



Islands Trust

Revised March 14, 2011

GABRIOLA ISLAND
VOLUNTEER REVIEW COMMITTEE
FOR THE
OFFICIAL COMMUNITY PLAN AND
LAND USE BYLAW REVIEW

AGENDA

Monday February 7, 2011 at 7:00 p.m.
At the Agricultural Hall
465 South Road, Gabriola Island, BC

| | <i>Page #</i> | <i>Approx. Time*</i> |
|--|---------------|----------------------|
| 1. CALL TO ORDER | | 7:00 pm |
| 2. APPROVAL OF AGENDA | | |
| 3. STANDING ITEM | | |
| 3.1 Volunteer Review Committee Terms of Reference – <i>for information</i> | 1-3 | |
| 4. COMMUNITY INPUT SESSION | | 7:10 pm |
| 5. MINUTES | | 7:20 pm |
| 5.1 Volunteer Review Committee Minutes dated January 17, 2011 – <i>for adoption</i> | 4-13 | |
| 6. GUEST SPEAKERS | | 7:30 pm |
| 6.1 Gabriola Island Trustee- Update | | |
| 6.2 Island Planner- Overview of Referral Item | | |
| 7. BUSINESS ARISING FROM MINUTES | | |
| 7.1 Abstentions – Explanation by John Peirce | | |
| 7.2 Rational for January 17, 2011 Resolutions | | |
| 8. NEW BUSINESS | | 7:40 pm |
| 8.1 Referral from the Gabriola Island Local Trust Committee: Density Banking | | |
| 8.1.1 Memorandum dated February 1, 2011 regarding LTC amendments from January 27, 2011 LTC meeting- <i>for review and comment</i> | 14-17 | |
| 8.1.2 Memorandum dated January 4, 2011 regarding Staff Report dated December 6, 2010- <i>for review and comment</i> | 18-23 | |
| 8.2 Timeline Overview for Phase One | 24 | |
| 9. CORRESPONDENCE | | 8:40 pm |
| 10. NEXT MEETING DATE – <i>none scheduled</i> | | |
| 11. ADJOURNMENT | | 8:50 pm |

*Approximate time is provided for the convenience of the public only and is subject to change without notice.



**Gabriola Island
Official Community Plan and
Land Use Bylaw Review
Volunteer Review Committee
Terms of Reference**

As adopted by the Gabriola Island Local Trust Committee on March 30, 2010.

Background

As stated in section 875 of the *Local Government Act*, an official community plan is “a statement of objectives and policies to guide decisions on planning and land use management.” The Gabriola Island Official Community Plan (Plan or OCP) applies to Gabriola Island and two smaller islands, Breakwater and Entrance Islands, as well as a group of nine smaller islets known as the Flat Top Islands. An OCP was adopted in 1997/98 for this Plan Area. The Plan replaced the 1978 OCP and was noted at that time that the goals of the 1978 Plan continued to be the goals of the community, with some minor adjustments. Key issues recognized in the 1998 Plan include:

- Less than one percent of the land base is in public park use;
- As an island community, the ecological impacts of land use and development can be more significant on these fragile ecosystems;
- Limits on future development are necessary to protect the lands and environs;
- The Village Centre is the focus of social and business activities on the Island;
and
- Arts and artists shall be supported as an important part of Island life.

A review of the Official Community Plan is scheduled for Fall 2009. It is emphasized that this review will proceed as an affirmation of the existing OCP, as many objectives and policies in this document remain true and relevant. However, the congruence of the OCP with higher level planning documents such as the Trust Policy Statement and Regional Conservation Plan is worth revisiting, and an OCP review is a good opportunity to ensure that the relevant goals and objectives of other agencies with jurisdiction on Gabriola Island are met. In addition, the OCP review will lead into a review on the Gabriola Island Land Use Bylaw No. 177, 1999 (LUB).

The Gabriola Island Local Trust Committee has appointed a Volunteer Review Committee to assist with the review of the Official Community Plan and Land Use Bylaw. The purpose of the Committee is to provide community input, review goals, policies and directions in the Official Community Plan and Land Use Bylaw and make recommendations to the Local Trust Committee.

The Volunteer Advisory Committee is appointed as an Advisory Planning Commission by the Gabriola Island Local Trust Committee pursuant to the *Local Government Act* to

provide review and recommendations on the Official Community Plan and under Advisory Planning Commission Bylaw No. 209.

1. Membership

- 1.1 The Committee shall be composed of 15 members who shall be appointed by resolution of the Local Trust Committee.
- 1.2 All members of the Committee shall serve to the completion of the OCP and LUB review period, as determined by the Local Trust Committee.
- 1.3 Any member of the Committee who is not in attendance at regular meetings of the Committee for three consecutive meetings, without approval of the Chair, shall be deemed to have resigned.
- 1.4 Quorum shall be established at the first meeting as 50% +1 of the membership. Quorum will be adjusted should members resign from the Committee.

2. Conduct of Meetings

- 2.1 All meetings shall be posted publicly, and agenda packages will be posted on the Islands Trust website, meeting the notification requirements of the Local Trust Committee.
- 2.2 All meetings shall be open to the public.
- 2.3 At the first meeting, the Committee will elect a chair and/or co-chairs from among its membership.
- 2.4 If neither of the Co-Chairs of the Committee is in attendance after fifteen minutes following the scheduled start of the meeting, the members present shall elect from its membership a Committee member to act as Chair for the duration of the meeting. The presiding member has, for that purpose, all the powers of, and is subject to the same rules as Chair.
- 2.5 If there is no quorum of Committee members present within thirty (30) minutes of the scheduled time for a Committee meeting, the staff person must record the names of the members present and those absent, and adjourn the meeting until the next scheduled meeting.
- 2.6 The Co-Chairs of the Committee will work with Staff to prepare the agenda for the meeting.
- 2.7 Minutes of Committee meetings shall be prepared by staff. Copies of all Committee meeting minutes are to be forwarded to the Local Trust Committee for

inclusion on the next available agenda. Recommendations from the VRC should be in the form of a resolution or motion.

- 2.8 The conduct of business for meetings of the Committee shall generally follow a consensus decision-making model. If required, the Committee will follow Robert's Rules of Order.

3. Duties & Powers

- 3.1 The Committee shall be an advisory body reporting directly to the Local Trust Committee on the OCP and LUB review process.
- 3.2 The Members of the Committee represent their views as individuals rather than being representatives of any other group or organization.
- 3.3 The Committee shall play a leadership role to identify and discuss community interests relating to the Review.
- 3.4 While the Committee may receive letters or presentations from the public, the Local Trust Committee remains responsible for conducting public consultation for the Official Community Plan process.
- 3.5 The Committee shall play a leadership role in community events relating to the Review.
- 3.6 The Local Trust Committee will, by resolution, refer specific Official Community Plan or Land Use Bylaw items or topics to the Volunteer Review Committee with a request for recommendations.
- 3.7 Staff shall serve as the liaison between the Committee and the Local Trust Committee. Staff shall be responsible for the production and copying of meeting materials, distribution of agendas, and all matters pertaining to the administration of the Committee.

4. Finance

- 4.1 Members of the Committee shall serve without remuneration.
- 4.2 No expenditure shall be made in relationship to this Committee that is not provided for in the Financial Plan of the Islands Trust.

**MINUTES OF THE VOLUNTEER REVIEW COMMITTEE MEETING
FOR THE OFFICIAL COMMUNITY PLAN AND LAND USE BYLAW
HELD AT 7:00 P.M. ON MONDAY, JANUARY 17, 2011
AT THE AGRICULTURAL HALL
465 SOUTH ROAD, GABRIOLA ISLAND, BC**

| | | |
|------------------------|----------------------|----------------|
| <u>PRESENT:</u> | John Peirce | Co-chair |
| | Kathryn Molloy | Co-chair |
| | Sara Brockelhurst | Member |
| | Tom Kirchmayer | Member |
| | Kees Langereis | Member |
| | Melanie Mamoser | Member |
| | Carly McMahon | Member |
| | Adam Velsen | Member |
| | Lisa Webster-Gibson | Member |
| | Susan Yates | Member |
| | Randy Young | Member |
| | Kaitlin Kazmierowski | Island Planner |
| | Stephen Orgill | Recorder |
| <u>REGRETS:</u> | Bill Pope | Member |
| | June Harrison | Member |
| <u>ABSENT:</u> | Daniele Rudischer | Member |
| | Mike Brown | Member |

There were 2 local media representative present. Local Trustees Deborah Ferens and Sheila Malcolmson attended the meeting.

1. CALL TO ORDER

Co-chair John Peirce called the meeting to order at 7:07 pm.

2. APPROVAL OF AGENDA

The agenda was reviewed and the following items were added:

- 6.1 Local Trustee Report – Trustee Ferens*
- 9.1 Final Version of Gabriola “Water Document”*
- 9.2 Final Version of “Liquid Waste Management Document”*
- 9.3 Eco Footprint Analysis*
- 8.2 Letters of Resignation – June Harrison, Bill Pope*

The Volunteer Review Committee approved the agenda by consensus as amended.

3. STANDING ITEM

3.1 Volunteer Review Committee Terms of Reference

Co-Chair John Peirce explained that the Terms of Reference for the Volunteer Review Committee had been included in the agenda package for information.

4. COMMUNITY INPUT SESSION

There was no discussion raised.

5. MINUTES

5.1 Volunteer Review Committee Minutes dated October 5, 2010

The Volunteer Review Committee reviewed the minutes of the October 5, 2010 meeting. The Co-Chairs provided a list of suggested amendments as follows:

Page 2, item 5.1, third paragraph, first sentence; insert “new” between “initiated” and “water policies” (...initiated *new* water policies...)

Page 3, resolution VRC-033-2010; enclose “8.4 Water Supply document” in quotations and insert commas after *document* and after *2010*.

Page 4, item 6.1, first sentence; end sentence at “...*current term.*” begin next sentence “*However the work is done...*”

Page 5, sentence following resolution VRC-037-2010; add to end of sentence “*because of time*”.

Page 5, item 6.3, first paragraph; replace last sentence with “*Kees Langereis and Kathryn Molloy requested that the topic be placed on next month’s agenda for further discussion.*”

Page 6, item 8.3; replace with; “*Co-Chair John Peirce introduced the concept the Happiness Index decision tool. A better name would be Wellness Assessment Tool. The idea arose at the presentation when the Gabriola Wellness Survey was being publicly introduced. The concept of a decision-making policy lens was discussed, and Michael Pennock of the Vancouver Island Health Authority, who was a key advisor in developing the Gabriola Wellness Survey, said that he had already developed such a tool for Bhutan. After reviewing that tool, John Peirce invited several people, including Lisa Webster Gibson of the Volunteer Review Committee, to join Michael and Marthe Pennock to adapt the tool to Gabriola.*”

Michael's time and travel expenses are being covered by the Vancouver Island Health Authority. The group has met twice and meets again on October 18, 2010.

"The tool is envisioned as a qualitative wellbeing assessment tool. There are questions from seven areas (Health, Community and Social, Environmental Vitality, Time Balance, Governance, Cultural Vitality and Living Standards) with qualitative responses sought (e.g. decreased effect on..., don't know the effect, little or not effect, positive and negative but negative could be mitigated, positive effect). The questions are ties as much as possible back to the Gabriola Wellness Survey so that users can assess the perceived changes caused by certain decisions or actions on values that are important to Gabriolans. We envision that this tool could be used by planners or community groups to assess upcoming decisions and to stimulate discussion about unanticipated consequences of those decisions. Inevitably, the responses will cover a range, depending on peoples' value systems."

Page 8, resolution VRC-043-2010; replace "provide" with "providing"

The minutes of the October 5, 2010 meeting of the Volunteer Review Committee were adopted by consensus as amended.

5.2 Volunteer Review Committee Notes of November 2, 2010

Notes of the discussion conducted on November 2, 2010 were discussed. A quorum was not present to officially conduct the meeting and members who were present discussed the items that had been presented on the agenda. Co-Chair John Peirce noted that the terms of reference for the Volunteer Review Committee required the meeting to be adjourned until the next scheduled meeting. The Island Planner was asked to amend the notes to provide a less formal record of the discussion so that the record won't be taken for minutes of a meeting.

6. GUEST SPEAKERS

6.1 Local Trustee Report

Trustee Deborah Ferens addressed the Volunteer Review Committee with brief comments about the timeline, community input, and the remaining topic areas that will require additional information. Trustee Ferens said that the Local Trust Committee would be reviewing the timeline at their meeting on January 27, 2011 as well as the topic areas of Riparian Area Regulation, Hazardous and Steep Slopes, the technical review of the Official Community Plan, and Snuneymuxw First Nation issues. She indicated that there might be another Community Information Meeting to solicit community input on several Official Community Plan issues. Trustee Ferens briefly commented on the Local Trust Committee referrals that had been included on this agenda.

Co-Chair John Peirce suggested an alternative date for the next Volunteer Review Committee meeting other than February 1, 2011 in view of the anticipated referrals coming from the Local Trust Committee at their January 27, 2011 meeting. He also asked if there could be some work done during the summer in preparation for the next phase of the Official Community Plan review. There was further discussion and Trustee Ferens anticipated additional referrals for two or three more meetings of the Volunteer Review Committee as well as a public meeting soon after February.

6.2 Island Planner – Overview of Referral Items

Island Planner Kaitlin Kazmierowski reviewed the items that had been referred from the Local Trust Committee. She explained the background of the referral items and where discussion should be focused.

7. BUSINESS ARISING FROM MINUTES

7.1 Referral from the Gabriola Island Local Trust Committee: Community Context, Plan Principle and Major Goals

7.1.1 Memorandum dated January 4, 2011 regarding Proposed Policy Amendments dated December 16, 2010

Planner Kazmierowski explained that the document attached to the memorandum includes the proposed amendments made during recent Local Trust Committee discussions and noted that a vision statement is included.

Comments from members of the Volunteer Review Committee included questions of whether economic goals had been adequately represented in the document. Kees Langereis suggested changing the statement "...to *support* small business in recognition of their role..." There was further discussion focusing on the vision statement's reference to a "resilient local economy" and "bountiful harvest" from the land and sea. It was felt that more strength to the economic aspect should be apparent.

VRC-001-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee agree with the vision and would like to see a comprehensive definition of the word "resilient", a stronger statement of economic goals and means to achieve them; changing "recognize" to "support" in Environmental Goal 5; changing "recognize" to "support and encourage" in Social Goal 7; delete "small" in Social Goal 7; provide better cohesion between Vision and Goals; renumber to 1.2 and move Our Vision to before Plan Principle and Major Goals; and renumber following as required.

CARRIED
(11 in favor, 0 opposed)

7.2 Referral from the Gabriola Island Local Trust Committee: Our Vision

*7.2.1 Memorandum dated January 4, 2011 regarding Vision Statement
Document dated December 16, 2010*

Consideration of the Vision Statement was incorporated into the discussion of the previous item.

7.3 Referral from the Gabriola Island Local Trust Committee: Bicycle and Bus Route Policies

*7.3.1 Memorandum dated January 4, 2011 regarding Proposed Policy
Amendments dated December 16, 2010*

Island Planner Kaitlin Kazmierowski presented the updated referral from the Local Trust Committee of the Bicycle and Bus Route Policies. She explained that the proposed amendments resulting from recent discussions had been highlighted in bold type in the document.

The Volunteer Review Committee discussed the draft document, remarking on the scenic/heritage roads on Gabriola Island. Randy Young suggested a *priority section* with priority on safety. It was also suggested that the map included as Attachment 1 be updated to eliminate the tick marks. There was further discussion regarding road speed limits and other changes to the wording in several sections.

VRC-002-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee recommend the following changes to the Proposed OCP Policies – Bicycle and Bus Routes:

- Insert after the fifth Land Transportation Objective, “6. *Widening road shoulders to allow pedestrians to stand off the finished road surface should be a priority for safety reasons.*” and renumber the subsequent Objectives.
- Delete iv) from Land Transportation Policies policy b) and renumber v).
- Insert to last sentence of policy b) to read; “In addition, Martin Road, the North Road tunnel area *as indicated in the Development Area Permit map, Tait Road, Stalker Road, and Coast Road* should be requested for inclusion as scenic/heritage roads.”
- Amend policy c) to read; “Roads designated... as a safety measure. Speed limits *for bike lanes* should be *considered* on these roads...”
- Replace “shall” with “should” in both instances of policy m).
- Redraft Attachment 1 map to eliminate tick marks.

- Add policy x) “Highway speed limits on Gabriola Island be set to the 85th percentile of actual traffic speed on that road.”
- Add policy y) “Where possible there should be designated pull-out stops for school bus, car pooling or ride sharing, and future bus stops.”
- Request that the Ministry of Transportation and Infrastructure eliminate the use of mud for fines material on gravel roads and use environmentally friendly materials.

CARRIED
(11 in favor, 0 opposed)

(Sara Brockelhurst left the meeting at 9:20 pm.)

7.4 Referral from the Gabriola Island Local Trust Committee: Multi-family Affordable Housing

7.4.1 Memorandum dated January 4, 2011 regarding Staff Report dated December 1, 2010

Island Planner Kaitlin Kazmierowski reviewed her memorandum outlining the background material pertaining to multi-family affordable housing and density banking and the referral from the Local Trust Committee with updated amendments to the relevant sections of the Official Community Plan.

Lisa Webster-Gibson initiated discussion about definitions relating to special needs.

VRC-003-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee request the Local Trust Committee to consider updating definitions relating to special needs and ensure that section doesn't cause limitations to those unique populations.

CARRIED
(10 in favor, 0 opposed)

(Lisa Webster-Gibson left the meeting at 9:33 pm.)

The Volunteer Review Committee continued discussion of Attachment 1 of Planner Kazmierowski's staff report concerning Subsection 2.4 of the Official Community Plan and made recommendations for several changes.

VRC-004-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee recommends the following comments and changes to the proposed Subsection 2.4 of the Official Community Plan:

- Second paragraph, second sentence; delete “or” and insert “and/or” between “Seniors” and “Multi-family Affordable Housing”
- Define Multi-family Affordable Housing as for special needs, seniors and other Gabriola families.
- Agrees with staff note following d) i. of Policies
- Agrees with staff note following d) iii. of Policies
- Delete d) iv) of Policies because the community will determine site appropriateness and it limits available property
- Delete d) vii.
- Agrees with staff note following d) x.
- Replace “two” with “three” in Policy g) v.
- Capitalize “Local” in Policy j)

CARRIED

(9 in favor, 0 opposed)

(Susan Yates left the meeting at 10:07 pm.)

Chair John Peirce deferred discussion of items 7.5 and 7.6 due to the hour of the meeting.

7.5 Referral from the Gabriola Island Local Trust Committee: Density Banking

7.5.1 Memorandum dated January 4, 2011 regarding Staff Report dated December 6, 2010

7.6 Timeline Overview for Phase One

8. CORRESPONDENCE

8.1 Letter received November 22, 2010 at Community Information Meeting from Carol Ramsay regarding Bicycle and Bus Route Policies

Co-Chair John Peirce said that he would respond to the correspondence from Carol Ramsay.

8.2 Letter of Resignation from June Harrison

A letter of resignation from the Volunteer Review Committee was received from June Harrison.

8.3 Letter of Resignation from Bill Pope

An email dated January 17, 2011 from Bill Pope had been received notifying the Volunteer Review Committee of his resignation from the Committee.

VRC-005-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee forward the letters of resignation from June Harrison and Bill Pope to the Local Trust Committee.

CARRIED
(8 in favor, 0 opposed)

9. BUSINESS ARISING FROM MINUTES

9.1 Final Version of Gabriola "Water Document"

9.2 Final Version of "Liquid Waste Management"

Randy Young distributed copies of the updated draft of the 8.5 Liquid Waste Management document dated October 27, 2010. There was discussion about the appropriate government department to receive the referral. The Environmental Protection Branch, the Groundwater Protection Division and the Water Act Modernization were suggested as possible departments.

VRC-006-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee forward the Liquid Waste Management Policies as updated October 27, 2010 to the Local Trust Committee.

CARRIED
(8 in favor, 0 opposed)

VRC-007-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee recommend that the Local Trust Committee forward the Water document and the Liquid Waste Management document to the appropriate authorities within the Ministry of Environment.

CARRIED
(7 in favor, 1 opposed)

9.3 Eco Footprint Analysis

Discussion was deferred to a future meeting.

Due to the hour of the meeting Co-Chair John Peirce polled the members on continuation of discussion under item 7.4 of the agenda.

7.4.1 Referral from the Gabriola Island Local Trust Committee: Multi-family Affordable Housing (continued)

The Volunteer Review Committee reviewed and discussed Attachments 2 and 3 of Planner Kazmierowski's December 1, 2010 staff report pertaining to Development Permit Area 8 and Section 2 – General Land Use and Residential Development of the Official Community Plan. The Volunteer Review Committee discussed Development Guidelines and suggested that “or brick” be removed from guideline 8. There was discussion about ensuring the long term affordability of a residence and several changes were recommended to Attachment 3.

VRC-008-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee recommends deleting “or brick” contained in Development Guideline 8 of Attachment 2 of Planner Kazmierowski's December 1, 2010 staff report.

CARRIED
(8 in favor, 0 opposed)

VRC-009-2011 It was **MOVED** and **SECONDED** that the Gabriola Island Official Community Plan and Land Use Bylaw Volunteer Review Committee is in agreement with the staff note following General Land Use Policies c) of Attachment 3 of Planner Kazmierowski's December 1, 2010 staff report and; rewrite end of sentence in General Residential Policies a) to “...Seniors and Multi-family affordable housing with a mechanism to ensure long term affordability.”

CARRIED
(8 in favor, 0 opposed)

10 NEXT MEETING DATE

There had been discussion and consensus previously in the meeting to change the date of the next meeting due to distribution of anticipated information coming from the Local Trust Committee meeting on January 27, 2011.

The next meeting of the Volunteer Review Committee will be held at 7:00 pm on Monday, February 7, 2011 at the Agricultural Hall, 465 South Road, Gabriola Island.

11 ADJOURNMENT

The meeting was adjourned by consensus at 10:42 pm.

Recorder

Co-Chair

Co-Chair



Memorandum

8.1.1

700 North Road Gabriola Island, BC BC V0R 1X3

Telephone **250. 247-2063** FAX: 250. 247-7514

Toll Free via Enquiry BC in Vancouver 660-2421. Elsewhere in BC **1.800.663.7867**

northinfo@islandstrust.bc.ca www.islandstrust.bc.ca

Date February 1, 2011 File Number GB/04-1-I

To Volunteer Review Committee
From Kaitlin Kazmierowski
Island Planner
Local Planning Services

Re Density Banking Proposed Policy Amendments from January 27, 2011 LTC Meeting

At the January 27, 2011 regular business meeting of the Gabriola Island Local Trust Committee (LTC), staff was directed to make several amendments to the draft policies for density banking for multi-family affordable housing.

These most recent amendments are included as part of this memorandum in order to help inform Volunteer Review Committee (VRC) discussion and recommendations as this topic was deferred at the VRC meeting of January 11, 2011. For reference, any wording **in bold and underlined** was added at the January 27, 2011 LTC meeting, and any wording that has been ~~struck through~~ represents proposed language removals from the proposed policies. Please note, policies a) through f) are existing policies of section 2.4 -Special Needs and Seniors Multi-family Affordable Housing of the Gabriola Official Community Plan (OCP), and have been amended in a separate document. These are included here simply for context. Policy g) is a new proposed policy meant to link multi-family affordable housing with proposed density banking policy in proposed Appendix 2. In addition, the proposed Appendix 2 would be a brand new section in the Gabriola OCP.

Respectfully prepared and submitted by:

Kaitlin Kazmierowski
Island Planner

pc Chris Jackson, Regional Planning Manager

Draft Policies for Density Banking for Multi-family Affordable Housing Updated at January 27, 2011 Local Trust Committee Meeting

Special Needs and Seniors' Multi-family Affordable Housing Policies

- a) Any lands designated for seniors and special needs housing in the Official Community Plan shall also be designated as part of DP-8 on Schedule C and the development permit guidelines as outlined in Section 7.3 shall be applicable.
- b) The provisions of Section 904 of the *Municipal Act* shall only be permitted to be used on Gabriola Island to facilitate the provision of affordable seniors and special needs housing.
- c) An application to re-zone a parcel for seniors or special needs housing shall be permitted only if the application complies with the following:
 - i. the maximum density shall not exceed 12 units per hectare (4.8 units per acre);
 - ii. the maximum number of dwelling units per development shall not exceed 24;
 - iii. the average size of a dwelling unit shall be not greater than 83 square metres (900 sq.ft);
 - iv. the site shall be within 0.5 kilometres of the area bounded by North, South, and Lockinvar Roads (the commercial village centre);
 - v. where practical in the opinion of the Gabriola Island Local Trust Committee, the site's main access shall be off a main road and not through an existing residential neighbourhood;
 - vi common area amenities, such as kitchen and recreation facilities, shall be provided for prior to occupancy;
 - vii no parcel re-designated for Seniors and Special Needs Housing shall be contiguous to another parcel so designated;
 - viii. the provisions of the Gabriola Island zoning bylaw may contain other general regulations pertaining to siting, height, lot coverage, servicing and other requirements which would also be applicable to a parcel in this land use designation;
 - iX the proposal shall include an adequate fire suppression water supply which shall be maintained and be available for use on site; and

the minimum lot size shall be 1 ha (2.4 acres).

- d) As a means of ensuring that provision for affordable housing for seniors will be consistent with the policies of this Plan, a housing agreement pursuant to s.905 of the *Municipal Act* shall be required and shall include provisions that:
 - i. specify that at least one individual who has attained 60 years of age shall reside in each dwelling unit;
 - ii. specify that not more than two individuals may reside in each dwelling unit;
 - iii. specify how the housing project will be managed and administered including, if deemed applicable, that it be operated on a not-for-profit basis;
 - iv. specify the manner in which the housing units will be made available to the identified class of persons at the time the housing units are first occupied and with respect to subsequent occupancy; and
 - v. specify the mix of rental and ownership housing units permitted.

- e) In considering applications for the rezoning of lands to permit seniors multi-family housing, the applicant may be required to submit a marketing profile that identifies the anticipated costs of the proposed land and housing to purchasers or occupants.
- f) Based on the results of the marketing profile referred to in 2.4 e), the Local Trust Committee may, in the housing agreement required as a condition of rezoning, specify affordability and special needs housing requirements.
- g) The Local Trust Committee should consider amendments to this Plan allowing the Committee to accept and hold for multi-family affordable housing purposes, in accordance with the **Density Banking** guidelines in Appendix 2, any unused residential densities that would otherwise be extinguished due to rezoning for parks.

New Appendix: Appendix 2 (Suggested wording)

Density Banking

In this Plan, density banking refers to a process wherein unused residential densities are held by the Local Trust Committee for an unlimited time and for the purpose of enabling multi-family affordable housing **and without any net increase to the allowed density on Gabriola Island**. The deposit of one or more densities to the density bank takes place through bylaw amendments that are recorded in this Appendix. Withdrawal of one or more densities requires a similar amending bylaw.

Eligible Donors and Recipients

1. The Local Trust Committee may deposit unused residential densities to the Density Bank:
 - from the lands that are rezoned as parks; and
 - from the donation of residential densities, when these policies are developed by the LTC.
2. The Local Trust Committee may consider applications for the withdrawal of banked densities in accordance with the **rezoning requirements in** Section 2.4 and providing that a ~~suitable mechanism~~ **Housing Agreement** is in place ensuring ~~this use~~ **that affordability is** maintained over time.

Guidelines for Residential Density Banking

1. Residential densities resulting from a rezoning pursuant to Policy 1 of this Appendix will be deposited to the Density Bank (below) as an amendment to the Official Community Plan.
2. Residential densities from the Residential Density Bank (below) that are withdrawn pursuant to Policy 2 of this Appendix will be deleted from the Residential Density Bank below by an amendment to the Official Community Plan.
3. Residential densities listed in the Residential Density Bank (below) are residential dwelling units as defined by the Land Use Bylaw.
4. All land that receives density from the density bank shall be rezoned to permit the added density as determined by the LTC and that density shall not exceed the density of the parent parcel plus the density granted from the density bank.
5. Parcels that have had density allocated to or from the density bank shall be noted in both text and maps of regulatory bylaws.

Density Bank

| Authorizing Bylaw | Date added to or transferred from the density bank | Legal description | Number of residential densities added or deleted | Cumulative total of residential dwelling units in the density bank |
|-------------------|--|-------------------|--|--|
| | | | | |



Memorandum

8.1.2

700 North Road Gabriola Island, BC BC V0R 1X3

Telephone **250. 247-2063** FAX: 250. 247-7514

Toll Free via Enquiry BC in Vancouver 660-2421. Elsewhere in BC **1.800.663.7867**

northinfo@islandstrust.bc.ca www.islandstrust.bc.ca

Date January 4, 2011

File Number GB/04-1-I (OCP/ LUB review)

To
From Kaitlin Kazmierowski
Island Planner
Local Planning Services

Re Referral from Gabriola Local Trust Committee: Density banking

At the Gabriola Island Local Trust Committee (LTC) meeting of December 16, 2010, the LTC directed staff to refer the December 6, 2010 staff report entitled "OCP Considerations and Proposed Options for Density Banking" to the Volunteer Review Committee (VRC) for review and comment. This covering memo is meant to provide guidance to the VRC in its undertaking of this task.

The aforementioned staff report dated December 6, 2010 is attached to this memo for review and comment. The body of this staff report contains options and suggested wording pertaining to the creation of a density bank in the Gabriola OCP for the purpose of enabling multi-family affordable housing. The proposed amendments are based upon direction given to staff at the December 16, 2010 LTC meeting. Please note that any wording in **bold and underlined** indicates proposed additions to the OCP. A new appendix (Appendix 2) is a suggested location for density banking policy within the OCP. While only the title of Appendix 2 has been bolded and underlined, the entire appendix is a proposed addition to the OCP.

In addition to this, the LTC requested that staff include some points of clarification regarding some of the content in the Summary and Policy Options sections of the December 6, 2010 staff report. These are included below:

- The LTC is not intending to meet with the Nature Trust of BC regarding the rezoning of certain Regional District of Nanaimo parks on Gabriola Island.
- The LTC will not consider a density transfer or donation of densities to the density bank without a rezoning process.
- The LTC is not considering density banking for purposes other than affordable housing.

Respectfully submitted by:

Kaitlin Kazmierowski
Island Planner

pc Chris Jackson, Regional Planning Manager

Date: December 6, 2010

File No.: GB-1-I (OCP/ LUB review)

To: Gabriola Island Local Trust Committee
For LTC meeting of December 16, 2010

From: Kaitlin Kazmierowski
Island Planner

CC: Chris Jackson
Regional Planning Manager

Re: OCP Considerations and Proposed Options for Density Banking

SUMMARY

The Gabriola Island Local Trust Committee has identified the establishment of a density bank as a tool for the achievement of multi-family affordable housing and has identified this as a priority topic area for Phase One of the Official Community Plan (OCP)/ Land Use Bylaw (LUB) review. Staff reports presented to the LTC at the October 21st regular business meeting and the November 15th special meeting outlined current provisions for density transfer in the Gabriola OCP and gave examples of how density banks are currently being used in the Trust Area through the examples in Denman and Saturna Islands OCPs.

The Gabriola Island LTC has directed staff to provide advice on density transfer limited to the banking of Regional District of Nanaimo Park densities as a way to achieve multi-family affordable housing. The rezoning of Parks will be a significant piece of the Technical Review component of the OCP/ LUB review; however, by creating a mechanism to record and hold the densities that would otherwise be lost through this process, a means of fostering future multi-family affordable housing can be developed. Staff will report on the rezoning of RDN parks on Gabriola at a later time; however, through initial exploration of this, a meeting with the RDN and BC Land Trust is recommended as part of the technical review process.

This report will present draft policy language regarding the creation of a density bank for Gabriola Island, as well as suggest potential formats and locations in which such a density bank could be included in the OCP. It is noted that the suggested location for these policies (Subsection 2.4 currently called *Special Needs and Seniors' Multi-family Affordable Housing*) may undergo some amendments in order to include provisions for multi-family affordable housing as part of the OCP/ LUB review process. The suggestions made in this report seek to compliment these future amendments.

POLICY OPTIONS AND CONSIDERATION

There are two main options that the LTC may wish to consider in terms of the format and content of a density bank within the Gabriola OCP; these are presented below.

Option 1

The LTC may wish to consider density bank provisions that mirror those of the Denman Island OCP. This option provides for a more detailed account of when and where banked densities originated, how many were added or removed from the bank at a given time, and how many total densities are currently in the density bank.

The LTC has expressed a desire to focus on densities that originate from the rezoning of Regional District of Nanaimo Parks in order to bank them for future use as multi-family affordable housing. The LTC may also wish to include provisions that permit the donation of densities to the density bank from landowners outside of a rezoning process. The draft policy language included below reflects this. Staff suggests that, given the intent that any banked densities be for future multi-family affordable housing, it would be appropriate to include provisions for a density bank within the housing policies of Subsection 2.4 of the OCP.

The draft policy below mirrors that of Denman Island's in that it too places the proposed density bank in an Appendix, while making reference to it in housing policies (in this case in those of Subsection 2.4). Placing the density bank itself in an appendix could provide for future flexibility should policy change to permit banked densities for other purposes in addition to multi-family affordable housing.

Special Needs and Seniors' Multi-family Affordable Housing Policies

- a) Any lands designated for seniors and special needs housing in the Official Community Plan shall also be designated as part of DP-8 on Schedule C and the development permit guidelines as outlined in Section 7.3 shall be applicable.
- b) The provisions of Section 904 of the *Municipal Act* shall only be permitted to be used on Gabriola Island to facilitate the provision of affordable seniors and special needs housing.
- c) An application to re-zone a parcel for seniors or special needs housing shall be permitted only if the application complies with the following:
 - i. the maximum density shall not exceed 12 units per hectare (4.8 units per acre);
 - ii. the maximum number of dwelling units per development shall not exceed 24;
 - iii. the average size of a dwelling unit shall be not greater than 83 square metres (900 sq.ft);
 - iv. the site shall be within 0.5 kilometres of the area bounded by North, South, and Lockinvar Roads (the commercial village centre);
 - v. where practical in the opinion of the Gabriola Island Local Trust Committee, the site's main access shall be off a main road and not through an existing residential neighbourhood;
 - vi common area amenities, such as kitchen and recreation facilities, shall be provided for prior to occupancy;
 - vii no parcel re-designated for Seniors and Special Needs Housing shall be contiguous to another parcel so designated;
 - viii. the provisions of the Gabriola Island zoning bylaw may contain other general regulations pertaining to siting, height, lot coverage, servicing and other requirements which would also be applicable to a parcel in this land use designation;

iX the proposal shall include an adequate fire suppression water supply which shall be maintained and be available for use on site; and

the minimum lot size shall be 1 ha (2.4 acres).

- d) As a means of ensuring that provision for affordable housing for seniors will be consistent with the policies of this Plan, a housing agreement pursuant to s.905 of the *Municipal Act* shall be required and shall include provisions that:
- i. specify that at least one individual who has attained 60 years of age shall reside in each dwelling unit;
 - ii. specify that not more than two individuals may reside in each dwelling unit;
 - iii. specify how the housing project will be managed and administered including, if deemed applicable, that it be operated on a not-for-profit basis;
 - iv. specify the manner in which the housing units will be made available to the identified class of persons at the time the housing units are first occupied and with respect to subsequent occupancy; and
 - v. specify the mix of rental and ownership housing units permitted.
- e) In considering applications for the rezoning of lands to permit seniors multi-family housing, the applicant may be required to submit a marketing profile that identifies the anticipated costs of the proposed land and housing to purchasers or occupants.
- f) Based on the results of the marketing profile referred to in 2.4 e), the Local Trust Committee may, in the housing agreement required as a condition of rezoning, specify affordability and special needs housing requirements.

g) The Local Trust Committee should consider amendments to this Plan allowing the Committee to accept and hold for multi-family affordable housing purposes, in accordance with the guidelines in Appendix 2, any unused residential densities that would otherwise be extinguished due to rezoning for parks.

New Appendix: Appendix 2 (Suggested wording)

Density Banking

In this Plan, density banking refers to a process wherein unused residential densities are held by the Local Trust Committee for an unlimited time and for the purpose of enabling multi-family affordable housing. The deposit of one or more densities to the density bank takes place through bylaw amendments that are recorded in this Appendix. Withdrawal of one or more densities requires a similar amending bylaw.

Eligible Donors and Recipients

1. The Local Trust Committee may deposit unused residential densities to the Density Bank:
 - from the lands that are rezoned as parks; and
 - from the donation of residential densities, when these policies are developed by the LTC.

2. The Local Trust Committee may consider applications for the withdrawal of banked densities in accordance with Section 2.4 and providing that a suitable mechanism is in place ensuring this use is maintained over time.

Guidelines for Residential Density Banking

1. Residential densities resulting from a rezoning pursuant to Policy 1 of this Appendix will be deposited to the Density Bank (below) as an amendment to the Official Community Plan.
2. Residential densities from the Residential Density Bank (below) that are withdrawn pursuant to Policy 2 of this Appendix will be deleted from the Residential Density Bank below by an amendment to the Official Community Plan.
3. Residential densities listed in the Residential Density Bank (below) are residential dwelling units as defined by the Land Use Bylaw.
4. All land that receives density from the density bank shall be rezoned to permit the added density as determined by the LTC and that density shall not exceed the density of the parent parcel plus the density granted from the density bank.
5. Parcels that have had density allocated to or from the density bank shall be noted in both text and maps of regulatory bylaws.

Density Bank

| Authorizing Bylaw | Date added to or transferred from the density bank | Legal description | Number of residential densities added or deleted | Cumulative total of residential dwelling units in the density bank |
|-------------------|--|-------------------|--|--|
| | | | | |

Option 2

General provisions for a density bank could also be included in the OCP to serve as a placeholder for future policies when proposals to construct multi-family affordable housing on Gabriola arise. In this case, a simple statement as provided below may suffice. This policy could be included at the end of the housing policies section in Subsection 2.4 of the OCP.

Special Needs and Seniors’ Multi-family Affordable Housing Policies

g) The Local Trust Committee shall investigate other mechanisms for the achievement of multi-family affordable housing including a density bank for unused residential densities that would otherwise be extinguished due to rezoning for parks or donation to the density bank by landowners.

RECOMMENDATIONS

It is recommended that the Gabriola Island Local Trust Committee direct staff to prepare Draft Official Plan Bylaw Amendments in accordance with the suggestions of the staff report dated December 6, 2010, with revisions resulting from discussion at the December 16, 2010 regular business meeting.

Prepared and Submitted by:



December 7, 2010

Kaitlin Kazmierowski
Island Planner

Date

Concurred in by:

Chris Jackson, MCIP
Regional Planning Manager

Date

Attachment 1: Timeline Overview for Completion of Phase One- Updated 01/19/ 2011

| Task | Approx. Months | Start | Finish |
|---|----------------|--------------|-------------------------------|
| <i>LTC Policy and Accompanying Regulation Development: 119 days (4.0 months) from September 23, 2010 to January 20, 2011</i> | | | |
| LTC meeting: finalize scope for review; LTC direction for staff to prepare preliminary report on issue(s) identified, provide recommended policy/regulatory options, and suggest bylaw wording. | | September 23 | September 23 |
| Staff prepares report, policy options and draft bylaw wording as per LTC direction. | 1 | September 23 | October 21 |
| Remaining 3 Cohort Meetings held by staff, if priority. | 1.5 | Early 2011 | Early 2011 |
| LTC meeting: LTC consideration of preliminary staff report, policy options and bylaw wording; LTC consideration of next steps; referral to VRC; direction for a CIM; early referral to appropriate agencies and organizations | | October 21 | October 21 |
| Staff follows through on LTC direction; referral to VRC, preparation of CIM; possible community survey or other outreach | 1 | October 21 | November 24 |
| CIM, date to be decided | | October 21 | November 22 |
| LTC meeting: consideration of public comments from CIM and VRC; LTC resolution to choose options and direct staff to prepare draft bylaws | | November 25 | November 25 |
| Staff to prepare draft bylaws | 1 | November 25 | December 16 |
| LTC meeting: LTC deliberations on draft bylaws with possible changes; referral of bylaws to VRC and gather further community input; referral to appropriate agencies and organizations | | December 16 | December 16 |
| VRC and community input | 1 | December 16 | Late February/ early March |
| <i>Legislative Process Phase: 210 days (7 months) from January 20, 2011 to August 18, 2011</i> | | | |
| LTC meeting: LTC consideration of input and First Reading | | January 27 | February 24 |
| Referrals to Agencies and Notifications | 3 | January 27 | April 21 |
| Public Hearing | | April 21 | May 19 |
| Consideration of Further Readings of Bylaw and Referral to EC and MCRD | | May 19 | May 19 |
| Referral to Executive Committee | 1 | April 21 | May 19 |
| Referral to Min of Community and Rural Development | 3 | May 19 | August 19 |
| Final Consideration | | August 19 | September 22 |