



DATE OF MEETING: July 10, 2025

TO: Salt Spring Island Local Trust Committee

FROM: Oluwashogo Garuba, A/Planner 2  
Salt Spring Island Team

COPY: Chris Hutton, Regional Planning Manager

SUBJECT: Application to amend Salt Spring Island Land Use Bylaw (Rezoning)  
Applicant: Janis Gauthier  
Location: 154 – 164 Kings Lane Road, SSI

## RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee request staff to prepare a draft bylaw to amend Salt Spring Island Land Use Bylaw No. 355, 1999, to rezone LOT 2, SECTION 4, RANGE 3 EAST, NORTH SALT SPRING ISLAND, COWICHAN DISTRICT, PLAN 23507 (PLRZ20250220, 154 – 164 Kings Lane Road) from Residential 12 variant A (R12 (a)) to Residential 13 (R13).
2. That the Salt Spring Island Local Trust Committee request staff to refer to and seek input from First Nations and other relevant agencies that an application has been received to amend the Salt Spring Island Land Use Bylaw No. 355, 1999.
3. That the Salt Spring Island Local Trust Committee request staff to proceed with public notification as per Section 467 of the Local Government Act.

## REPORT SUMMARY

The purpose of this report is to present to the Salt Spring Island Local Trust Committee (LTC) an application for the proposed amendments to the Salt Spring Island Land Use Bylaw No. 355, 1999 (LUB) to permit the development of a multi-family dwelling affordable housing units and a reduced minimum lot size for potential subdivision of the subject property.

This staff report examines the relevant policies (Salt Spring Island Official Community Plan (OCP) Bylaw No. 434, 2008 and the Islands Trust Policy Statement (ITPS)), evaluates the proposed rezoning in consideration of these policies, and provides recommendations on how to proceed with the application.

## BACKGROUND

The Gulf Islands Seniors Residential Association (GISRA) proposes to develop 50 affordable dwelling units on the property located at 154 Kings Lane (003-106-756) to provide affordable housing units for residents of Salt Spring Island. The property is currently zoned R12 (a) in the Salt Spring Island Land Use Bylaw (LUB) No. 355, 1999, and is designated as Ganges Village Upper in the Salt Spring Island Official Community Plan (OCP) No. 434, 2008.

In 2018, GISRA submitted a rezoning application for 154 Kings Lane to allow for the creation of an affordable seniors' supportive housing complex, with accompanying medical office services and community spaces, referred to as the "Meadowlane Affordable Seniors' Residential Facility" or simply "Meadowlane." Previously, the property was zoned Residential 4 (R4) and Residential 10 (R10), and it had a housing agreement that was amended in March 2016 to replace rental housing requirements with a mix of affordable homeownership and rental units.

The property currently has a housing agreement to provide 48 units of affordable housing to seniors (65+ years of age) in Salt Spring Island. Conditions of the housing agreement includes:

- No other building or structure can be constructed unless it is part of and concurrently with the development of the land, the owner constructs and completes the 48 units of affordable housing;
- The land may not be subdivided by means of a strata plan without the approval of the Local Trust Committee (LTC);

Currently there exists a medical clinic – Salt Spring Island Health Centre and the BC Housing supportive housing facility on the subject property.

This application seeks to rezone the subject property to permit offices and affordable housing units and also to revise the existing housing agreement in order to permit the proposed uses. A new concept is being proposed and it includes the following:

- Provision of 50 affordable dwelling units;
- General offices; and
- Subdivision potential of the property with intent to retain the existing development on one lot and construct the proposed development on the other lot.

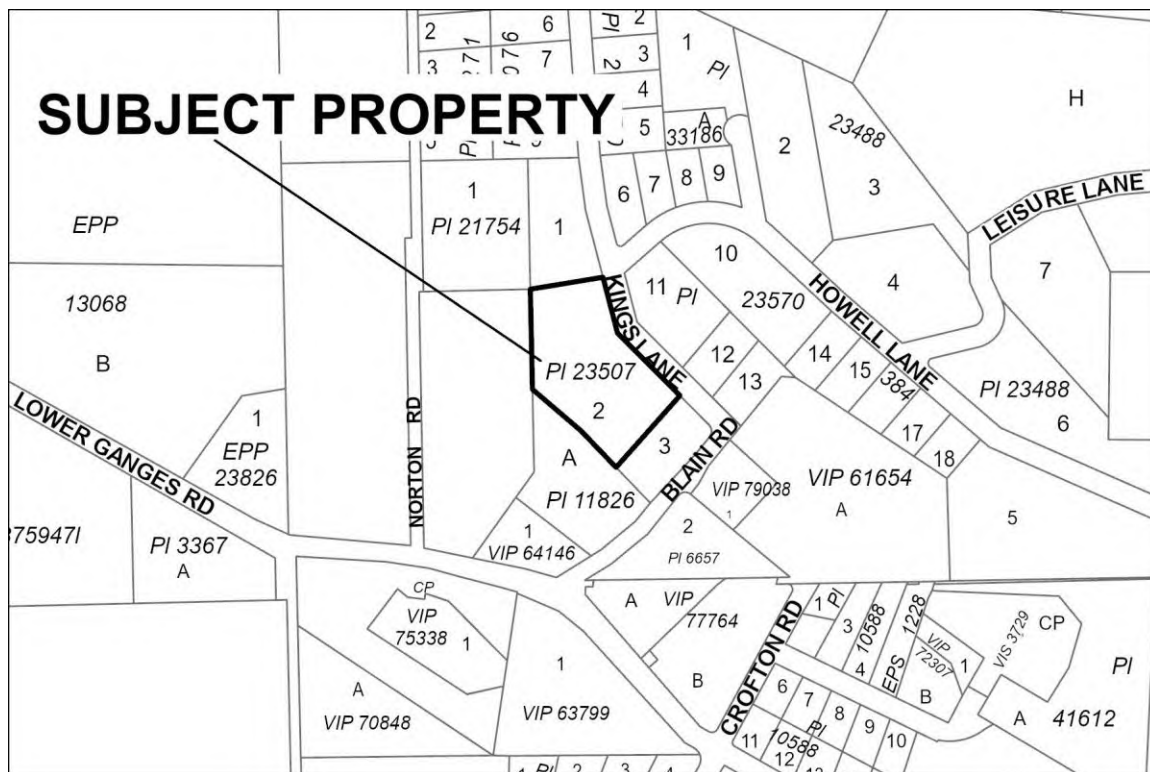
This report follows the June 05, 2025 meeting of the SS LTC where the following resolution was passed:

**SS-2025-071**

**It was MOVED and SECONDED,**

that the Salt Spring Island Local Trust Committee request staff prioritize PLRZ20250220  
- 154 Kings Lane and any associated applications.

**CARRIED**



**Figure 1: Subject Property Map**

## ANALYSIS

### Policy/Regulatory

#### ***Islands Trust Policy Statement:***

The following are policies contained in the Islands Trust Policy Statement (ITPS) that are considered relevant to the proposal:

#### Growth and Development Policy:

*5.2.5 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address means for achieving efficient use of the land base without exceeding any density limits defined in their official community plans.*

**Planner comments:** The subject property is located within Village designation and the maximum density for affordable housing as outlined in the OCP is 37 units per hectare. The applicant has proposed 50 affordable dwelling units and this proposal is not contrary to this directive policy as the density is not exceeded on the subject property. However, if the property were to be subdivided, the proposal becomes contrary to this policy. The applicant has proposed a subdivision with a minimum lot size of 0.11 ha (0.27 ac) and an average lot size of 0.6 ha (1.48 ac). Based on this policy, a minimum lot size of 1.35 ha (3.34 ac) is required to accommodate 50 dwelling units. Nonetheless, a higher density may be permitted through a rezoning application if the development is intended for affordable housing and is secured via housing agreement/covenant, in accordance with OCP Policy B.2.1.2.1.

#### Agricultural Land Policy:

*4.1.6 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address the use of adjacent properties to minimize any adverse affects on agricultural land.*

**Planner comments:** The subject property borders lands in the Agricultural Land Reserve (ALR) on the rear boundary; Adjacent properties include residential (East and South of subject property) and on the rear side is and commercial property. Although there is no adjacent agricultural use, the property borders land within the ALR. As such, the proposed development will be assessed to determine any potential impacts on agricultural land, including changes to natural drainage patterns or risks of water supply contamination. The application will also be referred to the Agricultural Advisory Planning Committee for their review and comments.

#### Freshwater Resource Policy:

*4.4.2 Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address measures that ensure:*

- neither the density nor intensity of land use is increased in areas which are known to have a problem with the quality or quantity of the supply of freshwater,*
- water quality is maintained, and*
- existing, anticipated and seasonal demands for water are considered and allowed for.*

**Planner comments:** The subject property is located in the St. Mary Lake side of the North Salt Spring Waterworks District (NSSWD) water system and there is currently a moratorium on new water connections on properties located at this side of the water system. The subject property has a licence for two ground wells, which is sufficient for domestic use for the proposed 50 affordable dwelling units. However, the applicant will need to provide evidence of water for the other permitted structures and uses on the property in order to confirm compliance with all applicable policies. Applicant has indicated that NSSWD has agreed to provide water for fire fighting purpose despite the current moratorium for properties on this side of the water system. To ensure that the proposed development is attainable, staff advise that the application be referred to Island Health and the North Salt Spring Waterworks District for comment.

At this time, staff do not consider the application to fundamentally conflict with any of these policies. If the LTC resolves to proceed with the application, staff will conduct a Policy Statement Directives Checklist analysis in accordance with S.1.9 of Trust Council Policy 1.3.1 in a future staff report if at such time draft bylaws are presented for first reading.

#### ***Official Community Plan:***

The property is designated as Ganges Village Upper (GVU) in the OCP and it is also within the Development Permit Area 1 (DPA 1) – Island villages. Future development on subject property according to the proposal will require a development permit application submitted to Islands Trust by the applicant. Staff have evaluated the application against relevant policies contained in the OCP and note several policies that relate to the proposed rezoning, but have not noted any inconsistency with the OCP at this time.

#### Applicable OCP policies to Housing Quantity

*B.2.1.2.1 Zoning changes should be avoided if they would likely result in a larger island population than is expected under the development potential zoned in 2008. Exceptions to this policy are to be few and minor and only to achieve affordable housing and other objectives of this Plan.*

**Planner comments:** The policy supports zoning amendments that bring about an increase in density if it is for the purpose of achieving affordable housing units, therefore this application is supported by this policy.

Applicable OCP policies relevant to Affordable Housing

*B.2.2.2.3 All rezoning applications for affordable housing projects should include evidence of:*

- a. need for the housing.*
- b. an adequate water supply for potability and for fire protection.*
- c. means of sewage disposal.*
- d. energy and water efficient building design.*
- e. not degrading a sensitive ecosystem.*
- f. not being sited in an area subject to hazardous conditions.*

**Planner comments:** The subject property does not have a sensitive ecosystem and is not located in an area subject to hazardous conditions. The applicant has provided evidence for housing need, adequate water supply for potability and fire use (evidence of potable water has been submitted as at the time of writing this preliminary report) and evidence of energy and water efficient building design. Applicant has provided evidence of means of sewage disposal – subject property is connected to the community sewer system. If applicant is however unable to provide evidence of energy and water efficient building design at this time, a covenant may be required to be registered on title which will require the document to be provided at the time of building permit application for the development of the dwelling units.

*B.2.2.2.6 When the Local Trust Committee is considering a rezoning application involving a significant increase in residential density the Local Trust Committee should require that the application include provision of affordable housing.*

**Planner comments:** The proposed rezoning is for the purpose of developing affordable housing units and therefore supported by this policy. Applicant has agreed to have a registered housing agreement on title for affordable housing.

*B.2.2.2.18 Preference should be given to rezoning applications for multiple-unit affordable housing projects that:*

- a. are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents.*
- b. would provide owned or rental housing, possibly through non-traditional means such as cohousing, cooperative ownership, sweat equity projects or land trusts.*
- c. would create durable, and water and energy efficient housing.*
- d. provide walking, transit or cycling links to village services.*
- e. provide safe walking, transit, or cycling links to a school, if the project is designed for families.*
- f. include appropriate site and building designs, such as those outlined in Development Permit Area 1.*
- g. that are in or near island villages, except where the affordable housing would be linked to and support farming.*

**Planner comments:** The proposed development is not intended to be marketed to off-island residents as it is targeted at providing affordable housing to residents of Salt Spring (as indicated in applicant's letter of rationale – Attachment 2). This is part of the efforts to achieving the housing

needs of residents of Salt Spring Island as identified in the Housing Needs Assessment Report (Islands Trust, April 2025). The proposed development is within Island village designation and therefore further supported by this policy. At the point of development, the proposal is subject to the site and building designs applicable to DPA 1. The applicant is working on providing evidence of a durable, water and energy efficient housing, which will further prove that the proposal is not contrary to this policy.

*B.2.2.2.19 The Local Trust Committee should consider changing the local zoning that applies to multi-family zones so that density is guided by floor space ratios as well as units per hectare. Such changes should be considered to provide more flexibility in the type of dwelling units that can be built*

**Planner comments:** This policy supports changes to zoning to allow more flexibility in the types of dwelling units that can be built by considering floor space ratios alongside units per hectare. This proposal aligns well with this policy, as it supports the idea of revising the current zoning for increased flexibility in housing density.

#### Applicable OCP policies relevant to Ganges Village development

*B.5.1.2.12 The form and character of commercial, general employment and multi-family development in Village Designations will be guided through Development Permit guidelines in Part E.*

**Planner comments:** Future development on subject property is subject to the development permit guidelines outlined in Part E of the OCP to ensure that the development is carried out in general conformity with development permit guidelines to meet the above policy.

*B.5.2.2.2 Zones within the Ganges Village Designation will continue to allow the wide range of commercial, general employment, institutional land uses and the various densities of residential development allowed by existing zoning.*

**Planner comments:** This policy ensures that the zoning within Ganges Village continues to allow for diverse land uses, including multi-family residential developments. The proposal's multi-family housing plan aligns with the existing designation framework, supporting its integration into the broader vision of Ganges Village

*B.5.2.2.3 The Local Trust Committee should consider rezoning applications that would allow the addition of some affordable and special needs housing in the Ganges Village Designation, as outlined in Section B.2.2.2.*

**Planner comments:** The application is to permit the development of affordable housing units and therefore supported by this policy.

*B.5.2.2.6 When considering rezoning applications in the Ganges Village designation, the Local Trust Committee will consider the impact that the proposed change would have on the Ganges sewer treatment plant. The Local Trust Committee should obtain confirmation from the Capital Regional District of sewage system capacity for any change to zoning within the boundaries of the sewer area that may result in a significant change in sewage volume or quality. This policy is further outlined in Section C.4.2.*

**Planner comments:** This policy will be further analysed to determine if the proposal is consistent with this policy and staff will obtain confirmation from the Capital Regional District through the recommended referral that the proposed development would not result in a significant change in sewage volume or quantity.

#### Applicable policies relevant to Agricultural Land

*B.6.2.2.19 When it considers rezoning applications for land that borders or drains into agricultural land, the Local Trust Committee will ensure that zoning changes are not made in a way that would have a negative effect on farming. For example, the Committee could require that a vegetation buffer be maintained on land that is being rezoned next to farm land, if the proposed use could result in conflicts with a farming operation. The Committee should also ensure that a zoning change would not result in detrimental changes to natural drainage or pollution of water supplies. The Agricultural Advisory Committee will be asked for advice about rezoning applications on land that borders or drains into agricultural land.*

**Planner comments:** the application will be referred to Agricultural Advisory Planning Commission for comments as the subject property borders land within ALR. The proposed development needs to be assessed to establish that there are no detrimental impacts to natural drainage and pollution of water supplies.

#### Applicable OCP policies relevant to Potable Water Quantity and Supply

*C.3.3.2.2 When considering rezoning applications, the Local Trust Committee should consider the impacts of the proposed new use on existing wells, springs, or other water supplies. If the proposed use is expected to need more water than the uses already allowed on the property, then the Committee should ask for evidence that wells or other water supplies in the neighbourhood would not be depleted. The Committee should also consider whether water use would affect agricultural activities or deplete any springs necessary to maintain fish habitat. Should a zoning change be proposed where groundwater supplies are not adequate, the applicant could be encouraged to find other means of supplying water. Rainwater catchment or a water conservation program could be considered.*

**Planner Comments:** the LTC should consider requesting that the applicant be required to provide a preliminary water supply study in accordance with the DAI Bylaw No. 175. The purpose of this is to determine if the application is consistent with this policy.

*C.3.3.2.3 The Local Trust Committee should continue to require proof of adequate potable water supply for each new lot created by subdivision.*

**Planner comments:** Prior to subdivision approval, such as that proposed by the applicant, evidence of adequate water supply for each new lot created by the subdivision will be a recommended as condition of approval to the Provincial Approving Officer. The applicant has been informed of this requirement and is currently obtaining this information. If the information provided is consistent with the OCP, then the proposal will be considered consistent with this policy. If it is not consistent, the applicant may be required to register a covenant on title to prevent further development activities until a connection to the community water system can be established.

#### ***Development Permit Areas 1 – Island Villages:***

As discussed in detail above, the subject property is located within Development Permit Area (DPA) 1 - Island Villages and therefore the development of the subject property is subject to a development permit obtained from Islands Trust. The intent of this DPA is to guide the community's most significant, concentrated and visible new development so that it is compatible with existing buildings, with the natural environment and with community objectives for villages. Activities that could require a DP include:

- subdivision of land zoned for commercial, general employment or multifamily use
- subdivision of land that adjoins agricultural land or that drains into agricultural land

- installation of plastic backlit signs, of signs that do not comply with the local sign bylaw, or of signs that are to be placed more than 5 m above the ground
- new construction or alterations to existing buildings on land zoned for commercial, general employment or multi-family use if the new development is of a size that must provide off-street parking (according to the local bylaws) or if the new development would change the capacity of an existing parking lot
- development of a parking lot with more than ten spaces for commercial, general employment or multi-family residential use
- removal of vegetation within 7.5 m of agricultural land (excluding the emergency removal of a hazardous tree)
- removal of vegetation within 7.5 m of a lot line that abuts land zoned for residential or commercial guest accommodation uses (excluding the emergency removal of a hazardous tree)

*B.6.2.2.21 The Local Trust Committee will use the Development Permit process to ensure that development in higher density areas such as commercial, general employment and multifamily zones remains buffered from agricultural areas, is designed to reduce conflicts with agriculture, and does not result in detrimental impacts due to water pollution or changes in the drainage regime.*

**Planner comment:** applicant will be required in addition to the DPA 1 guidelines for development to ensure that the proposed development is buffered from agricultural land and also designed to reduce conflict with agriculture in accordance with the above policy to ensure consistency with relevant OCP policies.

### **Land Use Bylaw:**

The subject property is zoned Residential 12 variant A (R12(a)) in the LUB. The R12 (a) zone in the LUB currently permits a seniors' supportive housing complex.

	R1	R2	R3	R4	R5	R6	R7	R8	R9	R10	R11	R12
<b>Principal Uses, Buildings and Structures</b>												
Single-family dwellings	*	*	*	*	*	*	*	*	*	*	*	*
Duplexes	*	*				*						
Duplexes constructed before July 31, 1990							*	*	*			
Multi-family dwellings	*	*		*							*	<sup>1</sup>
Dental and medical office services for a maximum of two medical practitioners						*	*	*	*	*		
Elementary schools, pre-schools and child day care centres						*	*	*	*			
Hospitals and public health care facilities						*	*	*	*			
Community halls						*	*	*	*			
Non-commercial outdoor active recreation	*					*	*	*	*			
Churches						*	*	*	*			
Agriculture, excluding intensive agriculture							*	*	*			
Public service uses	*	*	*	*	*	*	*	*	*	*	*	*
Seniors' supportive housing complex												<sup>2</sup>
<b>Accessory Uses</b>												
Home-based businesses, subject to Section 3.13	*	*	*	*	*	*	*	*	*			
Seasonal cottages subject to Section 3.14							*	*	*			

**Figure 2: Permitted uses in R12 Zone**



The current zone does not support multi-family dwellings and therefore GISRA will need to consider the option of a zoning amendment if the proposal is supported by policies in the OCP, hence this application.

The proposed new zone is Residential 13 (R13) and it seeks to permit 50 units of affordable housing units, general office use and reduced lot sizes for potential subdivision.

### ***Islands Trust Conservancy :***

In accordance with Islands Trust Conservancy Board Policy 3.1, the Islands Trust Conservancy (ITC) does not have covenants on the property or adjacent properties and therefore the proposal has no considerations for the ITC.

## **Issues and Opportunities**

### ***Traffic Impact***

The application would be referred to Ministry of Transportation and Infrastructure (MOTI) for review and comment regarding any potential traffic impacts of the proposed development.

### ***Parking***

Applicant is required to provide and maintain off-street parking spaces in accordance with the Land Use Bylaw for the development of multifamily dwelling units. Each unit in the multifamily dwelling must have 1.25 automobile parking spaces and 1 automobile parking space for use by the disabled per 10 units. Hence, the applicant is required to provide 68 automobile parking spaces in total for a 50 unit complex based on the current LUB.

### ***Potable water***

The subject property is located on the St. Mary Lake side of the water system, within the jurisdiction of the North Salt Spring Waterworks District (NSSWD). Currently, NSSWD has a moratorium in place on new water connections for properties situated on the St. Mary Lake side of the system. However, the subject property has licence for two ground wells; the output of these would only meet the daily requirements for the proposed 50 dwelling units. Therefore, the applicant is required to provide evidence of potable water for the existing clinic on subject property as well as for fire protection.

### **Lot size:**

The applicant has proposed to reduce the minimum lot size that may be created through subdivision to 0.11 ha (0.27 ac) and minimum average area of lots that may be created through subdivision to 0.6 ha (1.48 ac). However, the subject property is connected to community sewage collection system but not connected to community water system. In order to vary this lot size, the property is required to be connected to a community water system and also be compliant with policy C.3.3.2.3 of the OCP. Alternatively, the applicant may agree to have a covenant registered on title as a condition of further development, that community water service connection is obtained once the NSSWD moratorium is removed before any further development can be carried out on the lot.

### **Housing Agreement:**

OCP Policy (B.2.2.2.6) requires the provision of affordable housing as a condition for increasing residential density. The Official Community Plan (OCP) defines affordable housing as "*rental or owned housing that can be acquired with 30 per cent of the median gross income of families or individuals on Salt Spring Island*". The Land Use Bylaw offers a slightly different definition, describing affordable housing

*as a "a deed restricted and/or a rent controlled dwelling unit that is secured by a housing agreement registered on title, and may include special needs housing and seniors dwelling units"*

A housing agreement would include terms and conditions mutually agreed upon by the local government and the property owner concerning the occupancy of the housing units identified in the agreement. These terms may include, but are not limited to, the following:

*(a) the form of tenure of the housing units;*

*(b) the availability of the housing units to classes of persons identified in the agreement or the bylaw*

*(c) the administration and management of the housing units, including the manner in which the housing units will be made available to persons within a class referred to in paragraph (b);*

*(d) rents and lease, sale or share prices that may be charged, and the rates at which these may be increased over time, as specified in the agreement or as determined in accordance with a formula specified in the agreement.*

## **Consultation**

Provided that further policy analysis confirms no inconsistency with the OCP, a public hearing may not be required for this application, in accordance with section 464(3) of the Local Government Act.

Staff recommends that the application be referred to the following agencies:

### **Adjacent Local Trust Committees and Municipalities**

Galiano Island Local Trust Committee  
Mayne Island Local Trust Committee  
North Pender Island Local Trust Committee  
Thetis Island Local Trust Committee  
Cowichan Valley Regional District

### **Non-Agency Referrals**

BC Ambulance Service  
RCMP  
SSI Fire-Rescue  
Salt Spring Island Coast Salish Society  
North Salt Spring Waterworks District

### **Provincial Agencies**

Agricultural Land Commission  
Ministry of Agriculture  
BC Assessment Authority  
Ministry of Municipal Affairs  
Ministry of Transportation & Infrastructure  
Front Counter BC

### **Regional Agencies**

CRD – All Referrals  
CRD – Ganges Sewer Commission  
Vancouver Island Health Authority  
SSI Advisory Planning Commission  
SSI Agricultural Advisory Planning Commission

## **Timeline**

The following timeline is presented as an ideal and depends on the timely completion of all required conditions on the part of staff and the applicant, as well as support from LTC, community, and referral recipients. Any delay in these areas could extend the application timeline. This application timeline is due to LTC's resolution which directed staff to expedite the application and is therefore not standard for all rezoning applications.

**July 10:** Preliminary Review received at LTC, followed by referral and notification of intended first reading.

**August (late):** referral response update (any requested extension of referrals will be communicated at this time with intent to provide any final comment with third reading), draft bylaw receives first and second reading at a special electronic meeting, whose date is not yet finalized. All conditions of approval should be set at this time.

**September 11:** Third reading, (subject to registration of housing agreement and covenants if any on title)

**September 16:** Approval by Islands Trust Executive Committee approval.

**September 17-19:** Adoption by resolution without meeting.

### ***First Nations***

The Islands Trust reviews all applications to ensure the preservation and protection of cultural heritage, archaeological sites, and ancestral places. As reviewed, the application is consistent with respect to LTC Standing Resolutions on reconciliation. Notwithstanding, to provide applicants with awareness regarding unknown archaeological areas, staff forwarded the Islands Trust Chance Find Protocol and the provincial Archaeological Branch guidelines on Heritage Act directly to the applicants. Staff have identified the following First Nations for early engagement and referral:

- Cowichan Tribes
- Halalt First Nation
- Lyackson First Nation
- Pauquachin First Nation
- Penelakut Tribe
- Semiahmoo First Nation
- Stz'uminus First Nation
- Tsartlip First Nation
- Tsawout First Nation
- Tsawwassen First Nation
- Tseycum First Nation
- Ts'uubaa-Asatx (Lake Cowichan) First Nation

If the LTC decides to proceed, staff would notify these First Nations and request for their input on the proposed rezoning application.

### **Rationale for Recommendation**

The recommendations on page 1 are supported as

1. The proposal appears to be consistent with the policies of the Salt Spring Island Official Community Plan No. 434 (OCP) and Islands Trust Policy Statement (ITPS).

### **ALTERNATIVES**

#### **1. Request further information**

The LTC may request further information prior to making a decision. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee request that the applicant submit to the Islands Trust in addition to the recommended resolution the following...*

## 2. Deny the application

The LTC may deny the application. If this alternative is selected, the LTC should state the reasons for denial. Recommended wording for the resolution is as follows:

*That the Salt Spring Island Local Trust Committee deny application PLRZ20250220 for the following reasons...*

## NEXT STEPS

If the recommendations are supported, staff will proceed with preparing a draft bylaw, refer to First Nations and applicable agencies and send out public notification. The application will then be returned to the Salt Spring Island Local Trust Committee (SS LTC) for further consideration.

Submitted By:	Oluwashogo Garuba, A/Planner 2	July 2, 2025
Concurrence:	Chris Buchan, Acting Regional Planning Manager	July 2, 2025

## ATTACHMENTS

1. Site Context
2. Applicant's Letter of Rationale

## ATTACHMENT 1 – SITE CONTEXT

### LOCATION

Legal Description	LOT 2, SECTION 4, RANGE 3 EAST, NORTH SALT SPRING ISLAND, COWICHAN DISTRICT, PLAN 23507
PID	003-106-756
Civic Address	154 Kings Lane Road, SSI
Lot Size	1.44 ha (3.55 ac)

### LAND USE

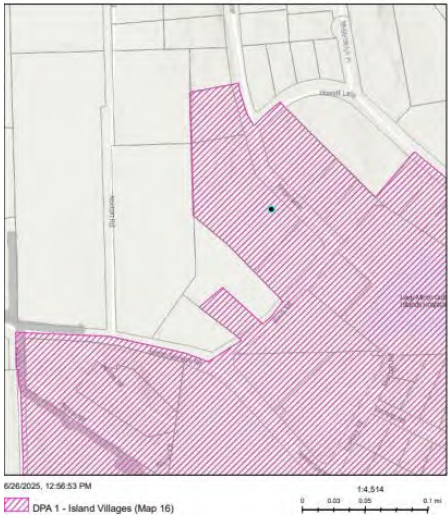
Current Land Use	Residential 12 variant a (R12 (a))
Surrounding Land Use	Residential 6 (R6) and Agriculture 1 (A1)

### HISTORICAL ACTIVITY

File No.	Purpose
GB-RZ-1994.2	Information not provided
SS-BP-2009.1	Information not provided
SS-BP-2010.5	Information not provided
SS-BP-2020.21	Proposal – Seniors Multifamily independent living
SS-CL-2019.6	Water Supply for Meadowlane Complex - 154 Kings Lane, SSI
SS-DP-2013.2	Construction of 2 buildings for prof. & retail medical - 154 Kings Lane, SSI
SS-DP-2015.5	DPA1: 2-year DP Extension for King's Lane Medical Clinic
SS-DP-2019.4	Constructing a 48-Unit Seniors Facility in DPA1 - 154 Kings Lane, SSI
SS-RZ-2011.4	Rezoning C5 & R6 zoned property to allow medical clinic with accessory medical uses and residential second floor (154 Kings Lane)
SS-RZ-2018.4	Proposal to Allow for the Development of an Affordable Seniors' Residence Facility - 154 Kings Lane, SSI
SS-TUP-2009.2	Temporary Use Permit - Renewal To allow a principal use of medical office services for more than two medical practitioners and not exceeding five medical practitioners all situated within the existing building.
SS-TUP-2022.3	To allow for 20 units of temporary supportive housing - 154 Kings Lane, SSI

### POLICY/REGULATORY

Official Community Plan Designations	Salt Spring Island Official Community Plan Bylaw No. 434, 2008 Designation: Ganges Village Upper – Gvu Development Permit Area 1 – Island Villages
--------------------------------------	--

	
Land Use Bylaw	<p>Salt Spring Island Land Use Bylaw No. 355, 1999 – Residential 12 (R12) variant a.</p> <p>The following are uses permitted in R12 (a) zone:</p> <ul style="list-style-type: none"> <li>Seniors' supportive housing complex</li> </ul>
Other Regulations	None
Covenants	196796G – Right of Way and Restrictive Covenant; CA7624178 – Assignment of Rents; CA7982286 – Covenant; CB399183 – Covenant; CB399184 – Priority Agreement
Bylaw Enforcement	SS-BE-2007.18 – Unlawful temporary shelter building

## SITE INFLUENCES

Islands Trust Conservancy	The application has no considerations for the Islands Trust Conservancy
Regional Conservation Strategy	This application has no considerations for the Regional Conservation Plan.
Species at Risk	None
Sensitive Ecosystems	None
Hazard Areas	None
Archaeological Sites	None
Climate Change Adaptation and Mitigation	No additional impacts to GHG emissions anticipated because of this application.
Shoreline Classification	N/A
Shoreline Data in TAPIS	N/A

## **Kings Lane rezoning application – 154 Kings Lane, Salt Spring Island**

### **PROJECT NARRATIVE**

This rezoning application reflects relatively minor revisions to the existing zoning bylaw which was adopted in February 2020 (Zone Variation – R12(a)).

**a. Existing uses** – there are currently 2 buildings on the land:

- 1) The permanent structure is a medical clinic (the Salt Spring Island Health Centre).
- 2) The temporary structure is a BC Housing supportive housing facility.

**b. Proposed uses:**

- 1) The medical clinic will remain and be expanded to accommodate an increased number of doctors. We request greater flexibility regarding the types of offices permitted, so that non-medical organizations could potentially also occupy the space.
- 2) The current zoning allows ‘seniors’ supportive’ housing, which we proposed be amended to allow affordable housing generally - not limited to seniors.

We are further requesting some amendments to facilitate subdivision of the property. GISRA would retain and develop the majority of the site for affordable housing, while providing the future option of selling the medical clinic. Creating a stand-alone housing site would also have the benefit of simplifying the anticipated BC Housing funding. Further, we understand that community organizations seeking to increase the number of primary care physicians on Salt Spring Island may be interested in purchasing the property where the medical clinic is currently located.

Finally, we are requesting that the Housing Agreement be revised to accommodate the proposed uses.

Listed below are the specific requests that we are making to accommodate the above proposed uses, as well as to provide flexibility in both the new housing and clinic expansion designs.

#### Zoning bylaw

- Permit residential density averaging across the entire property, so that if a smaller property is subdivided and created for the clinic, the remaining property will still be entitled to the full density of 50 affordable housing units.
- Replace the “dental and medical office services” use to simply “office” and remove the maximum number of practitioners.
- Replace the “seniors’ supportive facility” use to simply “affordable housing”.
- Revise the “service club” use to “community multi-purpose” use to provide flexibility in the ability to host compatible activities.
- Remove the language around units for temporary occupancy by persons employed at the housing complex or guests.
- Increase the maximum floor area of a dwelling unit from 95 m<sup>2</sup> to 165 m<sup>2</sup> to accommodate the inclusion of some larger family units.

- Reduce the minimum average lot size for subdivision to 0.60 ha (slightly less than half of the existing 1.38ha site), with a minimum lot size of 0.11 ha.
- Revise the site servicing requirements for subdivision to allow for groundwater for the housing (for clarity, the clinic is on community water, the housing will be on groundwater, and both will be on community sewer).
- Reduce side and rear lot set-backs to 3.5m (except front lot line setback to remain 7.5m).

#### Housing Agreement

GISRA will draft a revised housing based on the Islands Trust template to reflect the zoning bylaw revisions proposed above, maintaining the OCP definition of affordability.

Further, we request that there be no restrictions on timing of other developments on the site as it relates timing of housing construction (see 2.1(a) of existing Housing Agreement) to accommodate the possibility that the clinic expansion proceeds prior to the housing.

- c. Proposed timing** – timing of the clinic expansion is subject to donor satisfaction of renovation/expansion design, budget and regulatory approvals. The target date for development is winter 2025-spring 2026.

Likewise the timing for the housing construction is dependent upon successful approval of BC Housing funding. We anticipate an application deadline of early fall 2025, potentially allowing a spring-summer 2026 construction start and commencement of use early-mid 2027.

**d. Uses on adjacent properties**

North – 159 Kings Lane – residential and commercial ISO container storage  
 East – 145-151 Kings Lane (across Kings Lane) – residential  
 South – corner of Kings Lane and Blain Road – residential  
 West – Royal Canadian Legion and forested area of residential in the ALR

#### **REASONS TO SUPPORT**

GISRA's Kings Lane affordable housing and medical clinic proposal represents a significant contribution towards addressing two of Salt Spring Island's most critical needs – the lack of affordable housing, and the shortage of doctors in the community.

This proposal does not vary substantially from the plan as presented in the 2019-2020 rezoning, for which significant analysis was undertaken to confirm that it was consistent with OCP provisions and the Islands Trust Policy Statement.

During the rezoning process, as well as the process undertaken for approval of the Development Permit, all technical and professional reports and studies required were submitted to the Islands Trust. We respectfully request that those previous reports be accepted for the purposes of these amendments with any updates required form conditions of the Development Permit, and as such have not appended any of these reports to this application.

#### **OCP Support**



We believe this proposal is consistent with several objectives and policies in the Salt Spring Island Official Community Plan. The most relevant policies are those that relate to affordable housing and health care services, as well as those that encourage clustering of affordable housing in serviced areas close to transit routes and services in island villages. These policies supported the original zoning for seniors' affordable housing and are also relevant to a broader range of affordable housing we are now applying for. Some of the most relevant policies are listed below.

Residential Land Use and Affordable Housing Objectives and Policies:

B.2.1.1.1 - To support a mix of housing types in appropriate locations without compromising protection of the natural environment.

B.2.1.1.2 - To develop zoning that allows many different types of housing and accommodates a diverse population.

B.2.1.1.3 - To acknowledge that a framework that limits growth may restrict housing choices as supply is limited; to respond to the challenge of fostering socioeconomic diversity within such a framework.

B.2.2.1.1 - To provide opportunities for the creation of affordable, rental and *special needs housing*.

B.2.2.1.2 - To integrate affordable, rental and *special needs housing* into appropriate residential areas where community services are most accessible.

B.2.2.1.5 - To cooperate with senior governments, the Capital Regional District, housing *industry*, funding sources and community organisations to provide affordable, rental and *special needs housing* on Salt Spring Island.

B.2.2.2.3 - All rezoning applications for *affordable housing* projects should include evidence of:

- a. need for the housing.
- b. an adequate water supply for potability and for fire protection.
- c. means of sewage disposal.
- d. energy and water efficient *building* design.
- e. not degrading a sensitive ecosystem.
- f. not being sited in an area subject to hazardous conditions.

B.2.2.2.18 - Preference should be given to rezoning applications for multiple-unit *affordable housing* projects that:

- a. are based on the housing needs of existing residents and are not meant to be mainly marketed to off-island residents.
- b. would provide owned or rental housing, possibly through non-traditional means such as co-housing, cooperative ownership, sweat equity projects or land trusts.
- c. would create durable, and water and energy efficient housing.
- d. provide walking, transit or cycling links to village services.
- g. that are in or near island villages, except where the *affordable housing* would be linked to and support farming.

B.2.2.2.24 - Local service clubs, non-profit organizations and others that provide affordable, rental and *special needs housing* are encouraged to develop projects in keeping with the policies in this Section. Such groups are particularly encouraged to explore the potential for supplying a community pool of care cottages.

#### Health Services Land Uses – Objectives and Policies:

B.4.3.1.1 - To ensure that local land use policies support the continued development of Salt Spring Island as a healthy community.

B.4.3.1.2 - To provide appropriately zoned land in convenient locations for the community's health care facilities.

### **Housing Need**

Housing Needs Assessments and many other housing studies undertaken for Salt Spring Island over many years have consistently shown that there has been an ongoing critical need for almost all types of affordable housing for low to moderate income households. The lack of affordable housing has been exacerbated in recent years and is now widely viewed to be a serious crisis that poses real challenges to our community's ability to sustain itself and its population.

Summarized below are key areas from the most recent Housing Needs Assessment that are particularly relevant, followed by how the proposed Kings Lane project fit with the reported need.

#### Islands Trust Housing Needs Assessment 2025

- **Key Findings** (p.1) – Salt Spring Island is forecast to need 821 new units of housing in 5 years, and 2,525 in 20 years.
- **Components of 20-year need** (p.3) – of the 2,525 units, 1,947 will be due to population growth. The remaining 578 are to address those in extreme core housing need (those spending 50% or more on housing), homelessness and suppressed household formation due to high housing costs.
- **Household size** (p.262) – the population is dominated by small households, with largest proportion in 2-person households (42%), followed by 1-person (31%), 3-person (12%), 4-person (9%) and 5+person (6%).
- **Household incomes** (p.264) – median household income (2020) was \$77,500, median 1-person household income was \$39,200. These incomes are between 8%-14% lower than in the CRD and 9% lower than BC averages. The report is silent on the difference between homeowner vs. renter household incomes.
- **Dwellings # bedrooms** (p.266) – there appears to be a mismatch between household size and the housing stock in terms of number of bedrooms with fewer small units than population data suggests is needed. The (more affordable) studio units typically suited to 1 person comprise only 1% of the housing stock, 1-beds typically suited to 1-2 person comprise 13%. Conversely, there are more larger units than may be needed, with 54% of the housing stock consisting of 3+ bedrooms (vs. 27% of the population in 3+ person households).
- **Tenure** (p.266) – Salt Spring has an 81% homeownership rate (19% rental), significantly lower than in the CRD (63% homeowner, 37% rental) and BC (67% and 33%), another indicator of the shortage of rental housing.

- **Affordability** (p.269) – 34% of renter households are paying more than 30% of their income on housing costs. The highest rates are for 1-person households, followed by 2-person households. This rate is very low for 3+ person households.
- **Average rental costs** (p.269) – the report indicates an average of \$1,118 for rents on Salt Spring; the source of this data point is unclear (there are no rental surveys on SSI) and appears to be underestimated based on local knowledge and observation. The report indicates these rates are 23%-25% lower than the CRD and BC respectively.
- **Core housing need** (p.271) – renter households experience all forms of housing need (suitability, adequacy, affordability) at far higher rates than homeowners (16% renters, 4% homeowners). One-person renter households form the bulk of those in core need (67%), followed by 2-person (20%), 3-person (13%).

#### **How the Kings Lane proposal will address several of the areas of need identified**

GISRA's proposal for Kings Lane is loosely defined as 'workforce housing', intended to form part of the solution to Salt Spring's affordable housing crisis. While not exclusive to any specific demographic or employment status, the proposal is located, designed and intended to be affordable to health care workers, young families, and other essential service employees.

- **Tenure** – rental housing is in very short supply, with far lower proportions of the overall rental stock than other nearby areas. Fifty units of rental housing will help fill that gap.
- **Unit type & household size** – the project is proposing to dedicate over half of the units to smaller households, where there are the largest mismatches between need and current housing supply. Below is the planned unit mix, an estimate of the household size in each unit type, and an estimate of the total number of residents that will be housed.

Unit type (# bedrooms)	# units	Household size (# residents)
Studio	8	1
1-bed	27	1-2
2-bed	12	2-3
3-bed	3	3-5
4+ bed	0	n/a
<b>Total</b>	<b>50</b>	<b>90-91</b>

- **Affordability** – GISRA is unable to firmly establish rental rates at this time, as they will be highly dependent on the outcome of the application to BC Housing. However, rental rates will be established at 30% of household income, regardless of unit type or household size.
- **Core housing need** – core housing need includes not only affordability (30% of income), but also includes suitability (enough bedrooms for household size/composition) and adequacy (state of repair). Again, smaller renter households are in the highest core need. Tenant selection and unit allocation procedures will help ensure units are suitable for residents, and tenants will enjoy the benefits of new units, with high quality construction and professional maintenance to ensure long-term adequacy.

**Islands Trust Housing Options Toolkit:**

Finally, we believe that flexibility is key when planning, designing and seeking funding for the development of affordable housing. The proposed zoning bylaw and housing agreement changes requested in this application reflect the type of changes we believe will support the preferences and requirements of various funding agencies that are critical to financing this project, while also ensuring both long-term financial viability for GISRA and affordability for the community.

This concept is specifically referenced in the Islands Trust’s Housing Options Toolkit (p.13) excerpted below:

ZONING – REVIEW OF EXISTING	
Review and amend existing land zoned for affordable and/or multi-family development	Review all existing lands zoned for affordable, seniors or similar housing and amend the zoning to be less specific or restrictive where housing either hasn't been developed or has not been developed to full zoned potential. Housing providers have said that flexibility in form is key (single large building, rowhouses, detached cottages, etc) to adapt to changing market and funding conditions during lag between zoning approval and construction start. Zoned density should be maintained, but form should be flexible.