



DATE OF MEETING: July 20, 2017

TO: Salt Spring Island Local Trust Committee

FROM: Rob Milne, Island Planner  
Salt Spring Island Team

COPY: Stefan Cermak, Regional Planning Manager

SUBJECT: Dragonfly Commons Affordable Housing Application  
Applicant: Fernando & Tammy Dos Santos  
Location: 221 Drake Road

## RECOMMENDATION

1. That the Salt Spring Island Local Trust Committee directs staff to prepare draft bylaws for the review and consideration of the Local Trust Committee.

## REPORT SUMMARY

The purpose of this report is to introduce rezoning application SS-RZ-2017.2 which seeks to rezone and redesignate lands to allow for the development of a 30 unit affordable housing project at 221 Drake Road. The applicants have requested, “...a site specific affordable eco-friendly housing zone that permits approximately 30 units of non-profit mixed entry-level homeowner and affordable rental housing with complimentary amenities (approximately 3 units per acre – 30 units/10.53 acres).” The subject property is currently undeveloped.

## BACKGROUND

The rezoning application (Attachment 1) was received on February 14, 2017 and was accompanied by a comprehensive rezoning proposal document (Attachment 3) which provides background and context for the application. Staff has met with the applicants on several occasions, including an onsite review, to discuss the project and provide guidance with respect to the rezoning and subdivision processes. The main focus of those discussions has been related to demonstrating the physical capability of the property to support the onsite services necessary for the proposed development to proceed, as well as early identification of community concerns. It is the intent of the applicants to develop their project on the basis of independent and onsite community water and waste disposal systems.

As was noted in the proposal which accompanied the application the intent of the document is to, “seek feedback from the LTC on the concept, reaction to the proposed density and to get an indication of any early concerns, conditions or suggestions for the project”.

In general terms the proposal intends to site as many as 30 residences on the south and easterly portion of the property located at 221 Drake Road. The development will be based upon a bare land strata subdivision which will include a common building to be sited on common property. The units are intended to provide a mix of affordable housing and affordable rental housing. Rental rates and home sale prices are intended to be regulated through a housing agreement.



## **Official Community Plan**

The property is designated Rural Neighbourhoods (RL) in the Salt Spring Island Official Community Plan (OCP) (Attachment 2). The Rural Neighbourhoods designation is identified as being intended to “allow for larger lot developments to provide for a variety of rural activities without impinging on neighbours”. New zones created in this designation will not generally have a density that exceeds 1 lot per 2 ha. As such there will be a need to redesignate the subject property to Residential Neighbourhoods (RN) which allows for medium density development such as is being proposed (approx. 7 lots/hectare or 3 lots/acre).

The following OCP objectives and policies are of relevance to this application.

### **B.2 RESIDENTIAL LAND USE OBJECTIVES AND POLICIES**

#### **B.2.1.1 Objectives**

- 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.2.1.2 Policies**

- 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.

### **B.2.2 AFFORDABLE, RENTAL AND SPECIAL NEEDS HOUSING**

#### **B.2.2.1 Objectives**

- 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.2.2.2 Policies**

- 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.

### **Land Use Bylaw:**

The subject property is currently zoned Rural (R). As the proposed development does not comply with the provisions of the Rural zone, a Land Use Bylaw amendment will be required to permit the proposed development. It is suggested that a property specific variant of the Residential Four (R4) zone, which closely reflects the uses and density being considered would be an appropriate approach to consider.

## Issues and Opportunities

This application represents a reasonable opportunity to provide affordable housing on Salt Spring Island. The Dragonfly Commons Zoning Proposal document which accompanied the application shows that significant thought has gone into this project and provides insight into the vision, and the target group, for the project.

OCP Policy B.2.2.2.3 which was listed in the OCP discussion, and which is provided below for convenience, identifies six items that should be addressed in the consideration of applications which are intended to provide affordable housing. Items (a) and (d) of that policy are addressed in detail in the zoning proposal document and onsite testing by qualified professionals has confirmed the presence of an adequate onsite water supply as well the presence of a suitable site for onsite waste disposal (items (b) and (c)) as shown on attached Schedules 5 and 6.

The stream corridor represents a sensitive ecosystem and there is an area of the property which represents a low to moderate hazard risk. Both of these areas are captured within development permit areas 7 and 6 respectively. Concerns and risks related to these areas can be addressed through the development permits that would be required prior to any development of the property.

*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.*

## Consultation

Any land use bylaw and OCP amending bylaws will require a public hearing and the approval of the Executive Committee and, in the case of the OCP amendment, approval by the Minister of Community, Sport and Cultural Development.

As the project would involve an OCP amendment, the LTC is required under s. 475(2) of the *Local Government Act* to consider opportunities for consultation with persons, organizations and authorities it considers will be affected including First Nations. The LTC is also required under s. 476(a) to consult with the local school district.

Notwithstanding statutory consultation requirements, it should be noted that the proponents of this project conducted an open house on June 11, 2017 which was intended to inform the community about the project as well as elicit community feedback. Approximately 116 people attended the event which was held in the Lions Hall on Bonnett Avenue. Comments sheets were available and a written record of the comments is attached to this report (Attachment 7).

## Rationale for Recommendation

It is the view of staff that the application package and information represent a well-considered and viable project which has the potential to create affordable housing on Salt Spring Island. At the request of staff the applicants have taken the steps necessary to confirm the availability of an adequate onsite water supply and the ability of the property to support onsite waste disposal thereby demonstrating the ability of the project to meet a key element of the vision for the proposed development; and further demonstrating the potential viability of the project.

Given the foregoing staff are recommending the preparation of draft bylaws which would facilitate the implementation of the proposal and set the stage for the community dialogue required to move this application forward.

**ALTERNATIVES**

The LTC may consider the following alternatives to the staff recommendation:

**1. Request further information**

The LTC may request further information be provided prior to making a decision. If selecting this alternative, the LTC should describe the specific information needed. Recommended wording for the resolution is as follows:

*That the Saltspring Island Local Trust Committee request that the applicant submit to the Islands Trust [list information required].*

**2. Choose to proceed no further**

The LTC may choose to proceed no further with the application. If this alternative is selected, the LTC should state the reasons for this choice. Recommended wording for the resolution is as follows:

*That the Saltspring Island Local Trust Committee proceed no further with application SS-RZ-2017.2 for the following reasons [insert reasons].*

**3. Hold the application in abeyance**

The LTC may choose to hold the application in abeyance pending completion of a significant study or receipt of other information. If this alternative is selected, the LTC should state the reasons for this choice. Recommended wording for the resolution is as follows:

*That the Saltspring Island Local Trust Committee hold application SS-RZ-2017.2 in abeyance until the following information has been received [list information required].*

**NEXT STEPS**

Following receipt and consideration of the draft bylaws which support this application the next step would be to consider a statutory referral of the bylaws and supporting information to community and agency stakeholders.

Submitted By:	Rob Milne, MA, RPP, MCIP Island Planner	June 29, 2017
Concurrence:	Stefan Cermak Regional Planning Manager	July 6, 2017

**ATTACHMENTS**

1. Application
2. Context Statement
3. Dragonfly Commons Rezoning Proposal
4. Site Plan
5. Well report

- 6. Onsite waste disposal capability confirmation
- 7. Open house comment transcript