:
 - The Local Trust Committee will encourage multi-family rental dwellings that are limited to residential rental tenure
 - Rezoning applications may consider clustered detached dwellings, duplexes or attached ground-oriented housing
 - Rezoning applications may consider the creation an additional fee simple lot where one affordable dwelling is to be constructed by a non-profit organization on that lot
 - Applications shall include provision of a housing agreement ensuring that rents are fixed below average rates within the region and may also include provisions limiting occupancy to rental, lease, co-housing or cooperative tenure
 - Applications for rezoning to a higher density to permit multi-family dwelling units may only be supported by the Local Trust Committee if there is adequate quality and quantity of freshwater



Land Use Bylaw Provisions

- **Secondary Suite Provisions** – maximum of one secondary suite per lot
 - Must be contained entirely within principal building
 - Maximum floor area 90 m² and must not exceed 40 percent of principal dwelling
 - Must provide at least 18,000 l cistern capacity if outside community water system
 - Secondary suites cannot be subdivided from primary dwelling
- **Community Housing Zone** – multi-family buildings managed by a non-profit society
- **Rental Housing Zone** – Multi-family rental dwellings
 - Density – no more than 16 multi-family rental dwelling units per lot
 - Maximum floor area – 93 m² per unit
 - Subdivision Minimum area – no lot less than 1.2 hectares may be created



LTC Housing Project

- May 2023, LTC passed the following resolution:

NP-2023-074

It was Moved and Seconded,

that the North Pender Island Local Trust Committee establish housing as a Major Project and direct staff to develop a draft Project Charter and Business Plan for July 28, 2023 Local Trust Committee meeting.

- Trust Council has endorsed the project business case as a Major Project
- Project is to be completed over three fiscal years:
 - phase 1 consisted of consultation and review of options (Complete)
 - phase 2 consisting of drafting and review of bylaws, legislative process, and implementation (ongoing).



Project Deliverables

- Engagement Letter to First Nations - DONE
- Development of Project Charter/Workplan and Communications Strategy DONE
- Staff reports with analysis and recommendations - ONGOING
- Establishment of special APC focused on housing - DONE
- Housing Needs Survey - DONE
- Development of a Housing Action Plan – DONE
- Bylaw amendment options and legislative process – DRAFT BYLAWS IN PROGRESS



Housing Action Plan Status and Draft Bylaw Content



Islands Trust

North Pender Housing Action Plan

- Informed by Housing Needs Survey Results (~480 responses), 4 CIMs, additional community group and other stakeholder meetings
- Extensive work also completed by the APC with two reports submitted and several public meetings held
- Plan focuses on 5 key Goals with associated Objectives and 22 Actions
- Actions intended to be achievable (at least to scoping stage) within current term
- For bylaw related actions, draft amending Bylaw No. 240 (OCP) and 241 (LUB) developed and available online under Projects Page:

<https://islandstrust.bc.ca/island-planning/north-pender/projects/>



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Action Item Status and Proposed Bylaw Changes

#	Housing Plan Action Item	Status/Comments
Goal 1: Updating and Using Available Data to Inform Housing Projects		
1	Finalize Suitable Land Analysis and make results publicly accessible	Complete
2	Complete island-wide build-out analysis	Complete
3	Present results of 1 and 2 at a Community Information Meeting (CIM)	Complete
Goal 2: Diversifying Housing Options through Zoning		
4	<p>Expand opportunities to create secondary suites and permit Accessory Dwelling Units (ADU)</p> <p>(Associated LTC resolution - Enable flexible zoning to create the potential for additional housing units on lots zoned Rural Residential 2 and Rural)</p>	<p>Draft bylaw amendments proposed:</p> <p>Add definition of ADUS and associated permitted uses/siting</p> <p>Amend home business, general height, parking and cistern regulations to consider ADUs</p> <p>Remove maximum 40% floor area provision from secondary suite regulation 3.10(3)</p> <p>Amend RR1 zoning to permit ADUs as an alternative to secondary suites in Magic Lake Estates (Note: consultation with CRD staff in respect of CRD water/sewer capacity requirements ongoing)</p> <p>Amend maximum floor area tables for Rural, RR1 and RR2, RC1, RC2 and Agricultural Zones to clarify intent of provisions and make more clear for user</p> <p>Flexible zoning options still under development – options to be presented by APC</p>
5	Explore opportunities for zoning changes to permit higher density Multi- Unit Development in areas with a concentration of community amenities	<p>Draft bylaw amendments proposed:</p> <p>Add General Commercial Policy to permit rental housing on commercial zoned lots with limits to be established through zoning on maximum floor area per unit and maximum number of units per lot.</p> <p>Add rental housing to permitted uses in C1 zone.</p> <p>Amend C1 zone density to permit three units of second-storey rental housing with a maximum floor area of 80m² per unit in Commercial 1 zone – could then also apply to future C1 zoned lots – currently only applies to Driftwood Mall</p> <p>No other specific parcels identified for zoning changes at this time – some identified as potentially suitable by APC – work still ongoing</p>



Action Item Status and Proposed Bylaw Changes (cont)

Goal 2: Diversifying Housing Options through Zoning (Continued)		
6	Explore legalizing the use of RVs in appropriate areas considering set-backs, parking, access, septic, available water, visual aesthetics, and fire safety.	Complete - No bylaw changes proposed. Using RVs as dwellings continues to not be permitted.
7	Explore opportunities to permit worker accommodation (e.g at community firehalls, Driftwood Center.)	Draft bylaw amendments proposed: Add Community Service Policy to permit employee housing Permit up to two units of employee housing in site specific Community Service zones for both fire halls, police station and school property
8	Explore permitting the use of Tiny Homes as ADUs or establishing higher density tiny home zones (e.g. modular home villages) in appropriate areas considering set-backs, parking, access, septic, available water, visual aesthetics, fire safety	Draft bylaw amendments proposed: Amend residential policies to consider a Small Footprint Home Community through rezoning in suitable locations with shared services and amenities and subject to: a) being constructed to the appropriate CSA standard Z240MH or A277 or equivalent or constructed to the BC Building Code, b) secured to the ground, subject to building inspection approval for anchoring; c) connected to potable water, and approved wastewater disposal, subject to building inspection approval for servicing
9	Explore permitting rezoning for non-market housing in all residential land use designations and also in some public land use designations (e.g. school properties, community service)	Complete – relevant bylaw changes considered as part of Action 7
Goal 3: Increasing Opportunities for Non-Profit Housing		
10	Identify areas that may be appropriate for higher density community housing and explore rezoning	Amend Seniors and Affordable Housing policies in OCP to permit by rezoning in Rural Residential, Rural, Community Service, and Commercial land use designations Amend language for the need for a housing agreement to be determined at the time of rezoning rather than an outright requirement. Add definition of Affordable Housing: <i>means rental or owned housing that can be acquired without exceeding 30 per cent of the median gross income of low to moderate income families on the Southern Gulf Islands</i> No specific parcels except for Anglican Church identified for zoning changes at this time – some identified as potentially suitable by APC – work still ongoing



Action Item Status and Proposed Bylaw Changes (cont)

Goal 3: Increasing Opportunities for Non-Profit Housing (Continued)		
11	Explore rezoning of a portion of Anglican Church lands to permit affordable housing.	Draft bylaw amendments proposed: Amend policy to permit by rezoning in Community Service land use designation and amend site specific Anglican Church diocese property to permit affordable housing to 20 dwelling units
12	Explore options at time of subdivision to increase opportunities for affordable housing (e.g. land donation in exchange rezoning to permit subdivision, allowing smaller lot sizes for affordable housing)	Complete - No bylaw changes proposed.
13	Engage in advocacy and collaboration with other levels of government on island-based affordable housing initiatives including potential expansion of Plum Tree Court.	Ongoing
14	Engage with community members to increase participation in community housing initiatives and non-profit community housing organizations.	Ongoing
Goal 4: Increasing Community Education and Outreach		
15	Increase awareness of secondary suite incentives and other housing programs (e.g. templates of house plans pre-approved by the province).	Ongoing
16	Initiate island wide mail out describing project goals and objectives and opportunities to become involved in housing initiatives	Complete - Pamphlets mailed to all households
17	Develop educational materials to inform the public of changes to zoning and results of project deliverables	Dependent on completion of bylaw amendments
18	Review Short Term Vacation Rental guidelines (could include consideration of removal or amendment of Temporary Use Guidelines from OCP) and develop educational materials.	Complete - No bylaw changes proposed.
19	Collaborate with the Capital Regional District (CRD) and other levels of government on harmonization of compatible housing projects and programs.	Ongoing
Goal 5: Incorporating First Nations Interests in Land Use Decision Making		
20	Send follow-up letter to initiate further collaborative engagement with local First Nations on housing needs and opportunities.	Letter drafted – to be sent with draft bylaws as early referral
21	Initiate direct collaborative engagement with Tsawout First Nation Housing Department	Ongoing – Planning staff met with Tsawout Nov 6, 2025 – no further actions identified. Further engagement with other First Nations may be required through bylaw referral process
22	Ensure that known registered archeological site and archeological potential information is considered when developing housing related bylaw amendments	Ongoing – arch site mapping being included in review of suitable land/ build-out mapping



Flexible Housing

- Proposed OCP addition to List of Goals: *To provide for a range of flexible housing options that meet the diverse needs of the community and island residents.*
- Intention is to provide more opportunities for housing such as creating long term rentals, age-in-place options and multi-family use potential on larger lots
- Challenge is to balance offering flexibility while ensuring growth and development is managed
- Initial APC recommendations considered a flex zoning scheme that would have significantly increased the number of dwelling units
- Based on further analysis of mapping, APC, staff and the LTC have reconsidered and withdrawn this scheme and are seeking input on other options
- Any options should be administratively fair and not require significant staff effort or oversight to track (eg. not relying on a quota system or setting of caps)



Statutory Timelines

- Project has been extended into a third year ending March 31, 2027
- Staff will bring draft Bylaw No. 240 and 241 back to LTC May 29, 2026
- Staff will initiate bylaw referrals after May 29 meeting, requires a minimum of 60 days
- Staff may seek first reading at September 4, 2026 meeting
- Would then be up the LTC to decide if to proceed further, or leave public hearing and consideration of 2nd/3rd reading to new trustees following election
- As there are OCP amendments, Minister of Municipal Affairs approval will be required



APC Presentation



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Questions?



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