

SALT SPRING TRANSPORTATION COMMISSION
Notice of Meeting on **TUESDAY, October 16, 2012 at 4:00 PM**
Portable Meeting Room, 145 Vesuvius Bay Rd, Salt Spring Island, BC

AGENDA

1. Approval of Agenda
2. Adoption of Minutes of October 2, 2012
3. Presentations/Delegations
 - Jean Gelwicks, Chair
 - Partners Creating Pathways
4. Reports
 - 4.1 Chair Report
 - 4.2 CRD Director Report
 - 4.3 CRD Senior Manager EA Project Report
 - 4.4 Financial Reports
5. Old Business
 - 5.1 Case For Funding Transportation
 - 5.2 Whims Road Pathway Maintenance
 - 5.3 Bus Shelter Design-Engaging the Community: report from the Working Group
 - 5.4 Ganges Sidewalks: Report from the Working Group
 - 5.5 Road Maintenance on Salt Spring
 - 5.6
 - 5.7
 - 5.8
6. New Business
 - 6.1 Referral Islands Trust: 151 Rainbow Road
 - 6.2
7. Correspondence/Information
 - 7.1
 - 7.2
8. Adjournment



Making a difference...together

**Minutes of the Regular Meeting of the Salt Spring Island Transportation Commission
Held October 2, 2012 in the Portlock Park Meeting Room, Salt Spring Island, BC**

DRAFT

PRESENT: Commission Members:

Donald McLennan – Chair; John Wakefield – Vice Chair; Wayne McIntyre, CRD Director; Andrew Haigh; Nomi Lyonns (3:50 pm); Jean Taylor

Excused: Harold Swierenga; Kees Visser

Staff:

Kees Ruurs, CRD Senior Manager

Robert Lapham, CRD General Manager, Planning & Protective Services (via web conferencing 3:35 to 4:15 pm)

Peggy Dayton, CRD Senior Financial Analyst (via web conferencing 3:35 to 4:15 pm)

Myrna Moore, BC Transit, Senior Regional Manager (via web conferencing 3:35 to 4:15 pm)

Sarah Shugar, Recording Secretary

The Chair called the meeting to order at 3:08 pm.

1. Approval of Agenda

MOVED by D. McLennan, **SECONDED** by J. Wakefield,
That the agenda be adopted as presented.

CARRIED

2. Approval of Minutes

The Chair advised on the following two amendments to the minutes:

Item 3.2 Director McIntyre reported that the CRD Board approved the submission of an application to the BC Government for the Cycling Infrastructure Partnership Program (CIPP) \$100,000 grant at the August 8, 2012 meeting.

Item 4.2 The Chair advised that the Manager provided an excellent report last month and called for feedback from Commissioners. There was a discussion and it was generally agreed that the Manager would take action as follows:

(a) seek legal advice from the CRD headquarters to determine the exact extent and limits of SSITC and CRD responsibilities with regard to parking on Salt Spring; and

(b) explore the availability of alternative parking areas that might be within walking distance from the ferry terminal.

MOVED by D. McLennan, **SECONDED** by W. McIntyre,
That the minutes of August 21, 2012 Regular Minutes be approved as amended.

CARRIED

3. Reports

3.1 Chair Report

The Chair provided a project status report for information. He added the following item:

- The variance to the standard lane width to allow for a multi-use pathway along the road approaching the Fulford Harbour ferry terminal has been approved.

3.2 CRD Director Report

W. McIntyre verbally reported that he attended the Union of BC Municipalities Conference last week. He provided the following highlights:

- He attended a financial session regarding funding local government;
- He attended a jobs and economy session. There is an estimated 600+ home based businesses on SSI and he is trying to get traction towards a local entrepreneur program;
- Gas tax monies are falling due to more efficient cars which results in less funding for infrastructure
- Will circulate a document on funding community transportation initiatives;
- He had a chance to meet the Ministers and get some input for our community;
- He is looking forward to some announcements next week.

K. Ruurs circulated the new Parks and Recreation Trails at a Glance brochure for information.

3.3 Financial Reports

The SSI Transit Monthly Revenue Report for Operating Period ending September 30, 2012 was received for information.

The SSI Transportation Monthly Revenue Report for Operating Period ending September 30, 2012 was received for information.

The Capital Funds Report at September, 2012 was received for information.

4. Presentations

4.1 Peggy Dayton, Robert Lapham and Myrna Moore
SSI Transit 2013 Preliminary Budget and 2013 – 2017 Financial and Capital Plan

Ms. Dayton, Mr. Lapham and Ms. Moore were available via web conferencing to discuss report.

Mr. Lapham presented an overview of the report. He advised that the staff recommendation is Alternative #2 with the amendment to include provision for expanded service of 500 hours.

Mr. Lapham, Ms. Dayton and Ms. Moore left the meeting at 4:15 pm.

5. Old Business

- 5.1 Bus Shelter Design – Engaging the Community: Working Group
As part of the North Ganges Transportation Plan, the CRD is to install bus pullouts on each side of Lower Ganges Road at Crofton. It is hoped that funding will be available to place a bus shelter at each location. The working group was formed to engage the community in the process of selecting bus shelter designs to recommend to the CRD. An update on the working group was provided including that the design proposals deadline is December 31, 2012.

- 5.2 Ganges Sidewalk – Working Group
D. McLennan advised that the first meeting of the Ganges Sidewalk Working Group is scheduled on October 11, 2012. At this initial meeting there will be a walkabout in Ganges to understand the existing situation and problem areas. The second meeting will be for discussion and to set priorities.

- 5.3 SS Transit
D. McLennan provided an update on SS Transit and highlighted the following item:
- The option for a cross-water transfer policy has been brought forward and more data is necessary prior to a decision

D. McLennan advised that the SSI Transit 2013 Preliminary Budget and 2013 – 2017 Financial and Capital Plan report is a huge leap forward from the last report that Commission received.

MOVED by A. Haigh, **SECONDED** by J. Wakefield,

That the SSI Transportation Commission recommend to the Electoral Area Services Committee that the preliminary 2013 CRD Budget be approved and that the 2013 – 2017 Financial and Capital Plan be approved as amended to include provision for expanded service of 500 hours.

CARRIED

It was generally agreed that the transportation budget would be a priority item at the next meeting.

- 5.4 Distribution of the Agenda Package

D. McLennan provided a report on this item. He called for feedback on if and when the agenda package should be distributed to the media.

It was generally agreed that the press receive a copy of the agenda only prior to a meeting.

A. Haigh left the meeting at 4:58 pm.

5.5 SSITC Office Rent

D. McLennan advised that the office space in Ganges is shared with the CRD Director and that the space is no longer necessary due to staff support in the Portlock office.

It was generally agreed that there is no longer a use for the shared office space.

6. New Business

There were no new business items for consideration at this time.

7. Correspondence and Information Items

7.1 Central Intersection

7.2 Bicycles and Evening Bus Service

7.3 Letter – MOT – Fulford Harbour Ferry Terminal

7.4 Driftwood Article

All items of correspondence were received for information.

N. Lyonns advised that the Climate Action Council would like the Transportation Commission to be involved with electric vehicle charging stations.

It was generally agreed to request that the Climate Action Council submit a formal request.

8. Next Meeting

The next Regular Meeting is scheduled on October 16, 2012.

9. Adjournment

MOVED by D. McLennan, **SECONDED** by W. McIntyre,
That the meeting be adjourned at 5:06 pm.

CARRIED

Project	Comments	Budget (B) Donations (D) Actual (A)
<i>ITALICS - new information</i>		
1. TRANSPORTATION		
1.1 Partners Creating Pathways	<i>The new pathway along Lower Ganges between Sharp Road was completed in August. Hydroseeding took place in early October and the official opening was held. Project has come in under budget.</i>	\$15,000 (B) \$35,000 (D) \$42,597 (A)
1.2 Hereford Merchants Sign Request	Discussed with MoT and IT. Obtained sign standards and provided those to merchant representative. Merchants developing sign design. Staff will submit application. MoT to replace curbs that were damaged after design has been received. No response from initiator since last spring.	
1.3 Ganges Hill/Regional Trail	Plans for the use of \$50,000 from Regional Parks for Ganges Hill cycling lanes have been discussed with the CRD Manager of Park Planning and Joshua F. It has been determined that a feasibility study and detailed design drawings can be prepared for that amount. As a result the project will be 'shovel' ready in case a cycling grant becomes available.	\$50,000 (B)
1.4 Parking in Fulford	Letter reviewed from Fulford resident asking for assistance from SSITC for the parking issue in Fulford. Chair and Manager met with Mr. Alan Goldin. Report to Commission on previous agenda.	
1.5 Commission Handbook	The SSITC Handbook will be updated to reflect the new SSI Admin structure and new protocol.	
1.6 CIPP Grant Program	A new grant program for BC Government funding for bicycle lanes has been announced. CRD has submitted an application for phase 1 of the NGTP under this program.	
1.7. N.G.T.P.	On August 8 th the CRD Board approved the contract in the amount of +/- \$1.2 million for the development of bikelanes and pedestrian pathways along appr. 1 km of Lower Ganges Road. Construction to commence within a few weeks. Construction delayed due to dry weather conditions.	
1.8 127 Rainbow Road	Mr. and Mrs. Todd have agreed to a similar amount as was set for 125 Rainbow Road to be put in a CRD reserve fund for when a pathway is developed in front of their property. This is in relation to their rezoning application to the Trust.	
2. TRANSIT		
2.1 Painting of red marks for Vesuvius Ferry Parking Area	The Manager has arranged for BC Ferries to paint red lines/marks at the Vesuvius Ferry Parking area for the BC Transit Bus This is planned for September.	
2.2 Bus stop sign to be moved	The Manager has arranged for MoT to move 1 of the new bus stop signs at the tourist info centre at the request of the local service operator. New sign located at corner of bus stop.	
2.3 Bus Parking	Ms. Irene de Jong has made an agreement with the Legion for the parking of the busses at the Legion.	Budget item
2.4 Park N Ride Fulford Inn	The matter has been put on a back burner until real estate matters have been settled.	

Abbreviations:

CRD Capital Regional District

MoT Ministry of Transportation (Provincial)

RoW Right-of-Way

SROW Statutory Right-of-Way

SALT SPRING ISLAND TRANSPORTATION COMMISSION
Operating Period ending September 30, 2012

AGENDA ITEM 4.4

SSI TRANSIT

**2012
Y-T-D**

**2012
Budget**

Sources of Income

Transit Passes	113,502	132,000
Requisition	82,000	82,000
Other	140	550
	<u>195,641</u>	<u>214,550</u>

Expenses

BC Transit	117,276	177,040
Maintenance	0	4,520
Advertising	0	4,500
CRD Allocations	11,743	15,420
General Administration	2,926	6,420
	<u>131,945</u>	<u>207,900</u>

Transfer to Capital Reserve	<u>4,988</u>	<u>6,650</u>
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Total Expenses	<u>136,932</u>	<u>214,550</u>
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Surplus/(Deficit)	<u>58,709</u>	<u>0</u>
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SALT SPRING ISLAND TRANSPORTATION COMMISSION
Operating Period ending September 30, 2012

SSI TRANSPORTATION

	2012 Y-T-D	2012 Budget
Sources of Income		
Requisition	146,250	146,250
Other	177	620
	<u>146,427</u>	<u>146,870</u>
 Expenses		
Salaries - SSI Electoral Area Staff	2,959	0
Engineering	0	45,960
General Administration	17,263	16,550
CRD Allocations	6,526	19,850
	<u>26,748</u>	<u>82,360</u>
 Transfer to Reserve Funds		
NGVTMP	59,510	49,510
Pathways	15,000	15,000
	<u>74,510</u>	<u>64,510</u>
Total Expenses	<u>101,258</u>	<u>146,870</u>
 Surplus/(Deficit)	<u>45,169</u>	<u>0</u>

Salt Spring Island Transportation Commission
2012 Capital Funds at September 30, 2012

SSI Transit Operating Reserve	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov	Dec	YTD
Carry Forward from Previous Year	96,431	96,554	96,669	96,792	96,911	97,034	97,154	97,278	97,402				96,431
Interest Income	123	115	123	119	123	120	124	124					971
Ending	96,554	96,669	96,792	96,911	97,034	97,154	97,278	97,402					97,402

SSI Transportation Pathways Fund	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov	Dec	YTD
Carry Forward from Previous Year	6,762	11,939	12,167	12,899	13,365	39,147	50,652	52,203	65,886				6,762
Transfer from Operating								15,000					15,000
Gift in Lieu	4,900												4,900
Contributions					25,000	10,000							35,000
Interest Income	277	228	807	766	846	1,505	1,551	1,632	122				7,734
Expenditures			(75)	(300)	(64)			(2,949)	(38,752)				(42,141)
Ending	11,939	12,167	12,899	13,365	39,147	50,652	52,203	65,886	27,255				27,255

SSI Transportation NGVTMP Fund	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov	Dec	YTD
Carry Forward from Previous Year	196,476	195,111	191,143	633,105	623,154	615,613	1,171,479	1,165,634	1,216,767				196,476
Transfer from Operating								59,510					59,510
Grant - Provincial			450,000										450,000
Contributions						563,134			340,540				903,674
Interest Income													-
Expenditures		(45)	(23)	(79)	(372)	(86)	(931)	(6,186)	(9,077)				(16,799)
CRD Engineer/Real Estate	(1,365)	(3,923)	(8,015)	(9,872)	(7,169)	(7,183)	(4,913)	(2,191)	(1,611)				(46,242)
Ending	195,111	191,143	633,105	623,154	615,613	1,171,479	1,165,634	1,216,767	1,546,620				1,546,620

SSI Transit Bus Shelter Fund	Jan	Feb	March	April	May	June	July	August	Sept	Oct	Nov	Dec	YTD
Carry Forward from Previous Year	31,445	31,877	7,802	8,356	8,650	9,204	9,758	10,312					31,445
Transfer from Operating	554	554	554	554	554	554	554	554					4,432
Interest Income													-
Expenditures													-
Kitchen Road													-
Fernwood Road													-
Ending	(122)	(24,629)		(260)	9,204	9,758	10,312	10,866					(25,011)
	31,877	7,802	8,356	8,650	9,204	9,758	10,312	10,866					10,866

Total Capital Funds	335,481	307,781	751,152	742,079	760,998	1,329,042	1,325,427	1,390,920					1,682,143
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Islands Trust

APPLICATION REFERRAL FORM

Salt Spring Island Transportation Commission
Agenda October 16, 2012
Item 6.1

Island: Salt Spring Island Application No: SS-RZ-2012.1 Date: October 2, 2012

You are requested to comment on the attached application for potential effect on your agency's interests. We would appreciate your response within 30 days.

OWNER/ APPLICANT: Janet S. Harvey & Sombak'e Holdings Ltd./ Eric Booth

PURPOSE OF APPLICATION: Land Use Bylaw amendment (rezoning) from Residential 6 (R6) to Commercial 2 (C2)

LOCATION: 151 Rainbow Rd, Ganges Village, Salt Spring Island

LEGAL DESCRIPTION: Lot 6, Section 1, Range 3 East, North Salt Spring Island, Cowichan District, Plan 5827

SIZE OF PROPERTY AFFECTED:

0.072 hectares/ 0.179 acres/ 7840 ft²

ALR STATUS:

No

OFFICIAL COMMUNITY PLAN DESIGNATION:

Ganges Village Core

OTHER INFORMATION: Subject property is located in Development Permit Area 1: Island Villages

Please fill out the Response Summary on the back of this form. We would appreciate receiving additional information to substantiate your position and, if necessary, outline any conditions related to your position. Please note any legislation or official government policy which would affect our consideration of this application.

Name: Kristin Aasen

Title: Planner 1

This referral has been sent to the following agencies:

Federal Agencies

Regional Agencies

Salt Spring Island Transportation Commission

Provincial Agencies

Adjacent Local Trust Committees and Municipalities

Non-Agency Referrals

First Nations

PLEASE TURN OVER →

APPLICATION REFERRAL FORM RESPONSE SUMMARY

☐ Approval Recommended for Reasons Outlined Below

☐ Approval Recommended Subject to Conditions Outlined Below

☐ Interests Unaffected by Application

☐ Approval Not Recommended Outlined Below (please use additional paper as required)

Salt Spring Island

(Island)

(Agency)

(Signature)

SS-RZ-2012.1

(Application Number)

(Title)

(Date)

STAFF REPORT

Date: September 13, 2012 **File No:** SS-RZ-2012.1 **X-ref:** SS-BE-2011.22

To: Salt Spring Island Local Trust Committee, for the meeting of September 20, 2012

From: Kristin Aasen, Planner, Local Planning Services

Re: Proposal to amend the Land Use Bylaw from R6 to C2

Owner: Sombak'e Holdings Ltd & Janet S. Harvey

Applicant: Eric Booth

Location: 151 Rainbow Road

Legal: Lot 6, Section 1, Range 3 East, North Salt Spring Island, Cowichan District, Plan 5827

Preliminary Report:



Interim Report:



Final Report:



THE PROPOSAL:

The property owners of 151 Rainbow Road have proposed to amend the Land Use Bylaw zoning from Residential 6 to Commercial 2. The proposal does not include any new construction, but would enable a broad range of commercial uses not permitted under the current zoning. The purpose of this staff report is to seek LTC direction to staff to draft an amendment to the Land Use Bylaw.

SITE CONTEXT:

The site's improvements include a single family dwelling which was constructed circa 1950. A retail food outlet, Al's Falafel Stand has been operating on the lot since 2011.

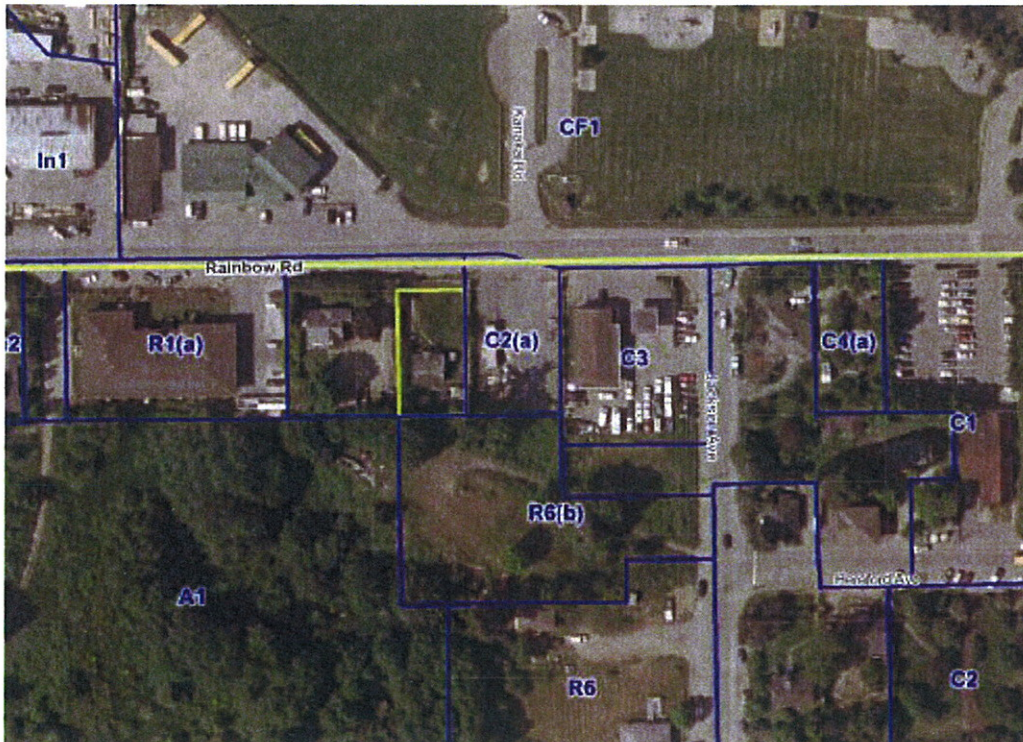


Figure 1: Orthophoto of neighbourhood with zoning

Located on Rainbow Road west of the intersection with Jackson Avenue, the subject property is rectangular shaped and roughly 7840 square feet (0.072 hectares/ 0.18 acres) in area. Surrounding land uses are mixed residential, agricultural, institutional and commercial in character. The neighbours are Salt Spring Elementary School across Rainbow Road, the Mid Island Co-op Gas Bar and a parking lot to the east; located to the west is a residence and multifamily parcel (Murakami Gardens). The lot currently housing the temporary library and a parcel in the Agricultural Land Reserve are located to the south. Also in the neighbourhood are Gulf Islands Secondary School, Windsor Plywood, the School District works yard, Stitches Quilt Shop and other small enterprises.

According to the Salt Spring Island Land Use Bylaw, the parcel is currently zoned R6 (Residential 6). Adjacent parcels to the west are also zoned R6; to the north is Community Facilities 1. Immediately to the east is Commercial 2(a); Agriculture 1 and Residential 6(b) properties are located to the south.



Figure 2: Looking south from Rainbow Road



Figure 3: Looking at restaurant/ home based business from Rainbow Road in southeast direction.

BACKGROUND:

SS-BE-2011.22 – In the fall of 2011, Islands Trust Bylaw Enforcement investigated a complaint of a food cart operating on a residential lot.

Because the operator of the food cart is now residing on the lot, “sales of products produced on a lot” may be permitted as a home-based business. This would require compliance with the Land Use Bylaw regulations for accessory buildings and home based businesses. These regulations require specific setbacks for buildings, structures and any required home-based business parking. Home-based business regulations also require visual buffering of parking and no exterior indication of the existence of the home-based business, either by stored materials, displays, lighting or other variation from the customary residential character of the lot.

CURRENT PLANNING STATUS OF SUBJECT LANDS:

Trust Policy Statement: Should the Local Trust Committee resolve to proceed with the application, staff will follow up with a report that analyses compliance with the Policy Statement and the Directives Only Checklist in accordance with Section 1.9 “Policy Statement Implementation” of the Islands Trust Policy Manual. This preliminary report provides analysis of Official Community Plan directives.

OFFICIAL COMMUNITY PLAN (OCP) BYLAW 434

Volume 2 - Development Permit Area Policies: According to OCP Bylaw No. 434, the subject property is located in Development Permit Area 1 - Island Villages. Currently there is no application for any works; however a development permit would be required when development is proposed.

Volume 1 - Land Use and Servicing Policies: The subject property is designated “Ganges Village Core” by the OCP Bylaw No. 434. The following policies and staff comments pertain to the proposed bylaw amendment. Because the parcel is located on the edge of the Ganges Village Core, adjacent to Residential Neighbourhoods (RN) and Agriculture (A), and across from Educational (E), these associated policies have been analysed in the discussion.

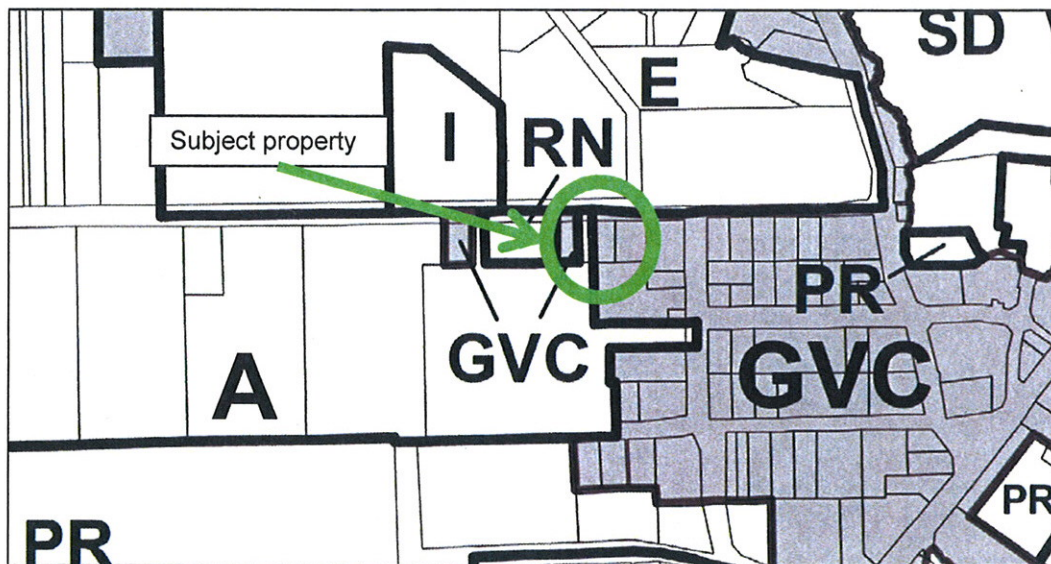


Figure 4:
Excerpt from
OCP land
use
designations

General village land use policies:

B.5.1.2.2 Zoning in Village Designations will continue to allow the mix of commercial, institutional, cultural and multi-family land uses that are currently allowed. Commercial zoning should be simplified with fewer zones and a broader range of uses allowed in each. The maximum residential density allowed on any single property will remain at 37 units per ha.

The OCP does not outline policies specific to the edge of villages; this staff report discusses objectives for the adjacent land use designation policies. The applicant has requested C2 zoning. With an area of 0.073 hectares, a residential density of 37 units/ ha would yield a maximum of 2 units (if permitted by the zoning – see discussion under “Land Use Bylaw”).

B.5.1.2.5 To retain the compact and pedestrian oriented nature and economic viability of island villages, the Local Trust Committee should only consider rezoning applications that would create more commercially-zoned land in Village Designations if the following guidelines are met:

a. the proposed use is compact and not land intensive.

The proposed uses in the C2 zone do not enable a comprehensive analysis of the intensity of land use, as the uses range from offices to indoor commercial recreation and amusement facilities. Because the Land Use Bylaw definition of lot coverage does not include parking, paving or permeable paving, the 75 percent lot coverage permitted by the C2 zone may be considered land intensive, particularly on a small lot.

The existing build out is limited to roughly 15 percent lot coverage at a footprint of 110m² (1184ft²) for the residence and shed.

b. existing commercial zones are largely developed to their practical development potential and there is evidence of a community need for additional commercial land.

A cursory overview of available real estate in Ganges indicates that there is some commercial space available. Staff have not received evidence of a community need for additional commercial land.

c. the proposed rezoning would tend to concentrate development near existing commercial, industrial, institutional or multi-family land uses.

The proposed rezoning would concentrate development on the edge of Ganges Village, in a neighbourhood which is mixed agricultural/ commercial/ residential and institutional in character.

d. designs and site plans are consistent with the guidelines in DPA1.

Because the current proposal only consists of a residence and accessory building, consistency with DPA1 guidelines may not be evaluated. Further development would require a DP application to be submitted in accordance with the OCP guidelines.

e. the LTC has undertaken a review and inventory of existing commercially zoned land and development, assessed existing and future projected demand, and on the basis of this assessment, may consider re-designating and rezoning land for additional commercial uses.

The LTC has not undertaken a review and inventory of existing commercially zoned lands. This would require resources sufficient to adjust the LTC Work Program or direction to staff to seek the assistance of a consultant. However the LTC has finalized the current Work Program and a staff report addressing the recommendations of the Industrial Task Force is being brought for LTC consideration (File No. 6500-20). According to the Trust Area Property Information System, all commercially zoned lands on the island have been developed to some extent.

f. the proposed development would be barrier free.

The existing building is not barrier free, nor does it currently provide accessible parking.

g. sidewalks would be provided with any new commercial development.

Sidewalks are not currently developed along the parcel's road frontage. See staff comments related to pathways in OCP policy B.5.2.2.10.

B.5.1.2.7 The Local Trust Committee should consider amending local zoning within Village Designations to be more in keeping with traditional village forms and more appropriate to the small, pedestrian nature of villages.

Because of the residential, agricultural and educational uses in the neighbourhood, staff are uncertain how some of the uses in the requested zoning (such as banks and credit unions, and automobile rentals) may maintain traditional village forms (see later discussion on proposed uses). The proximity of the lot to the village core may be considered appropriate to the pedestrian nature of Ganges.

B.5.1.2.8 The Local Trust Committee may consider making changes to zoning to allow the creation of live-work spaces.

This application was not accompanied with a proposal to construct a commercial space nor specific live-work units. However, staff recommend folding this policy into a zoning amendment to enable dwelling units at the recommended density, should the landowners wish to redevelop in the future (as was approved on a nearby lot on Rainbow Road SS-RZ-2011.1).

B.5.1.2.10 When considering rezoning applications, the Local Trust Committee should ensure that zoning boundaries between residential and non-residential uses are primarily created along rear parcel lines, as opposed to public roads. Non-residential uses should be well screened from residential uses.

This proposal would create a commercial zone boundary between the residential properties to the west and south. Although there is some vegetation (Himalayan Blackberry – an invasive species) along these parcel lines, the proposal has not accompanied screening from residential uses. Staff do not recommend extensive screening, as there currently is no commercial development proposal. Because the parcel is located in Development Permit Area 1 – Island Villages – a form and character DPA, compliance with screening and other siting and nuisance guidelines would be required at time of commercial development.

Specific policies for the Ganges Village designation:

B.5.2.2.6 When considering rezoning applications in the Ganges Village designation, the LTC 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.

Servicing impacts will be determined through the standard bylaw referral process.

B.5.2.2.10 The Local Trust Committee will support continued development of the Ganges Public Pathway System as shown on Map 17 and proposed pathways and trails in the Urban Trails Task Force Report for Ganges Village.

Excerpts from the OCP Map 17 and the "Ganges Urban Pathway Network" are as follows. Upon LTC direction, staff will seek further input from the Capital Regional District on trails.



Figure 5: Excerpt from OCP Map 17

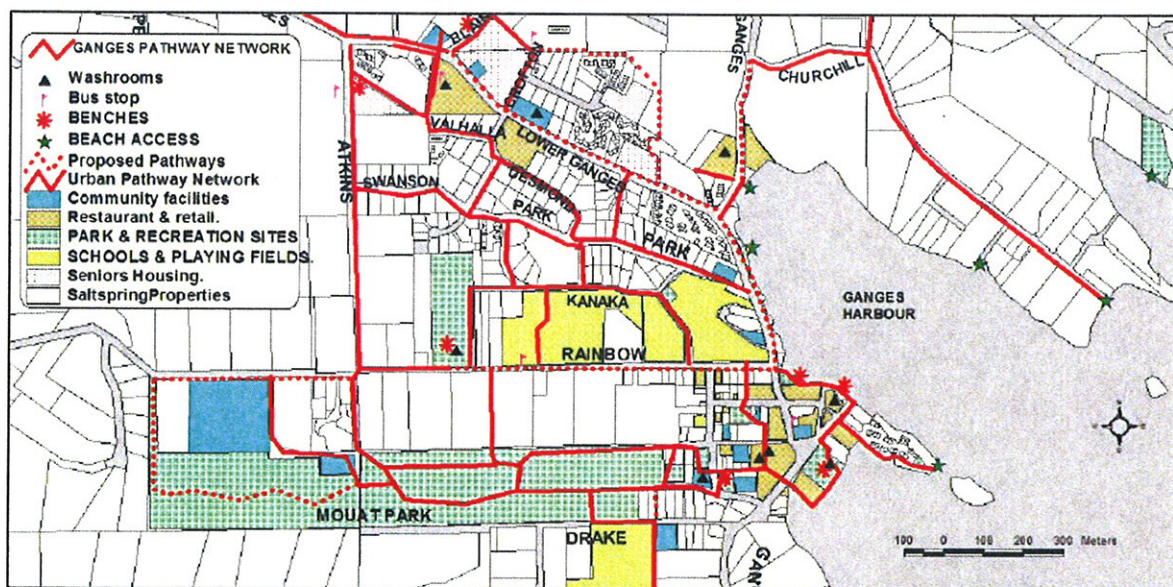


Figure 6: Excerpt from Urban Trails Task Force Report developed by Island Pathways

- B.7.2.2.1** *The Local Trust Committee will continue to cooperate and consult with the Salt Spring Island Parks and Recreation Commission about park land acquisition, pathways and trails as outlined in its agreements with the Commission.*

The 2011 CRD Salt Spring Island Parks Master Plan¹ provides direction for future trails planning. Recommendation 8 directs CRD staff to “Work with the Islands Trust to acquire linear parks where gaps have been identified in the trails network. Particular attention should be paid to pathway connectivity within the three village areas.” Staff will seek further CRD input through the standard bylaw referral process.

Agricultural policies:

- B.6.2.2.18** *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.*

Because the proposal includes no commercial development, nor is there an active farming operation on the adjacent ALR land, staff highlight that the buffering could also be addressed at time of development permit application. Staff recommend seeking advice on this matter from the Agricultural Advisory Committee (AAC). The LTC and AAC should note that the parcel is down gradient from the adjacent agricultural parcel.

Residential Neighbourhoods policies:

- B.2.4.2.2** *Zones within the Residential Neighbourhoods Designation will continue to accommodate the medium density residential uses and the other compatible land uses allowed in the existing bylaw. Existing commercial, industrial and multi-family zones will also remain, but zoning changes should not be made to locate more of these zones on additional lands in this Designation, with the exception of multiple-family affordable housing projects.*

The subject property is adjacent to a parcel with Residential Neighbourhoods designation (to the west – see Figure 4). As such, staff have included consideration of these policies to reflect the community’s expressed desire to see a separation of significant commercial development adjacent to residential-only neighbourhoods. This policy weighs in on the range of potential uses to be considered for the subject property.

Educational policies:

- B.4.2.2.5** *The Local Trust Committee should give special attention to land within and surrounding the Educational Designation as follows:*

¹ The Parks System Master Plan was developed by the CRD in order to consolidate information on existing parks, trails and water accesses for the Island to provide future direction in park planning. Available at: <http://www.crd.bc.ca/ssiparc/documents/SSIParksSystemMasterPlan-FINALwithMAP.pdf>.

- a. *Land next to the Educational Designation should not be rezoned for uses that would be incompatible with the safety of school children.*

The automobile traffic generated by the density and range of permitted uses in the C2 zone, such as a bank or library, may be considered incompatible with the safety of school children. Because the subject property is across Rainbow Road from lands with the Educational Designation, staff recommend highlighting this issue for discussion should the LTC refer this application to the Advisory Planning Commission for comment. Feedback from the School District would also be sought through the bylaw referral process.

- b. *Rezoning applications for land next to the Educational Designation should show how pedestrian and bicyclist routes to schools will be maintained.*

The rezoning application did not accompany any specific design proposals for pedestrian or bicycle routes. Input from public agencies regarding pedestrian and cycle paths will be sought through the bylaw referral process.

- c. *Rezoning applications for higher density housing within about 0.8 km of the Educational Designation should be designed for families.*

The applicant has requested C2 zoning, which includes a multi-family use. However, the application did not include any specific design proposal for families.

Infrastructure and servicing policies:

- C.2.2.2.9 *The Local Trust Committee should consider the North Ganges Transportation Management Plan and other transportation plans developed by the Salt Spring Island Transportation Commission as guiding documents for land use and transportation planning and implementation.*

The 'North Ganges Village Transportation Management Plan'² identified options for the construction of cyclist and pedestrian facilities west of 'downtown' Ganges. The report prioritized the construction of bike lanes along Rainbow Road and construction of a sidewalk on the south side of Rainbow Road when adjacent properties are rezoned for commercial uses (CRD, 2007, 2).

Currently there are no bike lanes or formal pathways along the subject property's frontage. Any proposal to conduct works within the 4.5m right of way (RoW) along highways (any roadway on Salt Spring) may only be permitted by way of a "Provincial Highway Permit" from the Ministry of Transportation and Infrastructure. Further comments will be sought by the CRD Transportation Commission through the bylaw referral process.

- C.2.2.2.13 *The Local Trust Committee will support the continued development of inter-connected pedestrian pathways and trail networks.*

² In 2007, the Capital Regional District Regional Planning office initiated a project to identify options and costs for the construction of cyclist and pedestrian facilities on Lower Ganges Road and Rainbow Road north and west of "downtown" Ganges on Salt Spring Island. Available at www.crd.bc.ca/saltspring/transportation/ganges_plan.htm.

As above, advice from the Transportation Commission and Salt Spring Parks and Recreation Commission (PARC) of the Capital Regional District will be sought through the bylaw referral process.

- C.2.2.2.15 When considering rezoning applications, the Local Trust Committee should ensure that the proposed zoning change supports the development of non-automotive transportation and public transit service.*

The proposed rezoning is located within the Village Containment boundary. The settlement pattern policies in the Official Community Plan encourage infill in the villages in order to create patterns that reduce dependency on private automobiles and encourage other forms of transportation such as walking, cycling and public transit. The subject property is located approximately 380 metres from the nearest transit stop (best practices in transit planning cite a 400m maximum walking distance to encourage transit use³).

- C.2.3.2.2 When considering rezoning applications in village areas, the Local Trust Committee will consider the impact of the proposed change on parking demand and congestion.*

Because the rezoning application does not provide a detailed proposal, staff are not able to consider specific impacts on parking demand and congestion. The general provisions in the Land Use Bylaw for parking would apply should a zoning amendment be adopted by the LTC. The maximum build out scenario of the C2 lot coverage for the site would potentially require 44 automobile parking spaces (with 3 designed for accessible parking). Should the existing dwelling unit be used for general commercial uses, four parking spaces would be required (with one accessible space).

- C.3.2.2.1 When the Local Trust Committee receives rezoning applications for land inside the boundaries of a community water system, it will refer the application to the operators of the affected system ... When it considers zoning changes within a community water system, the Local Trust Committee will also consider the amount and percentage of any remaining supply capacity that would be used by the proposed new use. The Committee will not make zoning changes within a community water system if the change would mean water could not be supplied (under the existing license) to existing customers. It should not normally make zoning changes if the change would mean water could not also be supplied to vacant or under-developed properties already zoned for further development.*

The interests of the North Salt Spring Waterworks District will be determined through the bylaw referral process.

- C.3.2.2.6 The Local Trust Committee will continue to encourage water conservation through guidelines for xeriscape landscaping of commercial, industrial and multi-family developments in island villages.*

The proposed zoning change did not include a detailed development proposal, or landscaping features.

³ Ontario Professional Planners Institute. (2011). Plain Transit for Planners. Available online. http://www.ontarioplanners.on.ca/pdf/Plain_Transit_For_Planners_Paper.pdf.

C.4.2.2.4 *When the Local Trust Committee receives rezoning applications that apply to land within the Ganges Sewer Local Service Area it shall refer the application to the Capital Regional District. The CRD will advise of any requirements or conditions of servicing applicable at the time.*

The interests of the Ganges Sewer Committee of the Capital Regional District will be determined through the bylaw referral process.

C.4.2.2.8 *The Local Trust Committee should not make zoning changes that would result in a type of waste entering either an on-site disposal system or a community sewer system that could degrade downstream treatment processes... Rezoning applications for non-residential uses should be referred to the Capital Regional District for advice on this topic.*

The proposed uses do not include any of those listed in Section 4.5.3 of the Land Use Bylaw, which require additional setbacks from water courses for protection of water quality. The interests of the Ganges Sewer Committee of the Capital Regional District will be determined through the bylaw referral process.

Climate change policies:

A.6.2.2 *The Local Trust Committee will consider the energy efficiency attributes and climate change adaptation and mitigation impacts in all rezoning applications that propose an increase in density or significant change of use.*

Intensification of use in the village core is considered a best practice for energy and resource efficiency. The energy efficiency and climate change adaptation and mitigation impacts may not be analysed in absence of a specific proposal.

LAND USE BYLAW NO. 355:

Current zoning - The property is currently zoned Residential 6 (R6). The maximum combined lot coverage of all buildings and structures is 33 percent. The general provisions for maximum height of a building and setback from lot lines – Section 4.3.1 apply:

- (1) front lot line: 7.5 m
- (2) rear lot line: 7.5 m
- (3) interior side lot line: 3.0 m
- (4) Exterior side lot line: 4.5 m

The permitted uses in Residential zones are as follows:

<i>Principal Uses, Buildings and Structures</i>	R1	R2	R3	R4	R5	R6	R7	R8	R9	R10	R11	R12
<i>Single-family dwellings</i>	♦	♦	♦	♦	♦	♦	♦	♦	♦	♦	♦	
<i>Two-family dwellings</i>	♦	♦				♦						
<i>Two family dwellings constructed before July 31, 1990</i>							♦	♦	♦			
<i>Multi-family dwellings</i>	♦	♦		♦							♦ ¹	
<i>Dental and medical office services for a maximum of two medical practitioners</i>						♦	♦	♦	♦	♦		

<i>Elementary schools, pre-schools and child day care centres</i>						◆	◆	◆	◆			
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												◆ ²
Accessory Uses												
Home-based businesses, subject to Section 3.13	◆	◆	◆	◆	◆	◆	◆	◆	◆			
Seasonal cottages subject to Section 3.14							◆	◆	◆			

Proposed zoning – The requested C2 zoning permits a maximum combined lot coverage of all buildings and structures of 75 percent. Section 4.3.1 setbacks from lot lines apply unless the parcel abuts a commercial or industrial zoned lot, in which case the setbacks from the rear, interior and exterior lot lines are 0m and 4.5m from the front lot line. The range of permitted uses in a C2 zone is as follows:

	C1	C2	C3	C4	C5	C6
Principal Uses, Buildings and Structures						
<i>Indoor retail sales and rentals</i>	◆	◆	◆			
<i>Indoor retail services, excluding Laundromats</i>	◆	◆	◆	◆		
Laundromats	◆					
<i>Outdoor retail sales of nursery plants and home gardening supplies</i>	◆	◆				
<i>Indoor production of food and drink items, clothing, crafts, artwork, jewellery and similar items for retail or wholesale sales, provided there is a retail outlet on the premises and provided water consumption does not exceed 1600 L/day</i>	◆	◆	◆			
Offices	◆	◆		◆		
Banks and credit unions	◆	◆				
<i>Indoor commercial recreation and amusement facilities</i>	◆	◆			◆	
Restaurants	◆	◆	◆			
Churches	◆	◆				
Libraries	◆	◆				
Offices for use by building construction professionals and trades	◆	◆				◆
<i>Automobile service stations</i>			◆			
Automobile rentals with a maximum of five vehicles stored on-site	◆	◆	◆			◆
Veterinarian clinics and animal hospitals	◆	◆				
<i>Indoor commercial and vocational schools</i>	◆	◆				

Daycare centres for children, seniors, or people with special needs	♦	♦				
Funeral homes						♦
Multifamily dwelling units		♦				
Commercial guest accommodation in hotels or guest houses.		♦				
Retail sales of building supplies, appliances and furniture						♦
Light industry, excluding uses that consume or use more than 1600 litres/day of water						♦
Wholesale sales						♦
Storage of goods and vehicles, with the exception of outdoor storage of derelict vehicles or equipment, or waste materials						♦
Boat building, servicing and repairs						♦
Service, repairs and sales of vehicles and equipment.						♦
Collection of recyclable materials, excluding outdoor sorting and storage	♦		♦		♦	♦
Public service uses	♦	♦	♦	♦	♦	♦
Accessory Uses						
Indoor retail sales accessory to another permitted use						♦
Dwelling units accessory to a commercial use	♦	♦	♦	♦	♦	♦
Restaurant accessory to another permitted use					♦	
Home-based businesses accessory to residential use		♦				

Consideration of Commercial 2 zoning:

Permitted uses:

Noting OCP policy B.5.1.2.2 – “Commercial zoning should be simplified with fewer zones and a broader range of uses allowed in each,” staff consider that the range of requested uses may not be appropriate for the location. Over the past year, the Local Trust Committee has considered two applications for upzoning from residential to commercial on Rainbow Road:

1. SS-RZ-2011.1 – 125 Rainbow Road – Ogilvie – Bylaw 452 adopted – C4(a)
2. SS-RZ-2011.5 – 127 Rainbow Road – Tottman (Stitches Quilt Shop) – Bylaw 460 past Public Hearing and to Executive Committee for approval September 11, 2012 – C4(a)

Because of the OCP direction to simplify commercial zones in the village core (B.5.1.2.2), staff recommend the LTC consider proceeding with a zoning amendment of the recently created C4(a) zone. This zone variation was crafted to respond to increasing demand for commercial parcels in Ganges, while retaining existing residential features, and paying sensitivity to edge planning on the village boundary and proximity to schools. In order to accommodate broader options for the food establishment on site, the zone may be amended to include a restaurant use.

Density:

The impact of the 75 percent lot coverage permitted in the C2 zone may be dramatic on the neighbourhood and village character. With a lot size of 7840 square feet (728m²), a lot coverage of 75% may result in a building footprint of 5880 square feet (546m²), or floor area of 11760 (1093m²).

The 33 percent lot coverage permitted in the C4(a) zone would amount to a maximum building footprint of 2587 ft²/240m² or total floor area of 5174 ft²/480m².

Parking: Under the maximum permitted lot coverage of C2, 44 parking spaces would be required for general commercial uses (1 per 25 sq.m. of combined floor area and outdoor sales area). Should the existing dwelling unit be used for general commercial uses, 4 parking spaces would be required.

Setbacks:

The setbacks for C2 are the same as for R6, except for front lot line, as follows:

- (1) *front lot line:* 4.5 m
- (2) rear lot line: 7.5 m
- (3) interior side lot line: 3.0 m
- (4) exterior side lot line: 4.5 m

The following setbacks would apply for a C4(a) zone variation:

- (1) front lot line: 4.5 m
- (2) rear lot line: 7.5 m
- (3) interior side lot line abutting a commercial or industrial zone: 1.0 m
- (4) interior side lot line abutting non-commercial or non-industrial zone: 3.0m
- (4) exterior side lot line: 4.5 m

ISLANDS TRUST FUND:

There are no Island Trust Fund properties or interests in the vicinity of the subject property.

SENSITIVE ECOSYSTEMS:

The subject property is considered developed by the Islands Trust Ecosystem database, and does not contain any sensitive ecosystems or features according to the 2004 Sensitive Ecosystems Inventory. The parcel is considered to have moderately high intrinsic groundwater susceptibility. No industrial uses have been proposed.

HAZARD AREAS:

The subject property contains no known hazard areas.

COVENANTS/NOTATIONS:

The subject property has no covenants or other notations registered on title.

ARCHAEOLOGICAL SITES:

Based on the data provided by the Provincial Remote Access to Archaeological Data, there are no known archaeological sites or areas of significant potential to contain unknown but protected archaeological sites on the subject property.

RIPARIAN AREA REGULATION

The subject property is located in a Riparian Area Regulation designated watershed. A RAR assessment report has not yet been submitted with the proposal.

WATER SERVICE AREA

The subject property is located in the North Salt Spring Waterworks District.

AGRICULTURAL LAND RESERVE

The subject property is located adjacent to the Agricultural Land Reserve (ALR). The Ministry of Agriculture developed guidelines to promote compatibility along the ALR boundary⁴. The guide describes an "Edge Planning Area" which does not prohibit uses, but rather is an area for the application of edge planning techniques to improve land use compatibility. Some of the urban-side edge planning tools are:

- rain water management
- building design
- disclosure statements
- edge signage and information
- buffer design, use and maintenance

Buffers

The Ministry of Agriculture encourages effective buffering which combines separation, vegetation and fencing to mitigate the impacts from farming activities (noise, dust/spray drift, light) and urban activities (trespass, litter, crop damage, livestock harassment from dogs).

- A minimum separation distance of 30 m (15 m of which is a vegetative buffer) from an ALR boundary is required to most effectively mitigate the impacts of urban and farming activities. By including a barrier (fence), trespass and littering can be prevented.
- The vegetative buffer must reach a finished height of at least 6 m to effectively screen the farm operation from its urban neighbours. This height will also ensure dust/spray drift is effectively captured.
- A mixed deciduous/coniferous planting with foliage from base to crown is required to ensure that dust/spray drift is captured to the fullest extent possible.
- The crown density must be 50-75% – i.e. densely packed hedges are not desirable due to poor air circulation which can lead to ineffective buffering of dust/spray drift and odour.
- A 2 metre separation distance between the vegetative buffer and ALR boundary is desirable as it provides space for improved functioning on the ALR side – less shading, more air circulation and greater maneuverability for farm equipment.

LOCAL GOVERNMENT ACT:

Section 904 of the Act empowers local government to establish zoning for amenities, such as the provision of pedestrian pathways contemplated in Policy H.3.2.1 of the OCP. A zoning bylaw may:

- (a) establish different density regulations for a zone, one generally applicable for the zone and the other or others to apply if the applicable conditions under paragraph (b) are met, and
- (b) establish conditions in accordance with subsection (2) that will entitle an owner to a higher density under paragraph (a).

⁴ Ministry of Agriculture. (2009). Guide to Edge Planning: Promoting Compatibility along Urban-Agricultural Edges. http://www.agf.gov.bc.ca/resmgmt/sf/publications/823100-2_Guide_to_Edge_Planning.pdf.

ISSUES SUMMARY:

Staff have identified the following issues, which through LTC direction may be addressed at the time of bylaw drafting and through subsequent notification and referrals to public agencies, the neighbourhood and the broader community:

1. **Implications for servicing** – because the draft bylaw has not yet been referred to public agencies, staff have not determined the implications the proposed intensification may have on infrastructure. Pending LTC consideration of first reading to a proposed bylaw amendment, staff would seek LTC direction to begin the referral process.
2. **Public comment** – no community information meeting and no circulation to neighbourhood have been conducted to date. At the time of bylaw enforcement activity, the LTC received comments from affected community members. Pending LTC consideration of first reading to a bylaw amendment, staff would seek LTC direction to begin a public and neighbourhood notification process.
3. **Implications for connectivity** – The existing buildings are not barrier free. Feedback from the Capital Regional District's Transportation Commission and Park and Recreation Commission will be sought in terms of pathways and connections to the Ganges Public Pathway System. Any sidewalk works within the Ministry of Transportation and Infrastructure (MOTI) right of way requires MOTI approval. Currently the Ministry is reluctant to approve piecemeal construction of pathways.
4. **Impact of proposed zoning on existing character and neighbourhood** – The surrounding area is mixed educational, commercial and residential in character. Because the application did not include a development proposal, the specific impacts on existing character are undetermined at this time. However, many of the proposed uses in the C2 zone, such as a 50 unit hotel or amusement facilities may have a dramatic impact on the neighbourhood.

As previously discussed under LUB section, staff recommend that a C4(a) variation be considered. Staff have suggested this option with the applicant, who at this time wishes to advance a proposal of C2 zoning to the LTC and the community. The applicant may not be averse to amending the proposal but wishes direction from LTC.

5. **Agricultural impacts** – Should the LTC wish to refer the application to the Agricultural Advisory Committee, staff would seek their expertise on the potential agricultural impacts, and recommendations for vegetative buffering.
6. **Impacts on parking** – The maximum build out potential of general commercial uses permitted in C2 zoning would require 44 parking spaces. However the application did not include any specific proposals, so a specific impact on parking is undetermined.
7. **Climate change impacts** – infill development in the village centre may encourage the efficient use of existing infrastructure and reduce reliance on automobile transportation. The proposed site is located in the core of Ganges, which may encourage walking and cycling. The lot is approximately the 400m maximum walking distance to the nearest transit stop, recommended by transportation best practices to encourage transit use.

STAFF COMMENTS:

Official Community Plan policy/ Trust Policy Statement compliance: Because of the lack of a specific proposal to consider, staff are unable to comprehensively analyse the compliance of the proposal with the Trust Policy Statement and the Salt Spring Island Official Community Plan, but have instead examined the most significant impacts under maximum build out. The Ganges Village Core designation is intended to encourage a modest scale of village development compatible with the overall rural character of Salt Spring Island and within the ecological and infrastructure capacities of the community's natural and public resources.

Amenity zoning: Local governments are increasingly making use of Section 904 Local Government Act authority rather than setting conditions of zoning approval. Upon LTC direction to draft a bylaw and pending committee and public agency feedback, staff may bring forward an amenity zoning bylaw for LTC consideration.

Recommendation: When considering rezoning applications, the Local Trust Committee has an established practice of directing staff to draft a bylaw amendment as the first step. A draft bylaw (if no reading is given) or proposed bylaw (after first reading) is then referred to advisory committees and referral agencies for public comment prior to scheduling a public hearing. Alternatively the LTC may consider the application to be non-compliant with OCP policies and may resolve that the application proceed no further. Staff consider that a commercial variant could be compatible on the subject property, and recommend further deliberation of zoning with advisory committees and the LTC. Staff are seeking LTC direction to refer the application to relevant advisory committees and selected public agencies for comment. In accordance with recommendations received, staff would then prepare a report for LTC consideration with a bylaw amendment for discussion purposes.

RECOMMENDATION:

THAT the Salt Spring Island Local Trust Committee **REFER** the application to the Advisory Planning Commission, the Agricultural Advisory Committee and the Capital Regional District's Transportation Commission and Park and Recreation Commission (Booth, 151 Rainbow Road, SS-RZ-2012.1).

Respectfully submitted by:

Kristin Aasen, Planner 1

Date

Concurred by:

Leah Hartley, Regional Planning Manager

Date