

SMART PLAN

Gibsons Official Community Plan

Schedule A: "Town of Gibsons Official Community Plan Bylaw No. 985, 2005"

March 2015



Our Vision

Gibsons will continue to be a welcoming, sustainable community that offers residents and visitors an outstanding quality of life in a spectacular natural environment. We will ensure this beautiful town retains its seaside village character for the enjoyment of all and we will nurture our unique cultural heritage and natural assets while supporting opportunities for our local economy.

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Administrative

Adoption

BYLAW NO. 985 originally Adopted: April 19th, 2005

Consolidated for convenience August 2018

This version of this bylaw is a consolidation of amendments to the original bylaw as of the date specified. This consolidation is done for the convenience of users and accurately reflects the status of the bylaw as of the specified date but must not be construed as the original bylaw and is not admissible in Court unless specifically certified by the Corporate Officer for the Town of Gibsons. Persons interested in the definitive wording of this bylaw and its amendments should view the original sealed bylaws at the Town of Gibsons.

Amendments to the Official Community Plan

NO.	BYLAW NO.	DATE	AMENDMENT
1	985-1	August 1 st , 2006	Schedule "A" Land Use Plan of Schedule "A" amended by changing Gospel Rock Neighbourhood Plan Area by adding that portion of Block 7 south of Gower Point Road between Gower Point Road and the high water mark as shown on Schedule "1".
2	985-2	December 19 th , 2006	Addition of the Upper Gibsons Neighbourhood Plan.
3	985-3	May 15 th , 2007	Change designation of 724 Gibsons Way and 720 Gibsons Way.
4	985-4	September 2 nd , 2008	Amends "Single Lot" in Section 8.1 and "Typical Lots Size" and "Single Lot" in Table 14.2 of Upper Gibsons Neighbourhood and Strategic Servicing Plan and Development Permit Areas of Upper Gibsons Neighbourhood and Strategic Servicing Plan.
5	1148, 2011	August 5 th , 2011	Change designation of 518 Shaw Road.
6	1149, 2011	August 2 nd , 2011	Amend 14.0 Development Permits by addition of Section 14.8 "Temporary Use Permits".
7	985-7, 2011	March 6 th , 2012	Addition of Harbour Area Plan.
8	985-8, 2012	November 20 th , 2012	Addition of Gospel Rock Neighbourhood Plan, Revision to Development Permit Area No. 2.
9	985-9, 2012	February 5 th , 2013	Change designation of 963 Gibsons Way.
10	985-10, 2012	May 7 th , 2013	Change designation of 700 Payne Road.
11	985-11, 2012	May 7 th , 2013	Change designation of 924/926 Gibsons Way. Addition of Live/Work designation.

12	985-12, 2012	February 5 th , 2013	Removes suggested servicing standards that were incorporated into the Subdivision and Stormwater Management Bylaw No. 1175, 2012.
13	985-13, 2013	October 21 st , 2014	Change designation of 798 Park Road. Note: further changes were considered as part of 985-18, 2014.
14	985-17, 2014	April 5 th , 2016	Change designation of 1016 Seamount Way.
15	985-18, 2014	March 17 th , 2015	OCP update, addition of new policies, update and consolidation of existing policies.
16	985-19, 2015	October 6 th , 2015	Amends Part E Harbour Area Plan, Section 5 Plan Policies by replacing Policy 5.1.2. and adding explanatory map, and deleting Policy 5.1.5.
17	985-20, 2018	July 24 th , 2018	Change land use and Development Permit Area designation of 1000 Venture Way on Schedule "B" and Schedule "E".
18	985-21, 2018	July 24 th , 2018	Change Development Permit Area designation for Gospel Rock Neighbourhood Plan Area on Schedule "E", replace Schedule "E", amend Policy 3.4.4 - 3.4.7, 3.4.11 and 3.7 in Gospel Rock Neighbourhood Plan, and insert Section 16.11 Gospel Rock Village Development permit Area No. 10.

PART A: BACKGROUND TO THE SMART PLAN



1 INTRODUCTION

The Town of Gibsons' Official Community Plan (OCP) was adopted in 2005 (Bylaw 985, 2005) following a thorough review process, including consultation with residents and other stakeholders. The 2005 Plan replaced the previous Plan, adopted in 1993. Three neighbourhood plans were subsequently added: Upper Gibsons Neighbourhood Plan (2006); Harbour Area Plan (2012); and Gospel Rock Neighbourhood Plan (2012).

Since it has been almost a decade since the last thorough review of the OCP and given the socio-economic changes that have taken place and the issues facing Gibsons today, it was time to review the Town's OCP and prepare an update to the Plan that will provide a guide for Gibsons for the next five to ten years. There was also a need to consolidate some of the redundancies in the plan resulting from the introduction of the Neighbourhood Plans. This updated plan is built on the excellent foundation provided by the 2005 document and the Neighbourhood Plans.

1.1 Purpose of an Official Community Plan

The OCP (referred to simply as the Plan) is a long-range policy guide for land use planning. It is one of the most important documents adopted by Town Council. The intent of an OCP is to guide Council's decisions in relation to residential and commercial development, industrial activity, transportation infrastructure, and environmental considerations. An OCP also identifies where future development should occur, including utility servicing.

The purpose and content of an OCP is formally outlined in the Local Government Act of British Columbia, Chapter 323. Section 875(1) of the Act defines a community plan as:

“...a statement of objectives and policies to guide decisions on planning and land use management, within the area covered by the plan, respecting the purposes of local government.”

The Local Government Act also requires local governments to provide consultation, in addition to a public hearing, and outlines the adoption procedure for an OCP.

Once adopted as a bylaw, the Plan becomes “official”, and all future land use decisions made by Council must be consistent with the objectives and policies outlined in the Plan. It is important to note that an OCP is strictly a policy document. In order for an OCP to be effective, several tools are required to implement a Plan's policies and objectives. This includes the use of regulations or guidelines such as those contained in the zoning bylaw, development permits, capital expenditures planning, development cost charges and subdivision control. After adoption of the Plan, all bylaws enacted or works undertaken by a council, must be consistent with the Plan.

While it provides guidance and an amount of certainty for the community and investors, an OCP is not intended to be a static document. It is a living document and should respond to new, unanticipated conditions and circumstances. As such, following careful consideration by Council, policies and land use designations in an OCP may be revised through adoption of an amending bylaw following the provisions outlined within the Local Government Act including a public hearing. Community plans are typically reviewed at least once every 5 years to assess whether the goals and objectives and policy directions remain valid.

1.2 The Community Charter

On January 1, 2004, the Community Charter was adopted which replaced sections of the Local Government Act. The intent of the Community Charter is to replace the tradition of prescriptive legislation for municipalities in favour of enabling legislation that allows municipalities to be innovative in meeting the needs of their communities. In particular, the Community Charter addresses broad municipal powers, public participation and accountability, municipal bylaws and procedures, financial management and municipal revenue, bylaw enforcement and governmental relations. Despite this, the Local Government Act remains the primary legislation for certain municipal provisions not covered by the Community Charter, including land use planning.

1.3 The Planning Process

The consulting firm of Rob Barrs & Associates was retained in 2013 to assist the Town to review and update the OCP. For the “OCP Update” project. The goal was to consolidate the existing OCP and neighbourhood plans as well as adding policies for new topics such as greenhouse gas reduction, sea level rise and Gibsons Aquifer protection. In contrast to a full OCP renewal, the OCP Update project had a limited scope with short one year timeline.

An OCP Steering Committee made up of local residents, members of Town Council and planning staff, was appointed by Council to act as an advisory body to the consultant team. Each member of the Steering Committee represented various interest groups, stakeholders, or perspectives with the intention of recognizing the broad interests of the community of Gibsons.

Phase 1 started with a background review by staff and consultants Robert Barrs, Vince Verlaan and Joanna Clark. Also, the OCP Steering Committee provided feedback. At the public meeting on November 25, 2013, approximately 50 people attended to hear about the project and to identify topics of interest. After the meeting, 93 people provided input and comments by way of a survey that was posted online.

In phase 2 the consultation efforts included 2 Open Houses in March 2014, the use of 2 “Engagement Champions” who hit the streets to promote the project, and an on-line questionnaire. In total, 313 people provided input through this process: 158 people participated in Ethelo (on-line questionnaire), with a total of 1145 comments, staff received 26 paper discussion guides from 14 individuals and 129 people participated in 24 OCPizza night sessions. The results of the phase 2 engagement efforts exceeded expectations.

Phase 3 included an Open House on June 2, 2014 , attended by approximately 20 people. An online questionnaire saw a total of 74 respondents providing comments. The results show support for all categories of changes to the OCP. The strongest support was expressed for the natural environment and the commercial area changes. In the comments there was a lot of discussion about the character of the Harbour Area and view protection.

Later in the process, a number of external agencies were contacted to provide their input into the planning process. These agencies are largely government bodies with either interests in Gibsons or whose plans or actions may impact decisions made in the Town. These agencies included:

- *Department of Fisheries and Ocean*
- *Ministry of Transportation and Infrastructure*
- *Ministry of Environment*
- *Sunshine Coast Regional District*
- *Sunshine Coast School District No. 46*
- *District of Sechelt*
- *Squamish Nation*
- *Sechelt Nation*
- *Vancouver Coastal Health*

1.4 Planning Issues and Interests

Several issues, common themes and interests were identified throughout the planning process with the Steering Committee, Town staff and the public. In addition, a review of past documents commissioned by the Town, since adoption of the last OCP, has indicated similar themes and issues. The majority of OCP-related issues centre around the themes of protecting the natural environment, maintaining the small town atmosphere of Gibsons, enhancing the quality of life and working towards sustainability. These themes recognize the need to encourage local opportunities for employment, housing, and the community's social fabric and balance urban and economic growth with environmentally sound decision-making. These themes are supported by the principles of community sustainability and its three cornerstones: the natural environment, the economy, and the social well-being of the community.

1.5 Review of Key Policy Documents

Since 2005, Council has approved several OCP amendments and policy initiatives, in addition to commissioning studies and reports in order to update the Town's information base. Key plans and studies undertaken which have an impact on future planning in Gibsons include:

- *Upper Gibsons Neighbourhood Plan (2006)*
- *The Harbour Neighbourhood Plan (2012)*
- *Gospel Rock Neighbourhood Plan (2012)*
- *Age Friendly Planning (2013)*
- *Economic Development Strategy and Action Framework for Gibsons and the Sunshine Coast (2013)*
- *Community Energy and Emissions Plan (2013)*
- *Eelgrass Mapping (2013)*
- *Gibsons Aquifer Mapping Study (2013)*
- *Coastal Climate Change in Gibsons (2014)*
- *Town of Gibsons Parks Master Plan (2010)*

Other previous and/or regional plans and studies that are relevant for the OCP include:

- *Town of Gibsons Official Community Plan Reconnaissance Study of Geotechnical Hazards and Biophysical Environment (Thurber Engineering, 1991)*
- *The Trail and Bicycle Network Master Plan (2001)*
- *One Coast, Together in Nature, Culture and Community – A Regional Sustainability Plan for the Sunshine Coast (2012)*
- *Community Resource Centre's "Progress Plan" (2013)*

These studies, as well as updated information from other sources have been incorporated into the OCP, as appropriate.

1.6 Focus and Organization of the Smart Plan

The Plan for the Town of Gibsons contained in this document is not a significant departure from the policy direction established in the 2005 Plan. The relevance of the current Plan is based on a review of the 2005 Plan, together with input from the OCP Steering Committee and residents at the Public Open House which suggested that the Smart Plan philosophy and many of the specific land use policies contained in the 2005 Plan remain relevant today. For example, this Plan, like the 2005 Plan, maintains the importance of:

- *Smart Growth principles as the foundation for land use planning and development.*
- *The neighbourhood as a basis of the community.*
- *Gibsons Landing and Upper Gibsons as the focal points for commerce.*
- *On-going efforts to revitalize Upper Gibsons and create a more welcoming entrance to the Town and a more pedestrian-friendly environment.*
- *Protecting and enhancing the natural environment.*
- *Maintaining the small town atmosphere while allowing for sustainable forms of development.*

This Plan includes the following changes and additions:

- *An emphasis on growth management to achieve fiscal, community and environmental objectives.*
- *Addition of policies and goals regarding Green House Gas reduction and climate change.*
- *Greater emphasis on sustainable forms of economic development.*
- *Simplified land use designations and encouragement of more mixed use buildings.*
- *Greater emphasis on form & character development guidelines to create the type of development that Gibsons wants.*
- *The use of development permit areas to prevent negative impacts on the aquifer and environmentally sensitive areas.*
- *Greater emphasis on creating a high quality pedestrian environment.*
- *Follow up on recent social planning studies such as the Age-Friendly Planning project and the Community Resource Centre's Progress Plan, promoting health and community equity.*

The Official Community Plan consists of six main parts, which include:

Part A: *Introduction to a Smart Plan*

- *defines an OCP*
- *outlines the planning process*
- *sets out the philosophy of growth management for the Town*

Part B: *Policies of a Smart Plan*

- *comprises the main policy section of the Plan*
- *introduces and outlines the various land use designations*
- *outlines the objectives and guidelines of Development Permit Areas*
- *considers the planning tools required to implement the policies of the Plan*
- *summarizes future studies*

Part C: *Implementing a Smart Plan*

- *Describes specific tools for implementing the Plan Policies including all Development Permit Areas and Guidelines and Temporary Use Permits.*

Part D: *Upper Gibsons Neighbourhood Plan*

- *Outlines specific goals, objectives and policies for the Upper Gibsons Planning Area incorporated into the OCP in 2006.*

Part E: *Harbour Area Plan*

- *Outlines specific goals, objectives and policies for the Harbour Area incorporated into the OCP in 2012.*

Part F: *Gospel Rock Neighbourhood Plan*

- *Outlines specific goals, objectives and policies for the Gospel Rock Neighbourhood Area incorporated into the OCP in 2012.*

Many of the background sections and policies include illustrative maps and diagrams. These are intended to form explanatory guides and supplementary direction. The land use designations are shown on Schedule B – Land Use Plan.

2 THE COMMUNITY OF GIBSONS

Incorporated in 1929, the Town of Gibsons has a total area of 507 hectares (ha), which is small in size when compared to most other municipalities within British Columbia. This stresses the need to carefully plan for a limited land base. The community of Gibsons is bound by Howe Sound and Shoal Channel, which feeds into the Strait of Georgia, to the south and east, and lies at the foot of Mount Elphinstone, part of the Coast Mountain Range. The Town of Gibsons, which is part of the Sunshine Coast Regional District, is situated 25 kilometres west of Vancouver and 23 kilometres southeast of Sechelt (Map 1).

2.1 History of Gibsons

The earliest records of settlement indicate that there was First Nations habitation along the Sunshine Coast. These fishing villages were used for food gathering and as a meeting place. Coastal Indians traditionally lived in communal lodges with some lodges holding several related families.

In 1886, George Gibson, who was a new resident of Vancouver, was one of the first Europeans to settle in the region. George Gibson and his family soon encouraged others to settle in this heavily wooded area known as Gibson's Landing. The Gibson family was instrumental in the development of the community. Shortly after their arrival, the family began producing vegetables, building roads, and even started a postal service. In order to access the lucrative Vancouver market, George Gibson built a dock for passengers and general freight ships to travel. By 1946, the first ferry service was established to run across Howe Sound.

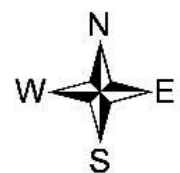
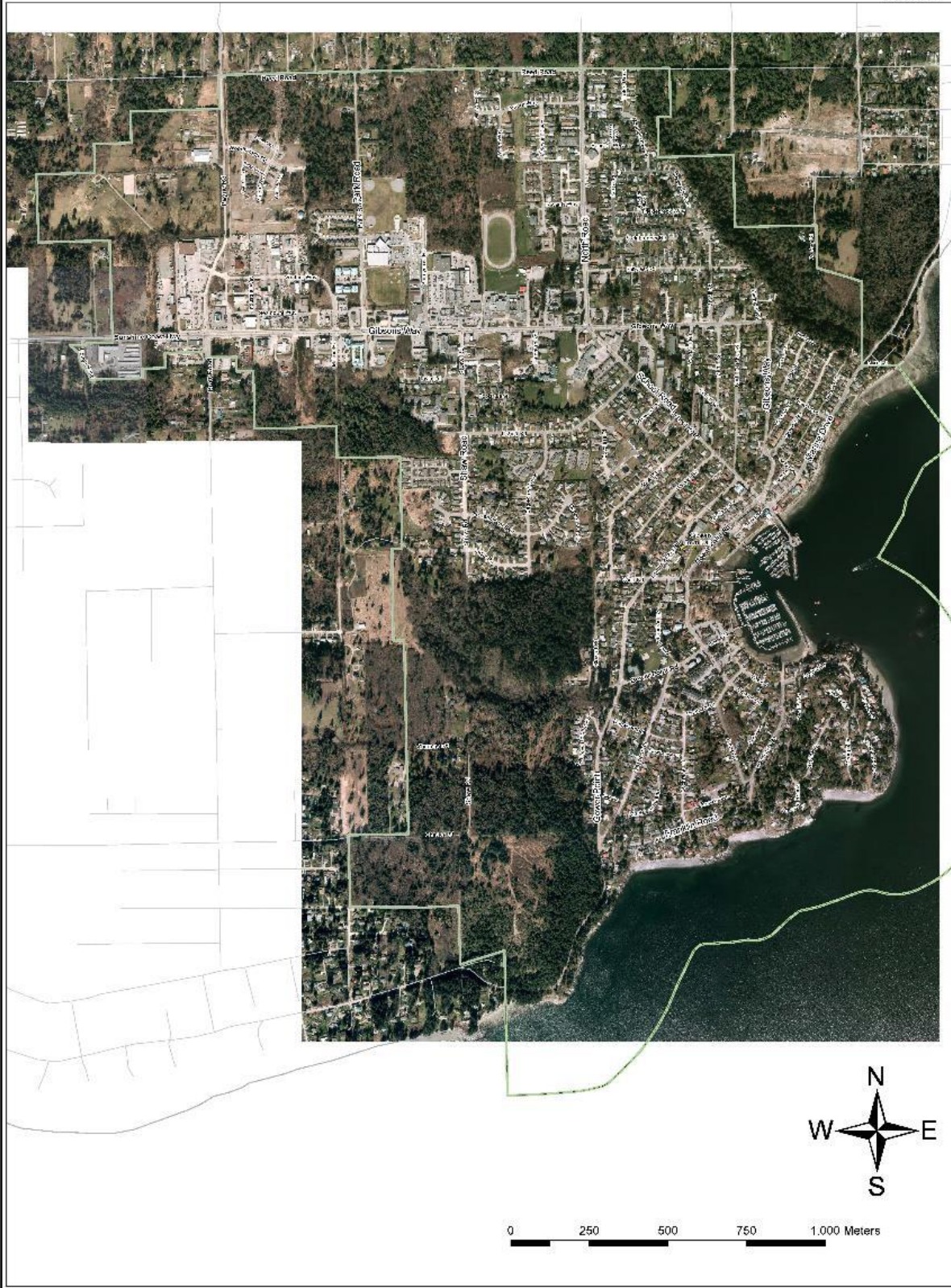
The area known as Gibsons Landing is the original harbour front and commercial core. Subdivision of shore land from 1910 onward led to development clustered north and south of the Government wharf, along Marine Drive and Gower Point Road, and up the adjacent hillside. The commercial development in Upper Gibsons began in the 1950s largely due to the temporary economic stagnation of the Gibsons Landing area. The area is being dramatically reversed by the development of the Gibsons Marina and by the Town's ongoing program of revitalization, ensuring that Gibsons Landing will continue to be the magnet for local tourism.

The community of Gibsons traditionally relied on fishing and forestry. Early logging also opened up land for agricultural uses. The population of Gibsons began to rise, which led to an increase in the demand for professional services. In recent times, the economic profile of Gibsons has changed as tourism, real estate and manufacturing have played a more prominent role. There are also significant arts and culture and retirement communities in Gibsons, drawn by the Town's natural beauty and lifestyle.



Map 1 - Planning Area

STD00035
Aug 2014



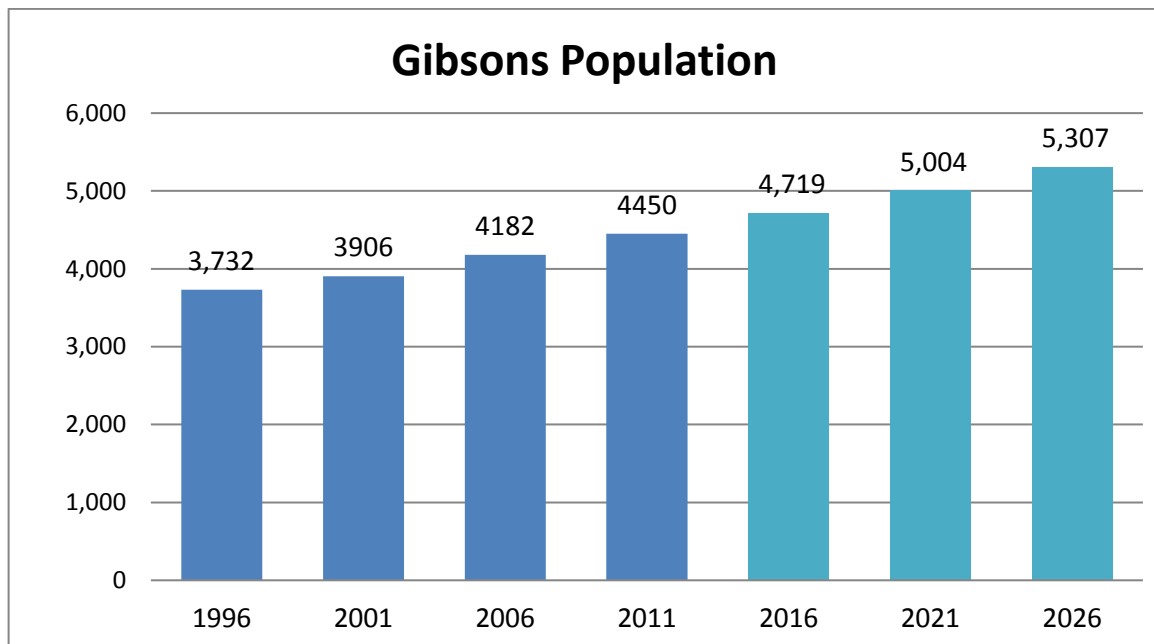
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2.2 Growth Projections and Trends

The population of Gibsons has increased steadily over the past century. Growth was particularly high between 1986 and 1996, as the population increased by almost 40% (2,675 to 3,732 residents). This was largely due to an influx of families who wished to experience a lifestyle more conducive to raising children, despite the fact that working-aged adults were largely commuting to the Lower Mainland. In addition, the senior population has been attracted to the lifestyle choices on the Sunshine Coast. Since 1996, growth has slowed down to approximately 1.2% per year on average. According to the latest census-count in 2011, the population of the Town of Gibsons was 4,450, up from 4,182 in 2006 and from 3,906 in 2001.

Data Source: *Statistics Canada (1996 to 2011) Projections (2016 to 2026): BC Stats and Rob Barrs & Associates*

Figure 2-1 displays the observed population of the Town between 1981 and 2011, and indicates a projected population growth of 1.2% based on the historical trend since 1996 (1.4%) and regional growth projections by BC Stats to 2025 (1.1%). Actual growth is difficult to predict and will fluctuate largely in response to macro-economic conditions.



Data Source: *Statistics Canada (1996 to 2011) Projections (2016 to 2026): BC Stats and Rob Barrs & Associates*

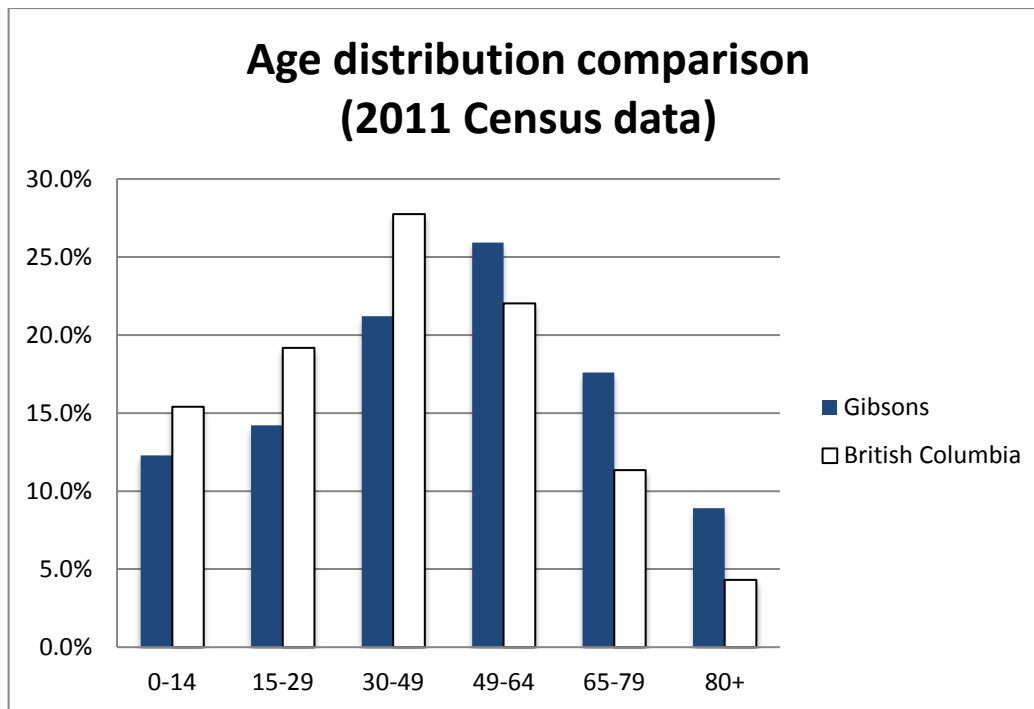
Figure 2-1: Observed and Future Population Counts

In addition to general population growth trends, the proportion of various age groups can be analyzed (Figure 2-2). Gibsons currently has a larger population of older residents than BC as a whole (Figure 2-2) and like BC, Gibsons' population is aging. However, interestingly in the last census period (2006 to 2011) Gibsons' population grew faster in the younger age cohorts (15 to 34 year olds) than the BC average. Key observations and trends in the last ten years include:

- *More than 1 in 4 Gibsons residents are 65 years or older. For the Province as a whole it is expected that the provincial population will not reach this ratio until 2038. As the graph below (Figure 2-2) shows, the population of Gibsons shows an over-representation of people older than 49 and an under-representation for younger people, relative to the population of British Columbia as a whole.*

- The 45 to 64 age group increased from 29% of the total population in 2001 to 33% by 2011 and the 65+ age group increased from 21% to 26% in the same period. That is a substantial increase compared to other age cohorts, and this will have an impact on housing type demand, social services, health care, and general retail trends in the local area.
- While the 20-34 age group has remained at 13% of the population, those 35 to 44 of age have dropped from 15% in 2001, to 9% in 2011, suggesting a need to attract seasoned professionals and entrepreneurs to the Town.
- The 0-19 age cohort also declined from 23% to 18% of the total population. If this trend continues it will result in declining school enrolments.

The under-representation of people below the age of 45 is a key point of concern for the community because most people feel a diverse and vibrant community needs residents of all ages.



Data Source: Statistics Canada, 2011 Census

Figure 2-2: Age Distribution Gibsons and BC Compared, 2011

2.3 Economic Overview

Gibsons was founded as a fishing and forestry community. While these two industries continue to play a diminished role in the economic profile of Gibsons, trends in tourism, real estate and business and professional services have significantly altered the economic landscape of the community.

Gibsons, like many BC towns, is in the process of transitioning from a resource-based economy to a service based economy although Howe Sound Pulp & Paper Mill (located north of Gibsons in the SCRD) remains a major employer for Gibsons' residents. One of the challenges for recognizing new economic activity is that much of it is no longer visible. What people see primarily are the business-to-consumer activities of construction, retail, and tourism. Retail, in particular, is highly visible and when a particular business fails, everyone is aware of it. The bulk of economic activity (approximately 80%), however, is business-to-business,

occurring outside of the perceptions of most residents. Of this business and professional services are a very dynamic and growing section (see Table 2-1 below).

The four industries employing the most people in 2001 were manufacturing, retail trade, accommodation, and food and beverage. The 2011 census data indicates that this is no longer the case.

Table 2-1 provides data on Gibsons' population, employment structure, and the contribution of leading economic sectors.

Population data:

	2011	Change: 2001 to 2011
Population	4,450	+ 13.9%
Adults with no high school diploma	15.8%	- 22.5%
Adults with postsecondary degrees	62.1%	+ 10.5%
Residents over 65 years old	26.2%	+ 40.1%

Employment data:

	2011	Change: 2001 to 2011
Labour force	2,080	+ 16.9%
Unemployment rate	4.8%	- 46.1%
Self-employed	21.6%	+ 7.2%
Jobs in production	11.5%	- 36.0%
Jobs in tourism	6.5%	- 15.6%
Jobs in retail sales	10.8%	+ 15.4%
Jobs in construction	6.7%	+ 33.3%
Jobs in business/professional services	11.5%	+128.6%

Contribution of leading economic sectors (2011 estimates):

Sector	% of Economic Activity	% of Jobs
Business & professional services	20.0%	11.5%
Construction	11.7%	6.7%
Retail	9.8%	10.8%
Tourism	4.4%	6.5%
Arts and culture	3.2%	2.6%

Source: BC Stats and Statistics Canada, 2011; compiled by Service-Growth Consultants Inc.

Table 2-1: Education, Employment and Economic Sectors (2011)

The period from 2001 to 2011 showed significant improvements in economic conditions as well as some major changes in the local economy. Gibsons has a better educated population than 10 years ago, with over 60% of adults having post-secondary degrees. The unemployment rate dropped to 4.6%.

While jobs in production (manufacturing, agriculture, resources etc.) and tourism declined, self-employment and jobs in retail sales and construction increased. Remarkably, employment in the business and professional services sector increased 128% over the period and now represents 20% of all economic activity and 11.5% of jobs in the Town.

While these statistics tell an interesting tale of economic change, they do not reveal the fact that many Gibsons residents work in the Lower Mainland and commute on a regular basis, most via the BC Ferry Service from Langdale to Horseshoe Bay¹. Both commuters and business owners needing to meet with mainland customers or deliver/receive goods are affected by the unreliability and rising fares of BC Ferries.

Another untold story of these statistics is the increase of temporary foreign workers in the community especially as a result of the Temporary Foreign Worker Program. These low-wage workers are generally hired to fill jobs in the service industry, and need low-cost accommodation.

The Town acts as a retail centre for the regional population of the Sunshine Coast. The increase in the retail industry has had a dramatic impact on Upper Gibsons where a number of commercial franchises have located over the past ten years. Tourism is also a significant contributor to the local economy, but its contribution to the economy has declined in recent years. There is a significant and growing number of self-employed, operating home based businesses, as well as those that commute regularly to Vancouver for employment.

Commercial development is separated into two main commercial areas: Upper Gibsons and Gibsons Landing. Although School Road connects Upper Gibsons and Gibsons Landing, a significant slope separates them, thus giving each area a distinct focus and flavour. Upper Gibsons has a number of shopping malls, restaurants, services and a light industrial area, and largely serves local and regional residents. Gibsons Landing, on the other hand, is characterized as a quaint fishing village with bakeries, cafes, and shops that surround a bustling fishing wharf.

2.4 The Social Environment

The people of Gibsons are actively involved in their community through a number of organizations and interest groups. There is a wide variety of festivals and events throughout the year, including the Sea Cavalcade festival, annual Fall Fair, Maritime Weekend, and the Gibsons Landing Sunday Market, to name a few. Gibsons is also home to a theatre for the performing arts. With respect to recreational opportunities, there are a number of trails and parks throughout the community, in addition to an Aquatic Centre, Curling Rink and a recently completed Community Centre that includes an ice rink and a youth centre. The natural setting and mild year round climate provide plenty of outdoor activities for people of all ages.

There are a variety of community facilities, including a firehall, RCMP station, ambulance hall, a library, Christenson Village Residential Care facility, and medical clinics. With respect to educational facilities, there is a pre-school, an elementary school, a secondary school, and an alternate program school. Many of these facilities serve the greater Gibsons community.

¹ Stats Canada National Household Survey does not reveal the number of residents commuting outside of their community. However, Chamber of Commerce, Executive Director, Donna McMahon, says that based on a 1996 survey, and the federal government's National Household Survey from 2011, anywhere from 10 to 12 percent of Gibsons area residents are ferry commuters.

2.5 The Regional Setting

The growth rates and future development in the adjacent electoral areas of the Sunshine Coast Regional District have a significant impact on the demand for housing, commercial lands, and for community uses such as schools, libraries, recreation and other services. Table 2–2 indicates the population of Gibsons and its surrounding Electoral Areas for 1991 and 2001. Together, the two electoral areas and the Town comprise a sub-regional population or market area that is getting close to 10,000 residents.

Area	1991	2001	2011	% change (2001 to 2011)
Town of Gibsons	3,140	3,906	4,450	13.9%
Electoral Area E – Elphinstone	3,007	3,311	3,550	7.2%
Electoral Area F – West Howe Sound	1,383	1,971	1,875	4.8%
Sunshine Coast Regional District	20,785	25,599	28,070	9.7%

Source: Statistics Canada Census 1991 to 2011

Table 2-2: Population Growth for the Town of Gibsons and Surrounding Electoral Areas

3 SMART PLAN GOALS & PHILOSOPHY

A community plan is defined by the community it serves. The focus of this document is provided through examining the physical, social and economic environment of the Town of Gibsons together with the goals of the community, ultimately resulting in a policy document that guides Gibsons' future. There was a strong desire from the community to have a plan that encourages a kinder and gentler way to grow, that minimizes impact on the natural environment, and encourages alternative, smarter infrastructure and design rather than assuming status quo standards. The Gibsons community recognizes there are natural limits to growth such as a land base and water supply that may require limitations on growth at some time in the future. In short, growth for growth's sake is not part of the Gibsons way. Rather, Gibsons will support and encourage forms of growth that demonstrates an overall benefit to the community at large, ultimately making Gibsons and the Sunshine Coast a better place. Three comments from members of the public sum up this community sentiment well.

"Deeply honour and preserve the natural world that makes this place what it is, preserve its seaside village character, attract / stimulate a diversity of businesses that bring in revenues from off Coast, protect the aquifer, and support the arts."

"Planning for sustainable community economic development is key. Attracting new residents and work is important, but ensuring it's done in a sustainable way is absolutely vital if we want to avoid the boom and bust economy present in so many BC communities."

"Economic opportunities must never become socially and environmentally irresponsible. There has to be balance and a vision for the generations to come, not simple satisfaction of short term profit."

3.1 What is Smart Growth?

Throughout North America, it has been argued that urban sprawl has contributed to the over consumption of agricultural land, rising pollution and congestion problems, increasing costs of public services and amenities, and in some cases, weakening the economic and social vitality of town centres. Due to these negative effects of urban sprawl, many communities have adopted Smart Growth Policies that adhere to the principles of sustainability in order to manage growth.

Smart Growth can be defined as "...land use and development practices that enhance the quality of life in communities, preserve the natural environment, and save money over time" (SmartGrowth BC). It employs strategies that reduce the impact of urban growth on the natural environment, the comprehensive use of alternative development standards and the integration of infrastructure that is compatible with ecological and natural drainage systems. The overall goal is to create more livable communities that increase the quality of life for everyone. Smart Growth incorporates and integrates the three pillars of sustainability:

- *Environmental Sustainability: natural capital assets and environmental protection*
- *Social Sustainability: social justice and equity*
- *Economic Sustainability: economic stability and efficiency*

Sustainable Development, as coined by the Brundtland Report, can be defined as "...development that meets the needs of the present without compromising the ability of future generations to meet their own needs"

(WCED, 1987). Sustainable Development considers the means to a desirable end, and can be characterized as future-oriented. Since the Brundtland Report, Sustainable Development, as a policy instrument, has migrated globally to the local level. This has prompted the need to define Sustainable Development in the context of the community.

The Smart Growth movement is a way of defining sustainability at the local level. Smart Growth aims to promote the linkages between the three pillars of sustainability and attempts to find a balance. There are a number of common principles to Smart Growth that are local in nature, which can be applied to Gibsons, including:

- *creating a range of housing opportunities and choices*
- *creating walkable neighbourhoods*
- *encouraging community and stakeholder collaboration*
- *fostering distinctive, attractive places with a strong sense of place*
- *making development decisions predictable, fair and cost effective mixing land uses*
- *preserving open space, farmland, and critical environmental areas*
- *providing a variety of transportation choices*
- *strengthening and directing development towards existing communities*
- *taking advantage of compact building design*

Using these Smart Growth principles and the overall philosophy of sustainable development, the policies of the Plan will ensure that:

- *the long-term integrity of the local ecosystem is protected through practices that minimize damage to the natural environment*
- *the community of Gibsons is a safe, healthy and viable setting for human interaction, education, recreation, and cultural development*
- *the production and distribution of wealth is done in a manner that provides access to the goods and services necessary for a good quality of life for both present and future generations*

3.2 Goals of the Smart Plan for Gibsons

The overall philosophy of sustainable development and the principles of Smart Growth can be used to define specific goals and objectives for the Town of Gibsons. The community has been involved in a number of visioning exercises, including the Gibsons – Naturally strategic plan exercise (2001). The Gibsons – Naturally report established a vision statement that focused on retaining the natural attractiveness and creating safe and welcoming neighbourhoods. Not all of the goals within the report apply to an OCP, but it provides a foundation to some of the goals and objectives in this Plan.

As a result of the community and stakeholder input in Phase 1 of the process a number of goals were developed by the consultants and tested and refined in Phase 2. The resulting list of goals are included below. More specific objectives are provided within each policy chapter. These goals are all considered to be important and, therefore, the Town must attempt to create balanced decisions and investment that try to address all of the goals. It is acknowledged that this is no easy task but it is the essence of sustainability and an integrated approach to planning.

Smart Plan Goals

Environmental Sustainability

- *Preserve the natural assets, natural beauty and the environmentally sensitive areas of the Town.*
- *Reduce our greenhouse gas emissions and adapt to the impacts of climate change.*
- *Preserve and protect the environmental integrity and natural beauty of the foreshore and harbour and the pristine quality of our waters.*

Social Sustainability

- *Be an accessible, inclusive and welcoming community that provides citizens with high-quality recreational, cultural, educational, and public participation opportunities.*
- *Preserve Gibsons' small town character and livability while allowing for moderate growth and change.*
- *Foster an active, engaged and healthy community with opportunities for residents of all ages, abilities and income levels.*

Economic Sustainability

- *Support a diverse, flexible and vibrant economy that supports entrepreneurship and the growth of local jobs.*
- *Encourage forms of economic development that support livability, and generate wealth within the local community.*
- *Discourage speculation and forms of economic development that undermine the Town's livability and natural environment.*
- *Ensure the Town is fiscally secure.*

PART B: POLICIES

4 GROWTH MANAGEMENT

Objectives

- *Manage growth patterns to achieve a balance of environmental, social and economic goals as outlined in this Plan.*
- *Maintain Gibsons as a compact, complete community.*
- *Manage growth so as to use land and infrastructure efficiently.*
- *Work with others to manage growth effectively within the Sunshine Coast region.*

4.1 Growth and Sustainability

Managing growth (i.e. the location and patterns of new land use, development and infrastructure) is fundamental to the Smart Growth philosophy and the vision and goals of this Plan. The location of density of new development impacts livability, walkability, transit viability and frequency, the environment, viewscales, and the capital and operating costs of infrastructure.

Like many communities across Canada, Gibsons is struggling to balance the community's desire for investments and improvements in infrastructure and amenities with the desire to keep taxes reasonable. This demands careful attention to asset management and managing municipal finances in a sustainable manner. The OCP can play an important role, not only in shaping land use and development patterns that dictate future infrastructure costs, but also by raising these issues in the public discourse.

At the moment, similar to most Canadian municipalities, investments in infrastructure are not keeping up with replacement, maintenance and renewal of these infrastructure assets, generating what is termed the "infrastructure gap" (a gap between the spending needed to maintain the assets and the spending we can afford). Each year that we do not invest adequately in maintenance, renewal and replacement, the gap widens further. This raises the question of how future development can avoid increasing this gap or help decrease it.

As outlined in Section 2, the population of Gibsons has grown at a rate of just over 1% per annum in recent years. Population growth will have a direct impact on the number of housing units required. As of 2011, there were approximately 2,015 dwelling units within the Town, with an average of 2.1 people per household. Between 2006 and 2012, building permit information indicated there was an average of 20 new homes constructed per year. At an average annual growth rate of 1.2%, the population is expected to grow to 5,300 by 2025, an additional 850 people, requiring approximately 400 additional dwelling units.

Neighbourhood plans for two new neighbourhoods (Upper Gibsons and Gospel Rock) have been completed in recent years as well as a plan for the Harbour Area. Recent analysis of capacity in these neighbourhoods indicates more than enough capacity to accommodate expected growth over the next ten years (see Table 4-1). In addition, there is capacity available in other areas of the Town in the form of infill housing.

Area	Capacity (2014) approx.
Harbour Area Plan	700 dwellings
Upper Gibsons Neighbourhood Plan	915 dwellings
Gospel Rock Neighbourhood Plan	1096 dwellings
Other areas	unknown

Source: Town of Gibsons

Table 4-1: Capacity for New Residential Dwellings

Policies

- 4.1.1 Gibsons will remain a compact, complete community by focusing growth within its existing municipal boundaries.
- 4.1.2 Ensure development of new areas in the Town takes place in a sequence that supports long term financial sustainability and greenhouse gas reduction goals.
- 4.1.3 The Development Cost Charges program (the fees charged by the municipality to cover infrastructure costs when a developer or homeowner develops a new building) should be updated to align with the Town's growth management strategy.
- 4.1.4 The Town will explore the use of financial incentives (such as lower fees and development cost charges) to encourage "infill development"² that can tap into existing infrastructure capacity.
- 4.1.5 The Town will endeavour to ensure that new development helps reduce, not increase, the infrastructure gap, for example by considering the life cycle cost of new infrastructure.
- 4.1.6 Develop a maintenance and renewal plan for Town infrastructure, in consultation with the community with regards to priorities and financial implications.

4.2 Neighbourhood Plan Areas

Areas within the Neighbourhood Plan Area Designation have had Neighbourhood Plans prepared and are subject to Neighbourhood Plan policies in addition to the policies of this OCP.

Policies

- 4.2.1 Re-zonings within Neighbourhood Plan Areas shall be consistent with the Land Use Plan designations shown in Schedule B, Table 5-1, and with the Policies contained within each Neighbourhood Plan.
- 4.2.2 Development applications within the Upper Gibsons Neighbourhood Plan Area and Harbour Plan Area will be prioritized for short to medium term development, with the Gospel Rock Neighbourhood Area contemplated to accommodate medium to long term development.
- 4.2.3 Where discrepancies exist between general town wide policies and neighbourhood specific policies, the neighbourhood policies take precedence.

²Infill development means new development that occurs within areas that are already built up and serviced with infrastructure. Infill can occur in the form of splitting large lots into smaller lots, adding garden suites to existing lots, and replacing single family dwellings with higher density dwellings.

4.3 Managing Growth in a Regional Context

Smart Growth (the central philosophy of this Plan as described in section 3) means managing growth effectively within Town boundaries but also working with adjacent local governments to manage patterns of growth within the whole region (i.e. the Sunshine Coast).

Policies

- 4.3.1 Work with the Sunshine Coast Regional District, for example on the basis of a fringe area agreement, to ensure that growth adjacent to the municipal boundaries is managed in a consistent manner. Such agreement could address issues such as protection of the Gibsons Aquifer, Pratt Road changes, access routes to and from Gospel Rock and integration of pathway connections between the Town and SCRD areas.
- 4.3.2 Encourage the Sunshine Coast Regional District to forward development applications for comment for properties within a reasonable distance from the municipal boundaries. The Town may forward development applications to the SCRD for properties close to or adjacent to its boundaries in order to promote complimentary growth while ensuring preservation of farmland along the boundary.
- 4.3.3 When considering the provision of infrastructure services to lands in adjacent communities, consider the desirability of such development from a growth management and sustainability perspective.

5 LAND USE DESIGNATIONS

The OCP establishes a broad strategic framework for the physical development of the Town. As part of this Plan, the Town of Gibsons has been divided into several land use designations, as defined in Schedule B: Land Use Plan. These designations guide what kind of new land uses the Town can approve. For example, if a piece of land is designated for “Single-Detached Residential” then the Town could not approve a rezoning that allowed commercial development unless Schedule B was first amended to allow this use in this location. Policies in several sections of this OCP, complement the land use designations in the Plan.

However, the OCP is not a zoning bylaw. Land use designations are used to provide a guide to the type of future land use that would be desired in such a location. Zoning is used to establish a more detailed regulatory framework that can include building height, setbacks, and parking standards.

Policies

- 5.1 Changes in land uses in the Town of Gibsons shall only be approved in accordance with Schedule B: Land Use Plan and the designations described in Table 5-1.

**Official Community Plan
Schedule B - Land Use Plan**

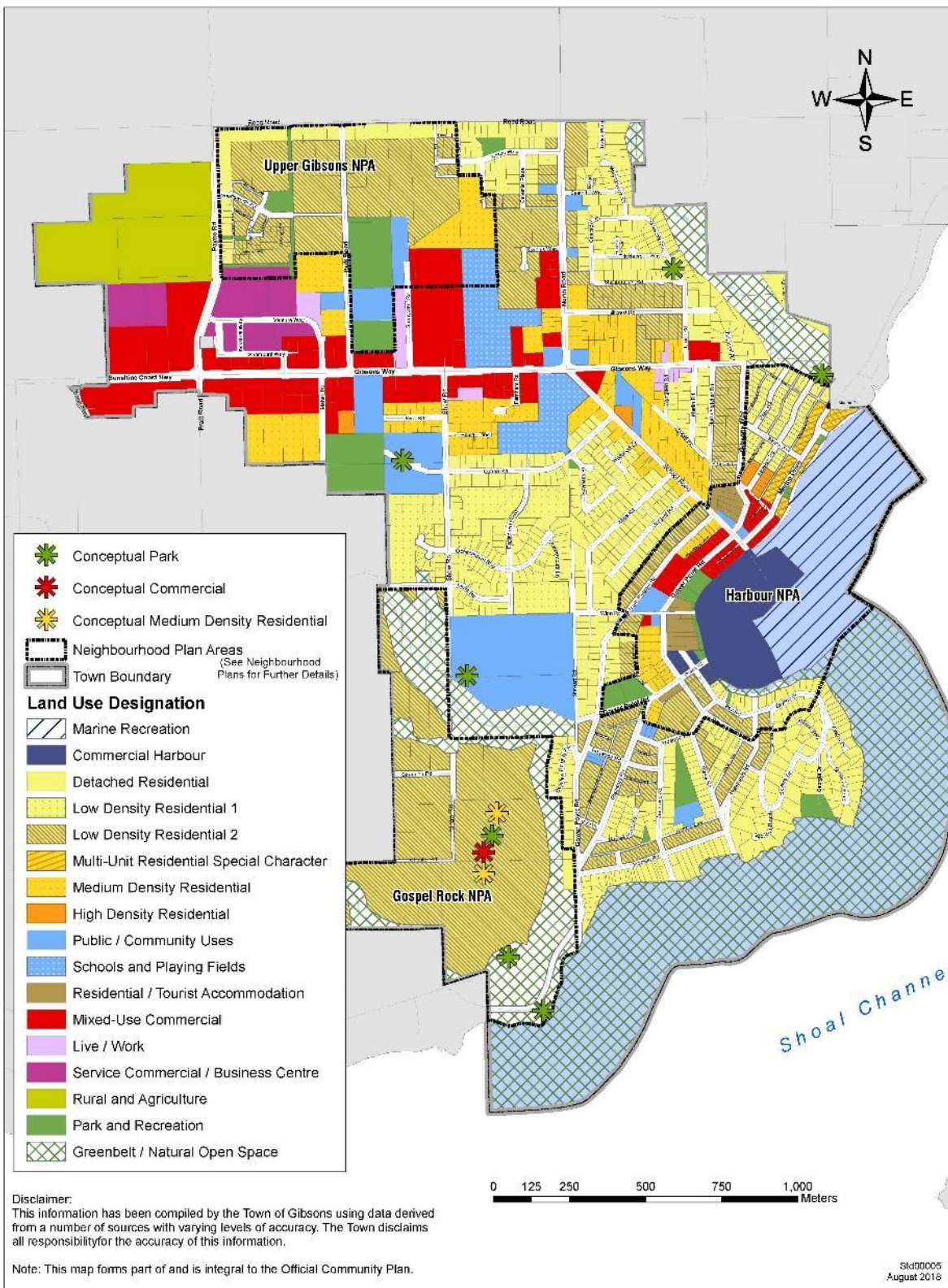


Table 5-1: Land Use Designations

Land Use Designation	Description and Intent
Detached Residential	To permit single-detached dwellings, and duplex housing with a maximum floor space ratio (FSR) of 0.5 (generally 15 to 20 units per hectare).
Low Density Residential 1	To permit small lot single-detached dwellings, duplexes, cluster housing, or multi-unit housing in a single-detached building form with a FSR of 0.6 to a maximum FSR of 0.75 (generally 20 to 25 units per hectare).
Low Density Residential 2	To permit small lot single-detached dwellings, duplexes, cluster housing, townhouses, and multi-unit housing in a single-detached building form with a FSR of 0.75 to a maximum FSR of 0.9 (generally 25 to 40 units per hectare).
Multi-unit Residential Special Character	To permit single detached dwellings and multiple unit residential in a single-detached building form with a FSR of 0.5 to a maximum FSR of 0.75 (generally 20 to 25 uph for single-detached, and 25 to 40 uph for multiple unit residential). On the south-east side of Marine Drive between Beach Avenue and Jacks Lane, the residential use may be combined with compatible marine related uses.
Medium Density Residential	To permit townhouses, stacked townhouses and 2 to 4 storey apartments with a FSR of 0.7 to a maximum of 1.2 (generally between 40-75 units per hectare).
High Density Residential	To permit multi-unit residential buildings (apartments and condominiums) greater than 3 storeys with a FSR of 1.2 to a maximum FSR of 1.4 (generally 60-110 uph).
Live / Work	To allow mixed use development of small sized business units which incorporate living quarters for proprietors. The designation allows a residential use mixed with commercial or light industrial uses, provided the commercial and industrial uses are compatible with the residential uses on site and in adjacent areas. (floor space ratio of 0.7 to a maximum FSR of 1.0).
Mixed Use - Commercial	To allow for a wide range of retail and office use, restaurants, and visitor accommodations in a pedestrian oriented environment, and to allow residential uses as a secondary use, above or under a commercial use at ground level.
Service Commercial / Business Centre	To encourage a mix of service commercial and service industrial activities, including such uses as distribution and warehouse uses, light industrial and manufacturing, automotive products and services, gas stations, and large-site retail uses (such as building supplies and offices associated with these uses).
Commercial Harbour	To support a wide range of marine uses including recreational, visitor-oriented activities such as marinas and associated upland uses, boat sales, charters and marine fuel sales, as well as marine industrial/transportation uses. All uses need to be environmentally benign and compatible with surrounding land uses.
Marine Recreation	To permit moorage buoys for the use of pleasure craft and seasonal swimming floats.
Public / Community Uses	To provide for uses and services to the community at large, including schools, places of assembly, recreation facilities, government offices, public care facilities, and utility services. This includes museums and botanical gardens.

Land Use Designation	Description and Intent
Residential / Tourist Accommodation	Areas designated “Residential / Tourist Accommodation” were established to permit high density residential development as described above in this table, or Tourist Accommodation such as a hotel or inn together with meeting and/or food and beverage facilities customarily associated with such uses, or some combination of these uses.
Rural and agricultural	To permit a range of agricultural activities in a rural environment, subject to the Agricultural Land Commission Act.
Park and Recreation	To protect areas of outdoor recreational significance, and to allow outdoor recreation activities.
Greenbelt / Natural Open Space	To restrict intensive development and to minimize detrimental impacts on land and water in these areas.

Note: Floor Space Ratio (FSR) is the ratio of the total floor area of buildings to the area of the site or lot upon which the buildings is proposed to be located. In Table 5-1, floor space ratio limits apply to the net surface area for individual properties, exclusive of areas that would be dedicated for roads, parks, etc.

6 THE NATURAL ENVIRONMENT

Objectives

- *Protect the quality of the natural environment, including the presence of valued wildlife and green space in the Town's wooded and natural areas.*
- *Protect the Gibsons Aquifer, as a source of high quality drinking water for the Town.*
- *Maintain and improve the natural features of the Town of Gibsons, by both identifying and preserving the natural amenities which play a significant role in the definition of the Town's "sense of place".*
- *Ensure future development is compatible with the physical characteristics of the site and surrounding area and the overall carrying capacity of the Town.*
- *Minimize risks to life and property from natural hazards and disasters such as floods, erosion and slides.*
- *Improve the local air and water quality.*
- *Maintain public access to natural areas, the shoreline, and the characteristic viewsapes of the Town.*

6.1 Geotechnical Hazards

There are a number of areas with challenging terrain within the Town of Gibsons. This includes the comparatively steep slopes from the lowland to the plateau, the bedrock hills south of the Town (including the bluff and Gospel Rock), and the steep ravines of Gibsons and Charman Creek. In order to reduce the risk to life and property from geotechnical hazards, a number of measures are required. The study conducted by Thurber Engineering Ltd. (1991) identified hazardous areas and these are represented in Development Permit Area 1 (DPA1).

Policies

- 6.1.1 Require that geotechnical risks are identified and addressed at time of new development in accordance with DPA1.
- 6.1.2 Consider updating the identification of geotechnical hazard areas while taking into consideration climate change and sea level rise.

6.2 Environmental Protection

The spectacular natural setting is one of Gibsons' greatest assets, which includes miles of ocean shoreline, several fish bearing streams, forested areas, steep hillsides and magnificent viewsapes. Public consultation during the planning process reconfirmed that there is a strong desire by the community to not only preserve and protect these assets, but to sustain and improve the natural environment over time. As a means of environmental protection, it is equally important to emphasize the efficient use of urban land and alternative modes of transportation such as walking and cycling. These are described in other chapters. Public comments noted the importance of clean air, the aquifer and clean water, wildlife (including at-risk species) and wildlife habitats and corridors, waterfront and foreshore areas, as well as the natural beauty and views.

Natural assets play an important role in providing services to the community and these often go unseen. The riparian areas, wetlands, aquifer and forested areas of the community are the unsung heroes. Sometimes referred to as "green infrastructure," these assets play an important role in stormwater management and climate adaptation. In doing so, these assets can significantly reduce the cost of infrastructure investment and

maintenance and, therefore, make an important contribution to the fiscal health of the Town.

A study by Thurber Engineering Ltd. (1991) identified areas that are environmentally sensitive. These areas are largely contained in the Greenbelt land use designation (see Schedule B) and/or Development Permit Area 2 (DPA2). The Greenbelt designation limits most types of land alterations whereas DPA2 provides guidelines to ensure that future development is sensitive to the environment. For areas that require a Development Permit, the Town can specify the exact siting of buildings or require that certain areas remain in their natural state. Schedule D indicates areas that are subject to DPA2, and the respective guidelines can be found in Section 16. Other ways to protect the natural environment include public awareness programs, environmental programs at other levels of government, and continued dialogue between residents, government and environmental agencies. On-going education of the community via the Town's website, interpretive signage, and educational events are a critical companion to on-going maintenance work by Town staff.

Policies

- 6.2.1 Protect environmentally sensitive areas, riparian areas and marine habitat, including creeks, wetlands, forested and critical habitat areas from unsustainable development and land alterations other than as part of normal farm practices. The Town shall work closely with property owners who own land within or adjacent to environmentally sensitive areas and shall require a detailed environmental review prior to any development approvals. See Schedule D – DPA2, for areas that are subject to development permit area regulations in order to protect the natural environment, its ecosystems and biological diversity.
- 6.2.2 Conduct a thorough field survey and mapping exercise to determine which additional lands and shorelines are environmentally sensitive and should be protected through a Development Permit. This may include the ocean shoreline, the ravines of Charman and Gibson Creek, vegetative communities, watershed areas, eagle nesting areas, alligator lizard habitat areas, and other areas that have high scenic and cultural values.
- 6.2.3 Work with the BC Ministry of Environment, Federal Department of Fisheries and Oceans, and other relevant environmental and government agencies to identify other areas that require environmental protection. This information may be used to update the 1991 study by Thurber Engineering Ltd. on geotechnical hazards and the biophysical environment.
- 6.2.4 Ensure that environmentally sensitive areas play an important role in the open space and trail system network. To achieve these trail links, the Town may ask for undevelopable lands to be dedicated to the Town. However, lands acquired through environmental protection provisions shall not replace the need for park dedications within neighbourhoods.
- 6.2.5 Lands that have unstable slopes, poor soil permeability, subject to flooding, or areas with significant flora and fauna shall generally be designated as 'Greenbelt'. These areas are generally unsuitable for development and are intended to be used for very low impact uses such as trail access or public utility corridors, subject to all pertinent regulations and bylaws. See Schedule B – Land Use Plan, for lands that are designated as Greenbelt.
- 6.2.6 Grow our environmental assets by pursuing opportunities for reclamation of habitat, greening of streets and other projects that benefit both environment and community.
- 6.2.7 Acquire through purchase or by dedication as park or by other creative arrangement, environmentally valuable land, riparian areas, sensitive marine backshore areas, including streams and watercourses and establish a network of natural trails and viewpoints throughout the Town.
- 6.2.8 Ensure that deleterious substances (including sewage and other toxic materials) are not deposited into freshwater or marine aquatic environments.
- 6.2.9 Work with landowners and responsible government agencies to remediate contaminated and brownfield sites so they can be used for appropriate uses.

- 6.2.10 Work with industry, environmental groups, and government agencies in order to monitor and improve air quality and assist in the reduction of harmful air emissions. This may also include a ban or further restrictions on open burning of garden refuse and the installation of additional air quality monitoring stations and the consideration of regulating wood-burning fireplaces.
- 6.2.11 Where possible, specific natural assets should be identified and interpreted through signage and educational placards.
- 6.2.12 Consider evaluating, improving and streamlining current tree protection provisions under Development Permit Areas and Town bylaws to protect mature trees on both public and private property and on lands before they are developed.
- 6.2.13 Advocacy policy: Request that the Provincial and Federal Governments recognize the value of natural assets to municipal infrastructure and allow funding for infrastructure to include improvement and protection of such natural assets.

6.3 Streamside Setbacks

In March, 2005, the Province enacted the Riparian Area Regulations requiring local governments to establish stream side setbacks. Local governments can implement the regulations through zoning, development permit areas or separate watercourse protection bylaws. The Riparian Area Regulations apply to residential, commercial and industrial zoned lands and state the requirements for protection including the width of protection areas and implementation.

Policies

- 6.3.1 Require appropriate setbacks and other measures for new development along both sides of all rivers, streams, and wetlands, in accordance with DPA2.
- 6.3.2 Consider increasing the riparian setback for areas identified in conservation studies as having high capability for wildlife or marine habitat.
- 6.3.3 Permit already established home sites and other previously approved uses within riparian setback areas to continue. However, any significant expansion of these non-conforming uses shall be in accordance with DPA2.
- 6.3.4 Work with the appropriate jurisdictions and obtain the necessary approvals to assist in the clean up of contaminated or degraded watercourses. Partnerships with local residents and environmental organizations are strongly encouraged.
- 6.3.5 Do not permit watercourse alterations or crossings for trails except in accordance with DPA2 guidelines.
- 6.3.6 Consider daylighting the culverted sections of Charman and Goosebird Creeks in the Gibsons Landing area, as well as other enclosed watercourses, wherever possible. This will require the cooperation of affected landowners.

6.4 The Marine Environment

Much of the waterfront in Gibsons consists of moderate to steep embankments adjacent to the water, with the exception of parts of the inner bay area, which are relatively flat. South of the developed harbour, the upland consists of extensive rock outcroppings and use of the foreshore is very limited with some small "pocket" beaches located between rocky bluffs. In general, intertidal or "beach" areas in Gibsons are very limited, as most of the foreshore is submerged at high tide. Development of a sea walk will help to make the waterfront more accessible at all tides, although the natural "edge" to the shoreline has been altered.

The Gibsons Landing Harbour Authority (GLHA) is a Federal Corporation operating within Gibsons harbour. The Gibsons Landing Harbour Authority has plans for expansion of the Harbour on the north side of the existing pier. A new float and ramp was installed in 2013 and further expansions are pending, subject to budget / grant availability. The Harbour is mentioned on the list of contaminated federal sites.

Other operations within the harbour include: Gibsons Marina, Hyak Marine, Smitty's Marina and Kayak Adventures. GLHA works in partnership with the Department of Fisheries (DFO), the British Columbia commercial fishing fleet and provincial, national and international tourism. Under the lease terms between DFO and the GLHA, an environmental management program has been created and is contained in a report entitled "Gibsons Landing Environmental Management Program". The report provides working solutions to harbour issues of pollution, conservation and environmental stewardship.

Protection of the foreshore and other environmentally-sensitive areas was one of the top three issues identified by members of the public during the planning process. Marine habitat, eelgrass, herring spawning areas, the waterfront and foreshore areas, and beaches (including vehicle access to beaches) were identified as areas of concern. The waterfront and foreshore areas include all land and water areas extending 15 metres upland of the highest water mark and to 15 metres below the low tide line of all shoreline and foreshore properties.

Mapping of Eelgrass beds was completed in December 2013 and these are shown on Map 9: Eelgrass Beds. Compared to previous mapping in 2005, the eelgrass areas appeared healthy and growing. Eelgrass is a valuable habitat for all kinds of fish and marine wildlife. The consultant has suggested that the Town keeps working towards effective protection and demarcation of eelgrass areas.

Policies

- 6.4.1 A significant portion of the marine shoreline is designated as Greenbelt as indicated in Schedule B: Land Use Plan. Marine areas with this designation are intended to remain undeveloped, and provide for boating, fishing, swimming and other outdoor recreation uses.
- 6.4.2 Within the Greenbelt designation, do not allow any new foreshore structures for commercial uses.
- 6.4.3 Maintain the foreshore in a natural state wherever possible as this provides important habitat and also absorbs storm impacts better.
- 6.4.4 Restrict new pier, float or private wharf facilities associated with a single residential upland use within the Town's foreshore lease boundary.
- 6.4.5 Improve and develop beach facilities in areas such as Armour's Beach, Pebbles Beach and Georgia Beach, which are within walking distance of the Gibsons Landing area, and other areas which provide for neighbourhood beach access.
- 6.4.6 Complete and extend the seawalk from the breakwater at the bluff to the northern boundary of the Town past Armour's beach without interruption, including the breakwater itself.
- 6.4.7 Discourage the purchase of fill areas located on the Crown foreshore located between the seawalk and the adjacent upland properties by the upland owners, as these areas may have value for increased public use along the seawalk, for benches, rest areas or other uses.
- 6.4.8 Continue to map and monitor the health of eelgrass beds and take action to ensure the health of these important marine habitats including preventing the shadowing of eelgrass beds by permanent structures or floats.
- 6.4.9 Work towards a Foreshore Strategy to coordinate water uses, harbour development, recreational use, impact of climate change and sea level rise, and renewal of sewer infrastructure located on the shoreline. These may incorporate of BC Stewardship "Greenhores Guidelines" where appropriate.

Note: Refer to the Harbour Area Plan for additional policies on marine and shoreline uses.

6.5 Protecting the Aquifer

Groundwater is an important resource. The Gibsons Aquifer supplies approximately 73% of Gibsons' potable water. The Gibsons Aquifer is a confined layer of water-bearing sand and gravel that extends from beneath Gibsons Harbour to the base of Mt. Elphinstone. The Gibsons Aquifer is largely overlaid by a low permeable layer called the Aquitard. The Gibsons Aquifer water quality and quantity can be impacted and influenced by a number of factors, including geological conditions, soils, vegetation cover, impermeable cover, sewage disposal methods, handling and storage of potential contaminants and proximity to salt water. Land use and activities (forestry, mining, urban development etc.) also play a significant role in the quality and quantity of water in the Gibsons Aquifer.

As part of its long-term plan to protect the aquifer, the Town completed an aquifer mapping study (2013) in order to gain a better understanding of aquifer boundaries, hydraulic properties, and recharge and discharge to and from the aquifer. Recharge of the Gibsons Aquifer takes place on Mount Elphinstone, through creeks in the area, and through infiltration in areas where no impervious covering layer (aquitard) is present (areas in Upper Gibsons up to the base of Mount Elphinstone). In the Lower Gibsons area the aquitard covering the Gibsons Aquifer can be relatively thin and this requires extra caution for excavations in the area. The study determined that the aquifer has the potential for providing drinking water for up to 10,000 people.

In recent years water metering has been introduced, resulting in lower per capita usage of water from the aquifer and the Town has constructed infrastructure to separate the Gibsons Aquifer drinking water system from the SCRD water system.

Local Groundwater Objectives

- *To manage and protect the Town of Gibsons' water resources on a sustainable basis and to prevent undesirable impacts to water resources.*
- *To avoid the need for chlorination of the Town's water supply.*
- *To work in conjunction with the Ministry of Environment, Vancouver Coastal Health Authority, Sunshine Coast Regional District, residents, and businesses to maintain high water quality and to ensure the sustainable use and protection of the Town of Gibsons' water resources.*
- *To promote water conservation strategies that will reduce water demand by discouraging non-essential, large-scale uses of potable water (e.g. lawn irrigation).*
- *To update the information contained in the Gibsons Aquifer Mapping Study on a regular basis with data gathered from the groundwater monitoring program and with other hydrogeological information that may be acquired by the Town.*
- *To further our understanding of the Gibsons Aquifer and the influences on groundwater including climate change, sea level rise and impacts of increased water usage.*

Policies

General

- 6.5.1 All proposals for new development shall be required to analyse the potential impacts of the development on the Gibsons aquifer and aquifer recharge zones and to propose and fund measures to protect it in accordance with DPA9.
- 6.5.2 The Town will implement appropriate enforcement mechanisms for unauthorized excavations and other activities that could damage or pollute the aquifer.
- 6.5.3 Work with the Sunshine Coast Regional District (SCRD), for example under a fringe area agreement, and other levels of government to ensure appropriate protection measures for part of the Gibsons Aquifer outside of the Town boundaries including well drilling and development permit guidelines.
- 6.5.4 Advocacy Policy: Work with relevant organizations and government agencies to prohibit activities that could negatively impact the aquifer, such as well drilling, logging, mining, uses that demand an excessive amount of water, activities that extract and sell water, as well as other forms of development that could negatively impact the aquifer.

Groundwater Monitoring

- 6.5.5 Conduct ongoing assessments of aquifer capacity, recharge rates, and sustainable yield based on data from an annual monitoring program.
- 6.5.6 Monitor and refine water demand trends based on water metering, zone metering and leak detection/repair.
- 6.5.7 Assess the availability and sustainability of the Gibsons Aquifer before approving large-scale groundwater-dependent development.
- 6.5.8 Require additional monitoring wells as shown in the Aquifer Mapping Study as a condition of rezonings resulting in significant increases in aquifer demand.
- 6.5.9 Develop a water testing and groundwater monitoring policy.
- 6.5.10 Update the Aquifer Mapping Study conceptual hydrogeological and numerical models as additional information becomes available thorough studies and data gathered by the Town or other parties over the area of the Gibsons Aquifer and within the recharge area.

Groundwater / Aquifer Protection Policies

- 6.5.11 Protect the quality of both surface water and groundwater.
- 6.5.12 Prepare an overarching Water Management Plan according to the recommendations in the Aquifer Mapping Study and include regular updates on watershed / aquifer management and well protection plans to minimize risks of contaminating the Gibsons Aquifer.
- 6.5.13 Work with adjacent jurisdictions to expand the Groundwater Management Zone from the area defined by the Gibsons Aquifer Development Permit Area to include the full extent of the Gibsons Aquifer and recharge area.
- 6.5.14 Prohibit in priority areas the use of underground fuel storage tanks, chemical storage, and use/storage of other potential sources of surface water and groundwater contamination.
- 6.5.15 Update the Town's inventory of potential contamination sources and areas of aquifer vulnerability.
- 6.5.16 Strongly discourage the use of chemical fertilizers, pesticides and herbicides in order to protect the aquifer and adjacent ecosystems.
- 6.5.17 Liaise with the Ministry of Environment to ensure that industrial activities involving emission of toxic or irritant material meet the most stringent interpretation of its standards with specific regard for the

protection of groundwater catchment areas, surface water and riparian areas and with respect to air-borne industrial pollutants.

- 6.5.18 *Conduct ongoing public communication programs to raise awareness about the potential for groundwater contamination and the need for aquifer protection.*

Groundwater / Aquifer Recharge Area Policies

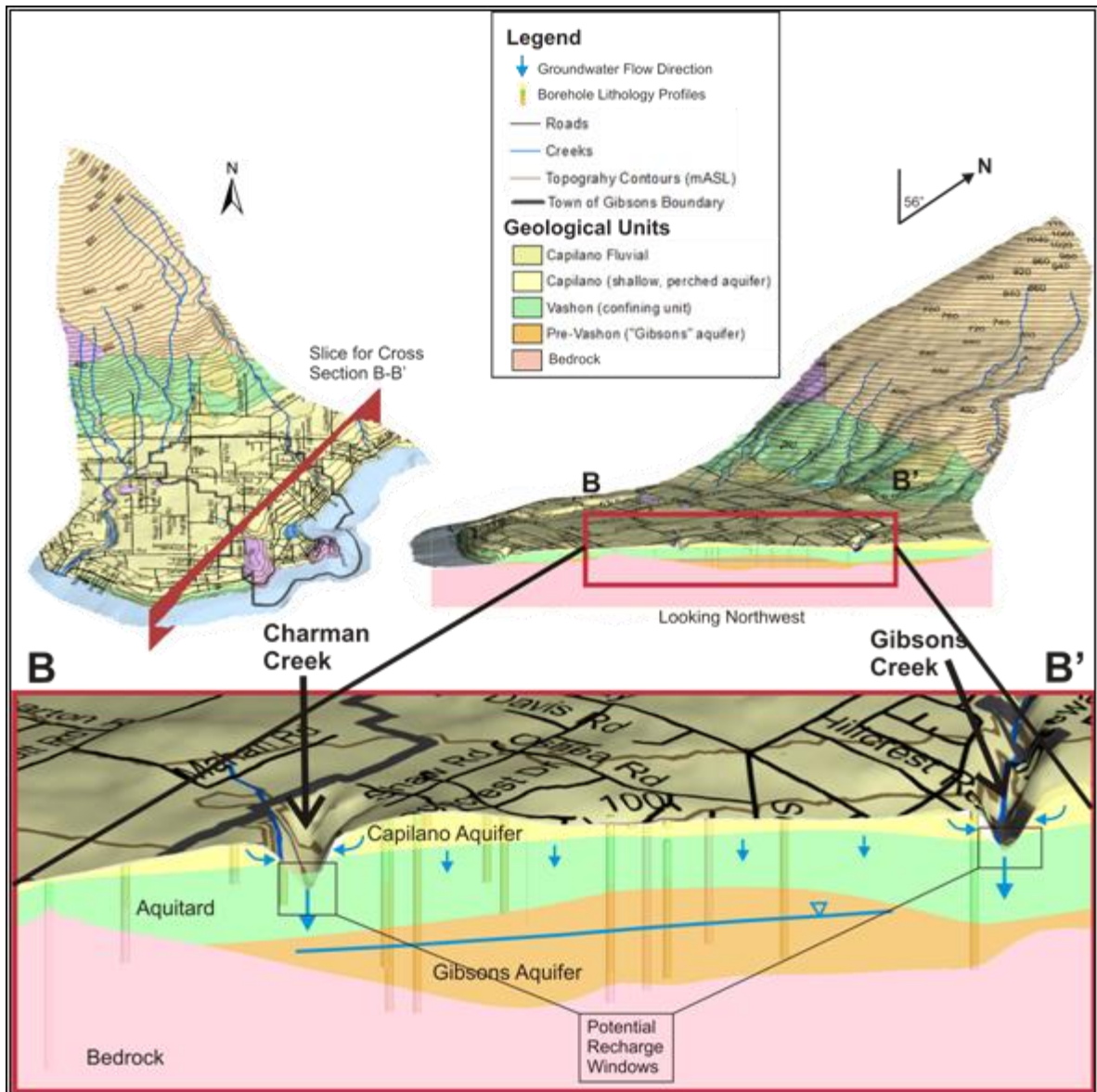
- 6.5.19 Map significant recharge areas according to the recommendations in the Aquifer Mapping Study.
- 6.5.20 Work with the Ministry of Environment to designate the Gibsons Aquifer watershed as a groundwater management area to maintain the collection and analysis of data on groundwater use and supply, and undertake comprehensive watershed planning.
- 6.5.21 Council will seek protection under the Forest Act / Land Act of Aquifer re-charge areas which are located outside the Town boundaries.

Water Sustainability and Demand Management Policies

- 6.5.22 Support the efforts of the Sunshine Coast Regional District to take an integrated approach with the Town of Gibsons for preserving water quality and conserving water use.
- 6.5.23 Establish and work towards appropriate targets for per capita water use.
- 6.5.24 Reduce demand-side pressures on the Gibsons Aquifer through water conservation measures to minimize per capita consumption.
- 6.5.25 Develop a stewardship program with an educational component along with active involvement by landowners aimed at responsible management of the watershed and associated groundwater resources.
- 6.5.26 Prohibit commercial uses that are reliant on large quantities of water.
- 6.5.27 Encourage water conservation measures such as the use of low water use fixtures and rainwater harvesting.

Water Asset Management Policies

- 6.5.28 Include the Gibsons Aquifer in the Town's asset registry and use established asset management policies to operate, monitor and maintain the aquifer.
- 6.5.29 Review metered water charges on an ongoing basis to ensure appropriate water rates are in place to manage all assets, including the natural asset of the Gibsons Aquifer.
- 6.5.30 Establish an inspection and maintenance regime for the Town wells.
- 6.5.31 Conduct ongoing assessments of well infrastructure to ensure that the wells and pumps are being operated in the most cost-efficient manner.
- 6.5.32 Conduct ongoing water main replacements to minimize water losses from the Town distribution system.
- 6.5.33 Minimize artesian flow losses from Town production wells wherever possible.



Source: Gibsons Aquifer Mapping Study, 2013

Figure 6-1: An overview of the extent and geology of the Gibsons Aquifer

6.6 Energy and GHG Emissions

Since 2008, the BC Local Government Act (LGA) has required OCPs to include targets, policies and actions to reduce Greenhouse Gas (GHG) emissions. The LGA includes some tools to manage GHG emissions including the ability to create a Development Permit Area specifically for the purpose of encouraging energy efficiency and reducing GHG emissions.

A recent GHG Inventory for the Sunshine Coast (EnerFiciency, Aug 2013) shows that for the period 2007 to 2010, "Energy and GHG emissions on the Sunshine Coast continue to rise although more slowly than population growth, driven largely by the transportation sector. Emissions from buildings fell during the period." The study also concluded that "policies related to community density and solid waste reduction have a much greater impact than all other policies."

Review of the BC Governments Community Energy and Emissions Inventory specifically for the Town of Gibsons shows a small decrease in both the total and per capita energy used and GHG emissions between 2007 and 2010, however, it is too early to tell if these decreases are the result of policy changes or simply the result of economic and weather related changes.

	2007	2010	% Change 2007 to 2010
Population	4,336	4,416	1.85%
Total Energy Used (GJ)	602,605	602,147	-0.08%
Per capita Energy Used (GJ)	138.98	136.36	-1.89%
Total GHG Emissions (tCO₂e)	29,751	29,327	-1.43%
Per capita GHG Emissions (tCO₂e)	6.86	6.64	-3.21%

Table 6-1: Change in Energy Consumption and GHG Emissions 2007 to 2010 for Town of Gibsons

Gibsons participated in the Sunshine Coast Community Energy and Emissions Plan (2010) and recently developed its own Plan. The Community Energy and Emissions Plan evaluates the community's existing energy use and GHG emissions. It outlines strategies to reduce GHG emissions, improve energy efficiency and an increase in local renewable energy supply. Based on a "Business As Usual" scenario, a range of measures was evaluated for effectiveness and feasibility.

Public comments recognized the importance of shifting trips to non-automobile transportation or low emissions forms of transportation, promoting energy efficiency and use of renewable energy, developing a Low Carbon Economy and Green Development Standards, and local food production.

Policies

- 6.6.1 Aim for a total community wide GHG emissions reduction target of 7% below the 2007 levels, to be reached by 2030.⁴

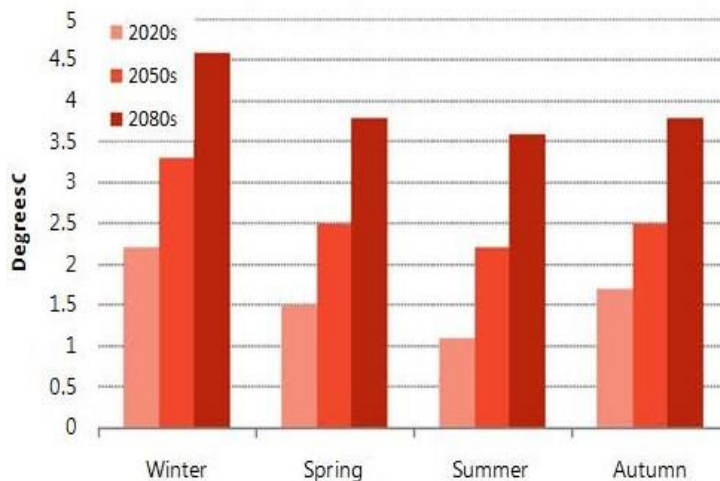
⁴This is the same target as the Sunshine Coast Regional District has set in their Community Energy and Emissions Plan. On the way to reaching this goal, the community's total energy costs would be expected to be reduced by 5%, a value of \$ 1.4 million / year by 2020.

- 6.6.2 Implement Development Permit Area requirements or Zoning Bylaw provisions to encourage better building energy performance and solar readiness.
- 6.6.3 Promote and encourage energy efficiency and alternative energy production amongst developers, builders and property owners. Design should consider the effects of climate and solar orientation to maximize energy efficiency and solar access.
- 6.6.4 Consider yearly investments for the development and expansion of the trail and cycle network, including the consideration of redesigning existing roads to better accommodate active modes of transportation.
- 6.6.5 Support electrical vehicle facilities and ride / car sharing initiatives.
- 6.6.6 Consider changes to garbage services that result in the diversion of organic waste away from the land fill.
- 6.6.7 Support economic and community development that results in (local) clean energy production and / or lower energy cost for households.
- 6.6.8 Work with the Province and utilities to implement a residential energy retrofit program.
- 6.6.9 Consider developing or supporting food recovery initiatives aimed at reducing food going to waste.

6.7 Climate Change

Climate change presents a challenge to Canadian communities by altering traditional climate patterns such as temperature and precipitation. For coastal communities such as Gibsons, sea level rise is also a major concern. Climate modellers have developed regional climate models in order to provide locally specific data. Gibsons is located in what is described in Canadian models as the “B.C. South Coast” or “West Vancouver” region. Over the past several decades, temperatures here have been slowly increasing and this trend is expected to continue. The average annual temperature is expected to increase by approximately 1.6 C through the 2020s, 2.5 C in the 2050s and 3.9 C by the 2080s. This increase will be most marked in the winter, suggesting that heating costs and ice related accidents may be reduced. However, this trend also suggests that less precipitation may be able to be stored as snow resulting in increased winter runoff.

Figure 6-2: Projected Weighted Mean Temperature Change for the BC Coast and West Vancouver



Environmental changes

As temperatures rise, the geographical range of many species will move northwards and to higher elevations, introducing new competitors to local ecosystems and new diseases that may put both humans and the environment at risk. For example, the Coastal Western Hemlock Zone is projected to shift upwards in elevation by 134 m, 224 m, and 317 m by the year 2025, 2055 and 2085, respectively. This ecological zone contains species such as Western Red Cedar that are vital to the forest industry on the Sunshine Coast. As elevation increases, the range of this species is predicted to expand. This may invigorate the forestry industry, however, potential benefits may be attenuated by accessibility issues associated with hemlock stocks at higher elevations.

An increased presence of invasive species associated with warming may have adverse effects on local ecosystems. Invasives cost the Canadian economy approximately \$7.5 billion in damages each year, not counting 'intangible' (non-economic) impacts on ecosystems. The introduction of alien species will also increase the risk of disease and parasitization while increasing competition. Monitoring the health of local flora and fauna while being attentive to invasive species can assist in maintaining local ecological health and may also assist in the prediction of forestry jobs in the community and their associated economic effects.

Precipitation, run-off

Annual precipitation is also expected to increase (see "Figure 6.3 Projected Precipitation Change in South Coast Region" (data from Canadian Climate Change Scenarios Network). These changes are expected to be mild by the 2020s but become much more severe by the end of the 21st century. Increased precipitation, especially in the form of rain, can increase runoff, decreasing local soil nutrients, diminishing slope stability and increasing erosion.

Increased average annual precipitation and more severe rainfall events associated with climate change can lead to reduced slope stability, erosion, and water management (e.g. basement flooding, runoff) issues for residents living on or near the bottom of steep slopes. This presents several challenges. First, it is important to note that localized water retention may exacerbate reductions in slope stability. Furthermore, diversion of runoff to creeks has the potential to damage ecosystems that support salmon, especially in the dry season when flow rate is typically low and a sudden burst of water may have a higher potential for erosion and ecological disruption. This may result in both ecological and legal challenges for the Town due to its potential impact on salmon bearing streams.

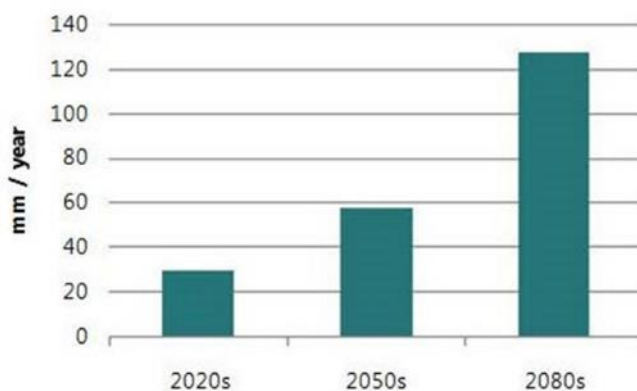


Figure 6-3: Projected Precipitation Change in South Coast Region

Channeling runoff directly to the ocean may be the best option. However, this approach risks creating an increased potential for nutrient and pollution load in the harbour area. The impact of potential sources of runoff contamination on near shore ecosystems, including eelgrass beds, should be considered in feasibility assessments of this option. Constructing a bioswale (landscape elements designed to remove pollution and silt from runoff water) may help mitigate this impact by limiting contamination release into the harbour. However, storing water near an aquifer recharge zone, as in the case of a possible bioswale in the Landing, may present water quality challenges. The suitability of a bioswale may be evaluated in part through the use of a hydrology planning tool. While the suggestions presented here describe potential options, further investigation is needed to determine the suitability of such approaches to runoff management.

As the global climate changes communities will be faced with new environmental conditions. These will create both challenges and opportunities. In Gibsons, this may affect services, such as the sewer line along the foreshore, seawalls and present and future seaside walkways. The Town can play a central role in managing how local environmental changes will affect residents of Gibsons and in continuing to further our understanding of how these changes will impact the Harbour Area.

Policies

- 6.7.1 Conduct a vulnerability assessment that includes a locally specific climate model, examining the potential costs and impacts of climate change and extreme weather events on the community's infrastructure, working to ensure infrastructure is capable of withstanding a 200 year storm event.
- 6.7.2 Explore the relocation of existing services vulnerable to extreme weather events.
- 6.7.3 Mitigate urban heat island effect and create amenable micro-climates by encouraging features such as reflective white roofs, shade trees, green roofs, water features, and extensive vegetation in new development, where appropriate.

6.8 Sea Level Rise

As global sea levels rise due to a combination of factors such as glacial melt and thermal expansion of the oceans, coastal communities will be at increased risk of flooding. Floods may occur as a result of mean sea level change or as the result of increased wave height and strength during storm events. These storms undermine infrastructure by moving shoals further inland, increasing sediment transport rates, and increasing wave attack on shorelines. Storms can also affect local ecosystem productivity by altering nutrient cycle dynamics. The impacts of sea level rise are context dependent and will vary relative to the ecological and social vulnerabilities of particular communities.

In Gibsons, sea level rise poses risks primarily to shoreline property owners, the Harbour Area, the sewer line and the Gibsons Aquifer. It threatens structures and aquifers at very low elevations near the ocean due to the potential for salt water intrusion as well as increased wave power and inland range. Sea level is expected to rise by 0.82 m to 1 m in the mainland southern Strait of Georgia area by the year 2100. The British Columbia Ministry of Environment recommends that communities prepare for a possible sea level rise of 2 m by the year 2200. Threats presented by sea level rise may be mitigated through strategies that follow the principles of avoiding, protecting, accommodating, and managing retreat. The following introduction summarizes the Ministry's recommendations, guidelines and best practices for adapting to sea level change.

In Lower Gibsons these strategies may be implemented by taking into account the expected sea level rise during the expected life span of new buildings and infrastructure. Following the guidelines of the BC Ministry

of Environment, structures build near the water in the Strait of Georgia should be set back 15 m from the natural boundary (or 7.5 m from the natural boundary when protected from erosion by protective work designed by a professional engineer). Setbacks on bluffs should be equal to 3 times the height of the bluff as measured from the toe, unless development is supported by a report prepared by a suitable professional. Structures higher than but near the 1 m and 2 m above sea level limits should be protected by a structure such as a sea wall. It is important to note that defenses such as sea walls may lead to higher wave related currents, erosion, and increased wave power leading to an undermining of the structure. For this reason such structures are safest when constructed as storm surge barriers behind existing structures such as the breakwaters of the Gibsons harbour area. Accommodation for sea level rise may be incorporated into planning by, for example, designing parks whose landscape is designed to accommodate higher water levels. Last, managed retreat via the strategic withdrawal of potentially affected structures below the 1 m and 2 m levels can reduce the exposure of human lives and infrastructure to ocean related hazards.

Data on sea level rise may be obtained from a variety of sources (e.g. the Canadian Climate Change Scenarios Network) and this may be incorporated with potential runoff management plans into a hydrological model for the Town. The potential for infrastructure damage may also be evaluated using major storm scenarios.

Recent research (2012-2014) into sea level rise has underscored risks to low lying coastal communities and there is an important role for land use planning and development policy to manage these risks. A study by the University of British Columbia by Vadeboncoeur & Matthews (2014) as part of the C-Change Project, shows that the harbour area of Gibsons is at risk of sea level rise costing millions of dollars.



Above: Sea level with a 1:100 year storm surge for the year 2100. Red lines indicate sewers, yellow dots are manhole covers.

*Source: Coastal Climate Change in Gibsons, BC
(Vadeboncoeur and Matthews)*

Figure 6-4: Projected Sea Level with a 1:100 year storm surge for the year 2100

If sea levels were to increase by 1 metre, 0.61 hectares (1.5 acres) of land would fall below sea level (0.52 hectares (1.3 acres) of private land and 0.09 hectares (0.22 acres) of Town property). The estimated losses for which calculations can be made are approximately \$5.3 million (\$4.3 million to private parties and \$1 million to the Town). Of the total projected damage, approximately 60% (\$3.3M) is a result of lost land, roughly 25% (\$1.3M) is a result of structural damage from sea level rise, and 14% (\$0.75M) is from storm damage.

The cost of adaptation in Gibsons will likely be substantial, relative to the Town's budget. The Town will likely face the following challenges to its infrastructure by the year 2100:

- *Approximately 330 metres of stone breakwater is below the projected high tide mark for the year 2100 and likely needs to be raised.*
- *Three Harbourmaster's buildings on a raised platform over the harbour will also likely need to be raised.*
- *The sewer line along the shoreline in the inner harbour will be submerged and vulnerable to erosion.*
- *The storm water system will be vulnerable to backup and this could lead to overland flooding in Lower Gibsons during high flow events (such as storms).*

Policies

- 6.8.1 Update development approval guidelines and requirements to ensure that any proposed development in coastal areas consider the implications of sea level rise and conform to the latest provincial flood protection guidelines.
- 6.8.2 Examine the need to relocate infrastructure in areas at risk of inundation.
- 6.8.3 Request funding from Federal and Provincial Governments to assist in adapting to sea level rise.
- 6.8.4 Explore the need to upgrade the breakwater to provide protection against storm surge and sea level rise.
- 6.8.5 Using best management practices incorporate green infrastructure that can also serve as public park space along the foreshore.
- 6.8.6 New development in close proximity to the water's edge will be required to consider future hydrological conditions in the overall design, incorporating strategies to reduce the impact of sea level rise. Consideration should be given to the recommendations and guidelines of the British Columbia Ministry of Environment.
- 6.8.7 Site all infrastructure, including bioswales and runoff outlets, above predicted sea levels.
- 6.8.8 Monitor impacts of sedimentation, erosion, and nutrient / pollutant load on the Harbour Area and develop strategies to ensure the harbour remains at depths suitable for vessels and that ecological conditions are maintained.

7 PARKS & OUTDOOR RECREATION

Objectives

- *Ensure that residents and visitors of all ages and abilities have access to a variety of park lands and open spaces including forested lands.*
- *Designate sufficient park and open space areas to meet the long-term requirements of the community as it grows and changes.*
- *Create a system of linked parks and trails to provide opportunities for both active and passive outdoor uses.*

7.1 Park Standards / General Park Policies

Gibsons has numerous natural assets, including the sea, mountains and beautiful scenery, and as such, provides opportunities for a wide variety of outdoor activities. Plan policies are aimed at achieving a system of parks, trails and recreation facilities where residents and visitors alike can enjoy the Town's natural setting to the fullest, including both natural, unstructured spaces as well as active parklands. Parks in Gibsons can be categorized as community parks, neighbourhood parks and bicycle and pedestrian corridors, each providing a different function.

In terms of total acreage dedicated to parks, Gibsons has a relatively large amount of parkland compared to many other communities of its size, although much of it remains undeveloped at present. Overall, the Town has about 19.7 hectares (ha) of park, excluding school sites, or 5.1 ha per 1000 residents. This exceeds the overall parkland standard of 2.2 ha per 1000 residents that was recommended in the "Sunshine Coast Parks and Recreation Action Plan" (1990 / 91). Using this parkland standard, Gibsons has enough park space for up to 9,000 residents, more than double the present population. The 2010 Town of Gibsons Parks Master Plan by Lees & Associates outlines plans for future park development.

Policies

- 7.1.1 Concentrate the development and programming of both community and neighbourhood parks in areas designated as Park & Recreation on Schedule B: Land Use. The Plan supports park space developed for active play as well as parks which remain as natural space. The Plan also recognizes smaller, informal parks, in other designated areas, and encourages the community to maintain these types of parks.
- 7.1.2 Maintain an overall parkland standard that provides, at a minimum, a rate of 2.2 hectares of parkland per 1000 residents. A parkland standard may be established for each neighbourhood in order to ensure an even distribution of park space.
- 7.1.3 Provide parks, trails and open space areas to serve the needs of a growing population by developing the park system as shown on Map 2: Parks & Civic Lands and by following up on the recommendations of the 2010 Parks Master Plan. Future park sites are shown schematically and actual size and location will be determined at the time of development in the area.
- 7.1.4 Acquire park dedications as part of new subdivision developments according to the following policies:
 - *Park and trail locations shall generally be in accordance with the site indicated on Map 2 with specific locations to be determined by the Approving Officer at the time of subdivision.*
 - *Where appropriate, park dedications from two or more properties may be consolidated to form a larger park area.*

- *Lands which are undevelopable due to steep slopes, bluffs, ravines or other environmental constraints are not considered to be part of the required park dedication. At the Town's discretion, however, such lands may be conveyed to the Town and maintained as Greenbelt.*
 - *Small parks, generally less than 0.4 ha (1 acre) serve a very limited purpose, have high maintenance costs, and are generally not supported as park acquisitions, except where a small park involves a special feature such as a viewpoint or a strategic play area desired by area residents.*
 - *Where the proposed development involves increased density, Council may encourage the dedication of additional park area(s).*
 - *Parks are to be located in prominent visible locations as features of the neighbourhood.*
 - *In areas where the dedication of parkland is not required within the proposed subdivision or neighbourhood area, Council will accept payment of cash in lieu of parkland.*
- 7.1.5 Consider preparing a Development Cost Charge Bylaw for the acquisition and development of parkland. This will help to ensure that the Town meets the overall parkland standard and that the development of parkland is properly financed. Development of parkland includes fencing, landscaping, drainage and irrigation, trails, restrooms and changing rooms, playground and playing field equipment on parkland owned by the Town.
- 7.1.6 Encourage and support joint planning with the Sunshine Coast Regional District and School District No. 46 on the shared use and development of park and recreation facilities on Regional, Town and School Board owned facilities.

7.2 Community Parks

Community parks are generally larger than other parks and provide for a greater amount of organized sports. They may have washroom facilities, separate sport fields for various uses, spectator facilities, etc. Community parks should be accessible via major traffic routes, and serve the community at large with multi-purpose facilities. In Gibsons, Brothers Park and White Tower Park function as community parks and occupy almost 10 ha of land. No additional community park areas are recommended during the life of this Plan, as existing lands are deemed sufficient for this type of park use. Improvements to these parks will be required, however, in the long run, to make use of their full potential. For White Tower Park, improvements need to take into consideration the fact that this land is part of the Agricultural Land Reserve (see also policy 11.6.3).

Policies

- 7.2.1 Maintain a community parkland standard that provides, at a minimum, a rate of 1.0 hectare of parkland per 1000 residents.

7.3 Neighbourhood Parks

Neighbourhood parks play a visible and prominent role within the community. They tend to be the focus of a neighbourhood, provide for a nearby "gathering" place, and a safe, active, play area. They are generally developed for a variety of active recreation uses (i.e. tennis courts, play fields, playgrounds) providing for informal sports for all age groups and organized junior level sports. This type of park also becomes increasingly important where higher density housing is located. Dougall Park is an example of an active neighbourhood park in Lower Gibsons.

Policies

- 7.3.1 Maintain a neighbourhood parkland standard that provides, at a minimum, a rate of 1.2 hectares per 1000 residents, with a general catchment area radius of approximately 300-500 metres, in the approximate locations shown on Map 2: Parks & Civic Lands.
- 7.3.2 Where possible, establish neighbourhood parks with a minimum size of at least 1 ha, with the majority of the site being relatively flat, preferably in the range of 1.5 ha to 2.0 ha. Where residential densities are increased, larger park sites or additional neighbourhood parks may be warranted.
- 7.3.3 Locate neighbourhood parks in visible locations, with frontage on at least one roadway, to provide an active and accessible focal point in each neighbourhood.
- 7.3.4 Support development of parks in conjunction with school sites, provided the park is available and accessible to residents throughout the day.
- 7.3.5 Support the use of unused road allowances or rights-of-way as small neighbourhood parks or community gardens where deemed desirable by the area residents. For example, the east end of Gibsons Way near Marine Drive, adjacent to Gibson Creek, may be suitable as a passive parkland area.
- 7.3.6 Where possible, neighbourhood parks shall be readily accessible without a vehicle (i.e. walking or cycling), accessible without crossing a major roadway, and linked by pathways to other parks or school sites.

7.4 Bicycle and Pedestrian Corridors

Public consultation during the planning process indicated a strong desire to improve the pedestrian and cycling environment in Gibsons. An inventory and analysis of existing physical and planning information on trail corridors was undertaken in 2000/2001, which led to a preferred Trail and Cycle Network Master Plan. The final concept indicated routing for both pedestrian and cycling routes and trails. It is important to note that the term trail includes both urban and rural and both on-and off-road pedestrian routes. Pedestrian routes were categorized by urban standards (footpaths, sidewalks and harbour promenade) and rural standards (hiking, multi-purpose and road edge). Cycling routes were divided into three categories: off road, designated lined bike lanes, and shared road right-of-ways. Design standards were provided for each category. The proposed pedestrian and bicycle network include a range of recreational opportunities, including nature trails, cycle paths and neighbourhood footpaths. Detailed planning and design of individual trail sections, for construction purposes, will follow as a separate initiative. The Trail and Cycle Network Master Plan (2001) was formally adopted by Town Council. Policies outlined below endorse the Network Plan; details of the Plan have not been repeated in the Community Plan except for primary cycling and pedestrian routes.

There is potential to expand the existing systems of trails and routes system to provide pedestrian and cycling linkages between neighbourhoods. The trail corridors will also be the primary connectors linking parkland in Upper Gibsons with the waterfront walkway, laneways and the green spaces in and around Gibsons Landing. To ensure the integrity of this trail system, acquisition of additional trail or walkway dedications will be required during future subdivision and upgrading of several trail links, including the existing Inglis Trail.

Policies

- 7.4.1 Establish a primary network of trails and cycle paths as outlined in Map 3: Trail & Cycle Network linking open space areas and providing linkage throughout the community. Pedestrian and cycle routes indicated on Map 3 are conceptual and the preferred alignment shall be subject to further detailed design study and negotiations.
- 7.4.2 Ensure that pedestrian routes are located on off-road paths, sidewalks and road shoulders, and safe crossings/crosswalks are provided at key destination locations.

- 7.4.3 Cycle routes shall be located on off-road multi-use paths, designated edge-of-road bike lanes and within road allowances.
- 7.4.4 Encourage installation of bicycle parking facilities (bike racks, lockers, etc.) at major destinations in the community.
- 7.4.5 To help validate trail section selection and prioritization, the following key objectives shall act as guiding principles to trail and cycle network development:
- *Connections – the overall trail network shall include pathways, sidewalks, trails and bike routes that efficiently connect neighbourhoods with each other, in addition to community and regional amenities and services.*
 - *Multi-Use – the network of pedestrian and cycle routes shall be usable by all members of the community, wherever physically possible, throughout the year. Appropriate staging areas and rest stops should be located within the trail network.*
 - *Loops – the network shall be designed to include a series of smaller loops that emphasize community attractions and amenities.*
 - *Safety – the pedestrian and cycle plan shall emphasize safety through appropriate routing, construction materials, signage, lighting and public education. Special attention should be afforded to common routes used by children when travelling to school.*
 - *Affordable – the overall trail network shall be achieved in a cost effective manner through a phased implementation approach, creative funding strategy and use of community partnership initiatives.*
 - *Economic Benefits – the trail network shall be promoted through the community and region to highlight recreational opportunities that will have a positive effect on the local economy.*
 - *Community Benefits – a public awareness and education campaign shall be initiated to introduce the Trail and Cycle Plan to explain the resultant health and community benefits of using the system.*
- 7.4.6 Ensure that Arrowhead Park is used as a bird sanctuary/passive park, complete with walking trails to Harmony Hall and Pebbles and Cochrane beaches.
- 7.4.7 Develop a comprehensive signage system to make the park and trail system accessible to visitors and residents.
- 7.4.8 Where trails intersect with public roadways, ensure that safe crossings are installed.

7.5 Beach Access

The Town of Gibsons has dedicated beach access points on roads along the shoreline to provide public access to the waterfront. Some of these accesses are well known while others have yet to be developed. Some have parking readily available while others do not. The waterfront is one of the most important natural assets in Gibsons for both residents and visitors, and therefore access must be protected and preserved.

Policies

- 7.5.1 Protect public access to the waterfront by providing improved beach access points, with adequate adjacent public parking.
- 7.5.2 Preserve public access to the waterfront by retaining all developed and undeveloped beach access points under municipal control.

8 COMMUNITY & SOCIAL ISSUES

Objectives

- *Maintain and build upon the sense of community which exists in Gibsons by encouraging and supporting volunteer "not for profit" social, recreational, cultural and civic groups.*
- *Provide park, recreational, cultural facilities and services for the use and enjoyment of citizens of all age groups appropriate for the size of the Town and within its funding means.*
- *Work towards providing a safer community based on mutual respect, acceptance and valuing of every person in the community.*
- *Recognize significant historical sites and encourage the efforts of property owners to preserve these sites.*

8.1 Recreational and Community Facilities

Gibsons has a system of community services and public facilities which meets many of the present needs in the community for civic, cultural, recreational and administrative uses. However, it is recognized that there may be deficiencies in many of these facilities and services, as well as changing expectations in the community as the population grows. In addition, as the community evolves to incorporate a greater proportion of older residents, specialized facilities will become an important aspect of services, particularly for health care. Map 2: Parks & Civic Lands indicates the location and use of all lands that are park or civic lands.

With respect to community uses, the Town has a number of community and civic uses, including a major recreation centre, health care units, a library, community portion of the elementary school, municipal hall, and protective services. Many of these uses, including places of worship, fulfill multiple roles in the community, providing for activities such as daycare, fitness classes, and general community meeting rooms. These facilities contribute to creating a high standard of livability and Plan policies support the initiatives of the many community agencies which provide services to the Town residents.

Policies

- 8.1.1 Support community and public facilities on land designated for Public/Community Uses on Schedule B: Land Use Plan. This may include municipal services, libraries, schools, places of worship, community halls, and medical/care facilities, combined with appropriate accessory uses.
- 8.1.2 Assist the initiatives of senior government, the Regional Board, School District No. 46, and other community agencies in the planning and development of facilities and services needed by the community. This may include the establishment of education and training organizations such as the British Columbia Institute of Technology (BCIT), a sailing school, wood value added centre, marine environmental research centre, etc.
- 8.1.3 Support the use of Town-owned lands for the provision of needed public and civic uses, including such uses as police, library, health care, recreation facilities and non-profit extended care facilities. This may include the development of community gardens on Town-owned land.
- 8.1.4 Review the potential community uses of municipal lands north of Charman Creek, and develop an appropriate concept plan which may incorporate public uses, park and recreation facilities, as well as the potential sale of land for housing to assist in cost-recovery for public uses.
- 8.1.5 Encourage the provision of appropriate health care facilities and services ranging from preventive health services to acute care facilities and to coordinate planning for these facilities and services with Sunshine Coast health care providers.

- 8.1.6 Support provision of affordable childcare services throughout the community.

8.2 Schools

The Town is home to two public schools, Gibsons Elementary School and Elphinstone High School, both located near Gibsons Way and School Road. The public school sites offer indoor and outdoor recreational opportunities for local residents and, as such, school sites are considered an integral part of the park and recreation land uses. According to School District No. 46, enrolment for both public schools is expected to decline over the next decade largely due to the increase of “empty nesters” and seniors moving to Gibsons compared to families with children. As a result, existing schools are expected to remain, and new school sites or major facility improvements requiring additional lands around existing schools are not anticipated in the near future. However, if there is significant new residential development, such as the development of Upper Gibsons and Gospel Rock NP areas, consideration of school facilities within these new neighbourhoods will be required.

Policies

- 8.2.1 Encourage any new future school sites to be located on lands designated as Neighbourhood Plan Area or Public/Community Use. School sites should have a minimum parcel size of 3.0 ha or larger.
- 8.2.2 Support the continued use of school facilities as park and recreational sites for local residents. This may be supported through joint use agreements between School District No. 46 and the Town.

8.3 Arts and Culture

Gibsons has a thriving arts community, which enhances the region as an attractive place to operate a business and to visit. Some of the more well-known arts and cultural facilities in Gibsons include a public library, Women's Institute Hall (Heritage Playhouse Theatre), and the Sunshine Coast Museum and Archive Society, among others. Residents have expressed a need to expand the arts community in the Gibsons Landing area by encouraging outdoor displays, interactive art and interpretive opportunities. There is also a desire by some members of the community to have an arts centre and/or arts school in the region to further promote the arts community.

Policies

- 8.3.1 Recognize the outstanding efforts of the various cultural service organizations in Gibsons in helping to enrich the lives of residents and visitors alike by creating a more complete and healthy community in which to live and visit. The Town shall continue to provide grants to community organizations that aim to enhance the quality of life for Gibsons' residents within annual budget provisions.
- 8.3.2 Give consideration to creating or promoting a seasonal, or temporary cultural district. This would effectively concentrate artisans and other local entrepreneurs to create a critical mass of activity in an area open to the public for the enjoyment of residents and visitors. Such a cultural district should be considered within the Gibsons Landing area, or along the waterfront.
- 8.3.3 Encourage the installation of public art on or within public buildings and property, including the waterfront. This may include establishing a public art program that includes requirements for public art or cash-in lieu as part of large new developments in commercial or tourist zones. Public art may include permanent and temporary installations of statuary, murals and other visual art displays.
- 8.3.4 Consider an arts centre and/or an arts school that would service the entire Sunshine Coast region and beyond in order to showcase and teach artisans. The Town may consider locating such a facility within Gibsons Landing if land is available, or on municipally owned land elsewhere in the Town.
- 8.3.5 Develop an arts and cultural strategy that identifies and builds on the cultural assets of the community.

- 8.3.6 Encourage venues that display local art.
- 8.3.7 Review zoning regulations to allow and encourage artist workspaces (including live-work spaces).
- 8.3.8 Support and encourage festivals and cultural events in a wider range of locations than currently including outdoor performances and work with others to create coast wide festivals and events.

8.4 Heritage Protection

The Gibsons Landing Heritage Society has played an important role in pursuit of the preservation of existing historical resources for the benefit of future residents. Two historical sites have been designated in Gibsons – The Women’s Institute Hall and Gibsons Elementary School - School District Resource Centre. One archaeologically significant site – a Coast Salish “shell midden” is located on the waterfront in Gibsons Landing (recorded by the Heritage Conservation Branch as Site DiRV-1).

The Town’s Advisory Heritage Commission has identified and researched 20 buildings, places and trees for a Heritage Inventory. The Town has limited resources to purchase properties for heritage preservation, and instead will depend on provisions in the Local Government Act to encourage property owners to designate their properties for heritage preservation.

Policies

- 8.4.1 Support completion of a Heritage Strategy and Heritage Management Plan to provide more detailed guidance for heritage preservation.
- 8.4.2 Consider updating the inventory of historic sites (2006) including buildings, plantings, structures and sites within the Town such as the site of the first town hall, site of the first fire station, the first telephone exchange, etc. Every effort shall be made to recognize these historical features by protecting the significance of the site and building’s character and retaining the scale, spatial relationship, plantings and green space and, where possible, the fabric and line of the existing building.
- 8.4.3 Encourage private owners to preserve heritage characteristics of their property rather than the Town initiating the purchase of heritage buildings or sites. Through the consent and involvement of private property owners, this may include the establishment of a community heritage inventory, designation of a heritage conservation area, and/or adoption of a heritage protection bylaw. Furthermore, the Town shall endeavour to make full use of relevant provisions of the British Columbia Heritage Legislation in order to benefit from programs and funding which may become available.
- 8.4.4 Ensure that where buildings, sites, plantings, or structures of historic significance are located on land to be redeveloped that the preservation of such sites, buildings or structures shall be considered as part of the development approval process.
- 8.4.5 Recognize existing sites, buildings, plantings, and structures of historical value in Gibsons with appropriate signage and explanatory plaques.
- 8.4.6 Encourage new development in Gibsons Landing to reflect the historic design characteristics as outlined in Harbour Area Development Permit Area No. 5.
- 8.4.7 Continue to support the location of the Sunshine Coast Museum and Archive Society in Gibsons Landing as a repository of important historic documents and materials.
- 8.4.8 Consult with the Province’s Heritage Conservation Branch to verify if development sites are of archaeological significance. Direct development applicants to the Heritage Conservation Branch regarding applicable guidelines and regulations for development on or near archaeological sites.

8.5 Health, Safety and Well-Being

A high quality of life has always been a priority for Gibsons' residents. This includes qualities such as the general health of the community, and access to affordable housing, social, recreational and educational services. More importantly, residents need to feel safe in their community. This may be accomplished through a number of means including a community safety audit, improved design and lighting of public places, and developing partnerships with the Royal Canadian Mounted Police (RCMP) to improve community safety. Increasingly, community health is being linked to community land use and design and walkability is being given a high priority.

In 2013 the Town, together with a group of volunteer advisors, completed the Age-Friendly Planning Project. An "age-friendly" community is one where public officials, service providers, community leaders, and business and community members recognize the diversity among the population by:

- *Promoting inclusion of people of all ages, abilities and levels of income.*
- *Anticipating and responding to age-related needs and preferences.*

The project identified some key challenges in planning for an age-friendly community. One is the topographical barrier between Gibsons' two distinct geographical areas Gibsons Landing and Upper Gibsons. The steep change in elevation makes travel between them difficult without a private vehicle. Another is that Gibsons lacks services, like a hospital, that are available in other communities on the Coast. These challenges are heightened by Gibsons' increasingly aging population, making it important to attract and retain young people and to better connect youth and seniors.

The recommendations of the Age-Friendly Planning Project have been used to update and add policies around transportation issues in section 12, for housing in section 9, as well below for this section.

Policies

- 8.5.1 Prioritize a safe, comfortable walking environment by locating higher density housing and senior's housing and housing for families close to amenities, creating better pedestrian environments in Upper Gibsons, improved pedestrian connections between Upper and Lower Gibsons and overall a more comfortable pedestrian environment (also see Commercial and Servicing sections).
- 8.5.2 Encourage other forms of active transportation such as cycling, skateboarding etc. by creating safe, comfortable environments for these modes.
- 8.5.3 Cooperate with the RCMP to become more informed about how crime can be prevented through building and landscaping design, and encourage crime prevention through design techniques. This may be accomplished through a public awareness campaign and/or through the establishment of an advisory design panel to review development applications.
- 8.5.4 Work with the RCMP to improve personal safety by encouraging residents and neighbourhoods to participate in crime prevention programs such as Block Parents, Neighbourhood Watch, Citizens on Patrol, and/or Crime Stoppers.
- 8.5.5 Continue to liaise with private and public agencies to provide for the needs of people with disabilities. Buildings that provide a public service shall be made fully accessible for people that have a physical or mental disability.
- 8.5.6 Consider the preparation of data and indicators on the quality of life of its residents. Collaboration between municipal departments and other agencies involved in social planning initiatives shall be encouraged. This may include a community safety audit.
- 8.5.7 Continue to work with the multicultural community to promote harmonious intercultural relations.

- 8.5.8 Support the work of the Community Resource Centre's Progress Plan to create greater opportunities for women in the workforce along with improved access to childcare and transportation.
- 8.5.9 Address the need for shuttle service between Upper Gibsons and Lower Gibsons especially for seniors and individuals with disabilities.
- 8.5.10 Encourage projects, initiatives and funding that support youth staying on the coast by providing opportunities for youth including education (e.g. trade, art and marine science schools), training, practicums, and apprenticeships.
- 8.5.11 Recognise the fundamental importance of a secure home for physical and mental well-being and support the provision of affordable and attainable housing (see "affordable housing policies" in Housing section.)
- 8.5.12 Consider implementing a bylaw to regulate smoking in public places.
- 8.5.13 Advocacy Policy: Encourage the provision of a walk-in clinic in Gibsons with extended hours and more GPs.

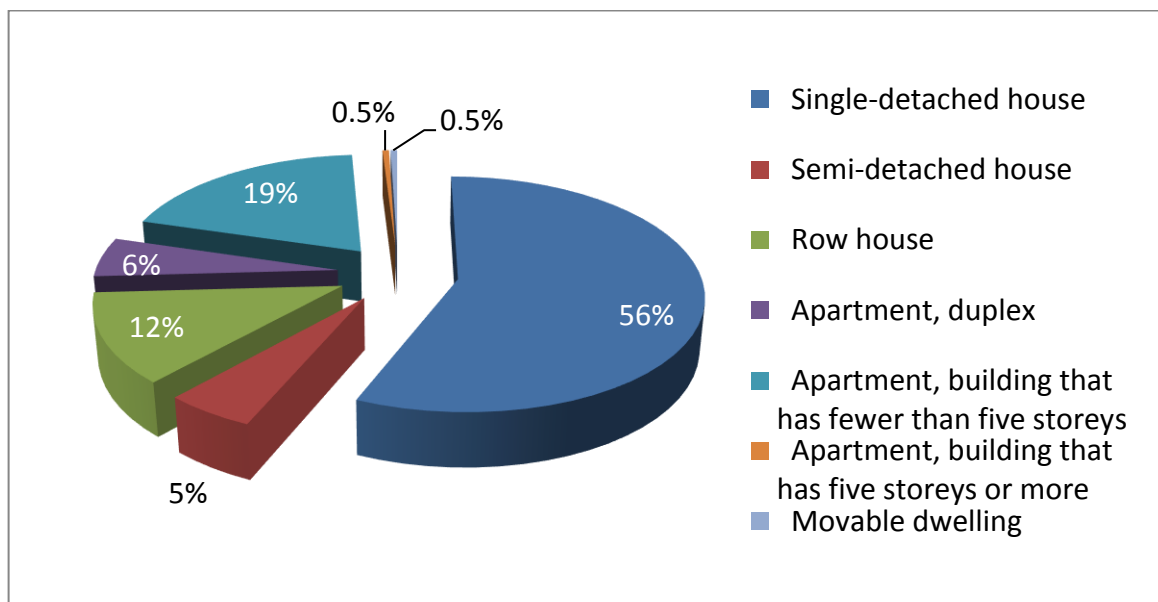
9 RESIDENTIAL

Objectives

- Recognize and support the varied housing needs and preferences within the community, and allow for a mix of housing types suitable for the changing population.
- Incorporate Smart Growth principles into the overall site design.
- Require a high standard of design and landscaping for all residential development.
- Retain and protect the character of existing residential neighbourhoods, while allowing for appropriate infill and redevelopment.
- Ensure the most effective use of Gibsons' limited land base by supporting higher densities in appropriate locations.
- Integrate a diversity of housing types within new neighbourhoods.
- Support the development of affordable housing.

9.1 Existing Neighbourhoods

According to the 2011 census, there are approximately 2015 dwelling units within the Town of Gibsons, an increase of 215 units (12%) from 1,800 units in 2001. The majority of these dwelling units consist of single-detached and semi-detached houses with the remainder multi-unit housing units such as townhouses and apartments. This split between single-detached and multi-unit housing types has changed over the years from a 77%/23% split in 1986 to a 65%/35% split in 2001 to 61%/39% in 2011.



Source: Statistics Canada 2011

Figure 9-1: Dwellings by Type (2011)

Gibsons has evolved into a community that has a number of separate and distinct neighbourhoods. The neighbourhoods consist of older established areas, neighbourhoods undergoing transition and new emerging neighbourhoods. Neighbourhoods areas are outlined on Map 4.

More detailed policies have been developed for certain areas, as part of the neighbourhood plans for Upper Gibsons, Gospel Rock and the Harbour Area (see parts D, E, F). Refer to these Neighbourhood Plans for additional policies on residential uses. Below are policies for other neighbourhoods in Gibsons.

Policies

- 9.1.1 Creekside / Hillcrest – This neighbourhood is to remain predominantly single-detached, bordered by the large greenbelt area of Gibson Creek. The “outer edges” of the neighbourhood along Gibsons Way and North Road include some existing commercial development, and will also include additional multi-unit development in the future. Provision of an active neighbourhood park area is needed in the long term, particularly as population densities increase.
- 9.1.2 Heritage Hill – This established older neighbourhood consists mainly of smaller homes on smaller lots. Due to the views and proximity to Gibsons Landing, the Plan anticipates some demand for redevelopment and low density multi-unit housing. These uses are to be focused on the perimeter of the neighbourhood along Marine Drive and Jack’s lane. The reuse of existing single-detached homes to provide additional dwelling units, for example as suites, is encouraged in order to maintain single-detached character while increasing density. New single-detached houses and multiple family units are encouraged to fit with the character of the surrounding neighbourhood. Small pocket park(s) may be provided on unused road allowances to provide neighbourhood open space.
- 9.1.3 North Fletcher – This is also an established, older neighbourhood, bounded by three major arterial roads. Redevelopment of the block between Gibsons Way and North Fletcher Road to low density multi-unit housing is supported. Multi-unit housing is also supported along School Road, much of which is already developed for this purpose. Additional commercial development is not supported.
- 9.1.4 Bay Area / Georgia View – This neighbourhood is an established residential area with very limited future development opportunity. Low density multi-unit use is supported in some locations, nearer to the core area, but the neighbourhood will remain primarily single-detached.
- 9.1.5 O’Shea / Oceanmount – This area of Upper Gibsons consists of new subdivision and multi-unit housing, as well as established neighbourhoods on Poplar and Davis roads. Future land use will consist of similar mixed residential uses, with White Tower Park and future community uses on adjacent Town-owned land providing a focal point. The forest backdrop along the hillcrest from approximately Oceanmount Boulevard south to Gospel Rock should be maintained as much as possible.
- 9.1.6 Upper Gibsons Commercial Area – This is the primary commercial area of the Town consisting of retail and service commercial uses for the Gibsons region. This area is intended to expand with residential development to the north in the long term. It is also a major goal of the OCP to improve the appearance of this area by incorporating a “west coast maritime” theme for commercial areas, developing a stronger pedestrian and cycling orientation and encourage higher density residential uses, which includes additional housing and community amenities in adjacent area. Improvements to Gibsons Way to include full sidewalks, trees and landscaping, limited driveway access points are important aspects of upgrading. See Part D for more policies on Upper Gibsons.

9.2 Low Density Residential

The Plan recognizes that single detached housing remains the predominant form of housing in Gibsons although the proportion of multi-unit housing is increasing. Many residents indicated that they would like to retain the low density characteristics of existing single-detached neighbourhoods. Infill development within and adjacent to existing neighbourhoods should be sensitive to the scale, density, and form and character of existing dwelling units.

The proportion of single and semi-detached housing has declined from 77% of the total in 1986 to 61% in 2011. This indicates that there is a change in the housing mix due in part to the limited supply of vacant land but also because of an increase in demand for multi-unit housing. Although residents tend to support a mix

of housing types in order to use land more efficiently, it is anticipated that there will continue to be a strong demand for single detached housing due to its affordability compared to the Greater Vancouver region.

Given the predominance of detached family dwellings in Gibsons, there is a need to provide a range of other housing choices. Other low density forms of housing include small lot single-detached, cluster single-detached, townhouses, multi-unit development in a single-detached form, granny cottages and suites over garages. All of these may provide compatible forms housing in new or existing neighbourhoods.

Policies

- 9.2.1 Retain the area shown as Detached Residential on Schedule B: Land Use Plan predominantly for single-detached homes, and duplexes. Where appropriate and implemented through zoning, semi-public uses such as places of worship, daycare facilities, and community meetings halls may be considered in this designation.
- 9.2.2 Encourage redeveloped or new single-detached homes to be in scale with surrounding buildings in order to preserve the intimacy and character of existing neighbourhoods. This may require amending the Town's Zoning Bylaw to reduce the maximum building size and lot coverage.
- 9.2.3 Ensure that all property owners developing a secondary suite in their single-detached home meet all Building Code regulations for the health and safety of the residents. Property owners of existing secondary suites that do not meet the Building Code should be encouraged to upgrade. This may include public awareness programs and grants-in-aid through governmental and non-government agencies.
- 9.2.4 Encourage a range of ground oriented housing opportunities in areas designated Low Density Residential (Schedule B). Residential development in these areas may include small lot single-detached houses, semi-detached houses, duplexes, cluster housing, townhouses, fee-simple row housing, multi-unit development in a single-detached form, garden suites.
- 9.2.5 Encourage two-family dwelling units within the residential areas east of School Road and North Road, where minimum lot sizes of the zoning bylaw are met. The Town may consider requiring specific zoning for all future duplex lots.
- 9.2.6 Ensure that a maximum of one duplex is permitted per parcel, except where part of a comprehensively designed multi-unit development.
- 9.2.7 Allow for public involvement prior to any residential infill program development since additional housing may directly affect an existing neighbourhood. The Town, in cooperation with nearby residents, shall act as the lead agency in any neighbourhood planning, or zoning approvals.

9.3 Multi-Unit Residential

Higher density multi-unit housing is no longer necessarily a lower-cost housing choice or a form of rental housing. Increasingly, townhomes and apartments are preferred by various age groups including young families, "empty nesters" and seniors. Given these trends, the siting requirements for multi-unit housing are changing. Where higher density uses had generally been separated from single-detached areas in the past, or placed in less desirable locations, the Plan now provides for greater integration of housing types. The siting requirements for multi-unit residential developments, particularly town homes, is similar to that for single detached residences. Safe and quiet locations with views, treed buffers, and access to major roadways are important considerations.

Higher density multi-unit residential housing (i.e. apartments) is also supported for specific locations in the community. In some cases, appropriate sites are designated for these uses near shopping and community facility areas, where increased density will help to make these areas more active and viable. This approach is aimed at creating more compact and potentially more pedestrian oriented neighbourhoods, with shopping,

working and living areas in close proximity. In other cases, where steep slopes or protection of open space is a concern, multi-unit development may allow for better site design, with less disruption of natural features. Multi-unit development can result in less road development, and the retention of larger blocks of land in a natural or semi-natural condition.

Policies

- 9.3.1 Support multi-unit housing in areas designated as Medium Density Residential and High Density Residential on Schedule B: Land Use Plan.
- 9.3.2 Foster a high standard of building and site design, ensure there is proper integration with surrounding uses, provide for landscaping and improve the general visual appearance in accordance with Multi-Family Development Permit Area 4.
- 9.3.3 Consider sites for higher density residential in the Upper Gibsons area that are in proximity to commercial centres or major community facilities. These sites should be compatible with adjacent land uses and have adequate access for the increased population and traffic levels.
- 9.3.4 Direct the following types of special needs housing to areas with a Medium Density Residential or High Density Residential designation:
 - *group homes*
 - *extended care facilities*
 - *retirement homes providing intermediate or extended care services*
 - *community or congregate care housing*
 - *seniors and special needs institutional housing*
- 9.3.5 Consider designating new areas to Medium Density Residential or High Density Residential based on the following criteria:
 - *where the proposed development will be compatible in character and scale with adjoining uses*
 - *where separation can be achieved through adequate setback distances and landscaped buffers on a site-specific basis from existing or planned lower density housing*
 - *within 1.0 km of parks, recreational areas and facilities, commercial and employment areas or public / institutional facilities*
 - *on sites that afford direct and convenient vehicular access so as to avoid generating excessive traffic on local streets*
 - *on sites where adequate community sewer and water services are available or can be provided by the developer*

Multi-unit Special Character

The Multi-unit Special Character designation shown on Schedule B: Land Use Plan is intended to maintain the single-detached residential character of Gibsons while at the same time providing the added density desired near the Gibsons Landing commercial area.

- 9.3.6 Development in this designation is intended to be in the form of a single-detached dwelling that can be broken into separate residential units. The form and character of proposed development must demonstrate how it maintains the character of the surrounding area and is subject to the following guidelines:
 - *building siting and massing must retain the scale and character of a one or two family dwelling*

- *parking requirements may be reduced to lessen the impact of the automobile on the design of the site*

9.4 Affordable and Alternative Housing

Generally, affordable housing refers to housing where the household is paying less than 30% of their gross income toward shelter costs¹. The cost of housing on the Sunshine Coast has risen significantly in the last ten to fifteen years, with median dwelling values in Gibsons increasing by 150% between 2001 and 2011, making housing affordability for many households an important issue. While the real estate market has stabilized since 2008, very little purpose-built rental housing is being built and households in core housing need are projected to grow by more than 20% by 2021.

The most recent needs assessment for the Sunshine Coast (*Housing on the Sunshine Coast, trends, needs, directions, by M. Thomson Consulting, April 2014*) identified the following key issues for housing:

- *Ownership of a median priced home remains unaffordable for even median earning households. The pressure is greater on young families with incomes below median.*
- *While rental housing has been generally available in recent years, the supply is changeable subject to housing market conditions, and more than one-third of renting households on the Sunshine Coast are in core housing need². No purpose built rental developments are expected to meet these rental needs.*
- *The aging population of the Sunshine Coast points to a need for greater resources for seniors, particularly housing appropriate to seniors.*
- *There are few resources for the homeless populations.*

In recent years the Town has undertaken several initiatives to support affordable housing:

- *Provisions for secondary suites were added to the Zoning Bylaw in most single-detached zoned areas.*
- *As part of the development of Upper Gibsons, new zones were created for small lot development (minimum lot size 280m²) and for cluster development, an innovative form of housing with multiple detached and attached housing units on a single larger parcel.*

Density Bonusing and Community Amenity Contributions

The Local Government Act (section 904) allows municipalities to permit additional density in designated areas or on specific parcels of land in exchange for defined community amenity contributions from developers. These amenity contributions can take various forms including special needs and affordable housing. This is an important tool in the provision of affordable housing and other community amenities, and density bonusing represents an approach recommended by BC's Ministry of Community, Sport and Cultural Development.

¹Shelter costs include rent or mortgage payments, property taxes, strata fees if applicable and utilities payments.

² A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability or suitability, standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three [housing standards](#)).

- [Adequate](#) housing are reported by their residents as not requiring any major repairs.
- [Affordable](#) dwellings costs less than 30% of total before-tax household income.
- [Suitable](#) housing has enough bedrooms for the size and make-up of resident households, according to National Occupancy Standard (NOS) requirements.

Policies

- 9.4.1 Revise the zoning bylaw to establish base and maximum densities for all residential zones. The Town will also clarify amenity contributions requested of developers for any density beyond that of the base density.
- 9.4.2 Support multi-unit and seniors housing developments which are an integral part of the community, with site designs which balances the need for privacy and security with the need to retain an attractive streetscape and sense of “fit” in the neighbourhood.
- 9.4.3 Facilitate the development of a full range of special needs housing for seniors and persons with disabilities and consider land designated as Medium Density and High Density Residential for these uses. Homes that require continual medical care 24-hours a day should be directed to land designated as Public/Community Use.
- 9.4.4 Support the provision of seniors housing and related services, which encourages independent living in a support setting, such as congregate housing development. Housing units for seniors should be adequately designed for special needs and include a variety of affordable units that are based on the “aging in place” concept.
- 9.4.5 Ensure that affordable housing units or complexes are integrated in the community and not segregated or concentrated in specific areas.
- 9.4.6 Support initiatives which help provide affordable housing in the community, including:
- *Provision for housing mixed with commercial development which can create some lower-cost apartments.*
 - *Lands acquired by the Town may be conveyed to a registered non-profit for the purpose of affordable housing.*
 - *Facilitate the development of affordable housing through considering actions such as fast-tracking the development process, waiving development cost charges, leasing or contributing land, reduced parking requirements for developments with an affordable component etc.*
 - *Review and update the current Community Amenity and Affordable Housing Policy to reflect a change to a density bonusing approach to affordable housing.*
 - *Continue to develop partnerships for the establishment of new affordable housing and protection of existing affordable housing in the Town of Gibsons.*
 - *Work with other Sunshine Coast local governments, as well as Provincial and Federal Governments to address affordable housing regionally.*
- 9.4.7 Promote the use of the Accessible and Adaptable Housing Design Guidelines (February 2012), encouraging architects and builders to consider accessible and adaptable features in developments.
- 9.4.8 Evaluate the Garden Suite program and consider expanding the area / situations where garden suites may be allowed.

10 COMMERCIAL AREAS

Objectives

- *Support a strong and vibrant commercial sector with distinct functions and appearances in the Gibsons Landing and Upper Gibsons areas.*
- *Encourage innovative, high quality design that enhances the appearance and distinct identities of Upper Gibsons and Gibsons Landing.*
- *Support the continued development of Upper Gibsons as the primary commercial centre for the residents of Gibsons and surrounding area.*
- *Adhere to the principles of Smart Growth in order to revitalize the Upper Gibsons corridor to a more pedestrian oriented mixed use Town Centre.*
- *Support the redevelopment of automotive and industrial uses on Gibsons Way to more compatible commercial and retail uses.*
- *Upgrade the safety and appearance of Gibsons Way through the provision of sidewalks, cycling paths, and landscaping, and the reduction of direct access in favour of planned development with access through controlled intersections.*

10.1 Mixed Use/Commercial Development

Upper Gibsons and Gibsons Landing areas will continue to act as the commercial centres for Gibsons. Both of these areas are intended to remain predominantly commercial areas but will benefit from the addition of new residential uses surrounding the commercial lands as well as residential and office uses located in mixed use buildings.

Policies

- 10.1.1 Continue to focus new commercial development in Upper Gibsons and Gibsons Landing areas. Commercial development outside of these areas will be discouraged with the exception of very small scale, local serving uses and live / work uses.
- 10.1.2 Encourage commercial uses to concentrate on areas that are designated as Mixed Use Commercial on Schedule B: Land Use Plan.
- 10.1.3 Encourage the development of buildings and developments that mix commercial uses on the ground floor facing the street with residential or office uses above or behind.

10.2 Upper Gibsons Commercial Area

The Upper Gibsons commercial area, centred on Gibsons Way, is presently, and will continue to be, the major commercial and service centre serving both the Gibsons community and its surrounding trading area. The area extending from North / School Road intersection, west to Gibsons Park Plaza, immediately outside of the municipal limits, is developing as the focal point of commercial activity. Over time, it is anticipated that this area will redevelop with a stronger retail orientation, with less emphasis on service and automotive uses.

On-going residential development (Upper Gibsons Neighbourhood Plan) will support local serving retail

establishments. Over time it is anticipated that buildings can become more compact, and oriented towards the street creating a more pedestrian friendly environment.

Although Upper Gibsons is a separate geographic entity from the waterfront atmosphere of Gibsons Landing, it is crucial that the uptown area provide an image which is equally desirable. The real challenge for Upper Gibsons is to create a vibrant centre that is visually attractive as well as functional with a strong mix of housing, commercial activities and community uses. With increased emphasis on design, appropriate land uses and traffic flow, it is possible to move away from the image of "strip development" toward an attractive, more pedestrian oriented, town centre.

Policies

- 10.2.1 Create an Upper Gibsons "town centre" focused on the area between School / North Roads and Payne / Pratt Roads with the following guidelines:
 - *Emphasis on commercial uses including retail stores, banks, restaurants, office uses, visitor accommodation, entertainment facilities and personal services.*
 - *Inclusion of public uses, including churches, schools, and amenities such as White Tower Park, the Pool complex and Brothers Park as essential components of this town centre.*
 - *A greater pedestrian orientation than currently exists, with improvements to sidewalks and landscaping emphasized with future developments.*
 - *Incorporation of multi-unit housing adjacent to the commercial areas as well as in mixed use buildings with commercial uses on the lower floors and residential above.*
- 10.2.2 Limit new commercial development to be no more than 2500 m² (26,910 ft²) of gross floor area per business.
- 10.2.3 Continue to work in cooperation with the Sunshine Coast Regional District, Ministry of Transportation and Infrastructure, and any other relevant agencies to develop a comprehensive approach to overall future commercial land use, traffic flow and landscaping in the commercial area along Gibsons Way.
- 10.2.4 Prevent the dispersal of commercial activity along North Road and the section of Gibsons Way east of School Road by limiting commercial development to the areas designated as Mixed Use Commercial on North Road and to the existing neighbourhood commercial centre (Seaview Plaza area) on Gibsons Way. The Town supports the SCRD's current policies to limit commercial to existing commercially zoned properties within the SCRD.
- 10.2.5 Support the redevelopment of existing commercially-zoned properties within the North Road and Gibsons Way (east of North Road) areas to multi-unit housing, but also consider supporting limited types of commercial uses and live-work uses which provide small-scale shops or services clearly of benefit to the surrounding residential neighbourhood.
- 10.2.6 Support improvements to Gibsons Way to reduce commercial access points, increase pedestrian safety and improve traffic circulation, with loops to the north and south of the highway.
- 10.2.7 All development in the "Mixed Use / Commercial" designation is subject to Development Permit Area Guidelines.

10.3 Gibsons Landing

Gibsons Landing is the historical centre of commercial and marine activity in Gibsons and continues to be a bustling centre of small scale, local and tourism based commercial activity. Goals, objectives and policies for Gibsons Landing and the Harbour Area are included in the Harbour Area Neighbourhood Plan.

Development Permit Area Guidelines for Gibsons Landing are included in DPA5.

11 ECONOMIC DEVELOPMENT & WORKING LANDS

Objectives

- *Encourage sustainable forms of community economic development and diversification that respect the need to preserve the natural environment and quality of life.*
- *Support the development of new businesses by local residents.*
- *Support the expansion of local businesses and creation of additional employment.*
- *Attract and retain clean light industrial and commercial uses, shops and offices in order to provide jobs and services for residents, and to improve the Town's tax base.*
- *Encourage and facilitate tourism by providing a variety of good quality accommodation and attractions.*
- *Promote Gibsons as a location of choice for new residents.*
- *Preserve the identity of Gibsons as the historical, cultural, and commercial centre for the "lower" Sunshine Coast.*
- *Encourage sustainable forms of business that are energy and resource efficient.*
- *Ensure an adequate supply of serviceable land to meet demands for business and residential development.*
- *Create a sound financial position based on a strong tax base with the needs of the citizens prioritized and provided for.*

11.1 Economic Development

Gibsons, like many BC towns, is in the process of transitioning from a resource-based economy to a service-based economy. The bulk of economic activity in Gibsons (approximately 80%), is business-to-business, occurring outside of the perceptions of most residents. Of this business and professional services are a very dynamic and growing section. The Community Resource Centre's "Progress Plan" identified a number of issues and challenges for women in the workforce and business including lack of access to childcare and adult care, low wages and lack of access to transportation.

The Town's economic development is not the direct mandate of the OCP and the Town plays more of a facilitating role in economic development. However, much of the OCP has an influence on the economic success of the Town through land use and development regulation, encouragement or discouragement of certain types of projects, as well as shaping the livability, character and natural environment of the Town that attracts businesses and residents to locate and remain here. The 2013 Economic Development Strategy highlights five key roles for the Town – facilitate, coordinate, communicate, advocate, and monitor.

A comparison of statistics from the 2001 and 2011 censuses shows a decreasing unemployment rate, a decline in jobs in production and tourism and corresponding increases in jobs in retail sales and construction. Most remarkable is the increase (128%) in business/professional services (which now makes up 20% of economic activity and 11.5% of jobs) exceeded only by the dramatic increase in primarily public sector employment in health and social services.

Policies

The following policies will be used as a guide for the type of economic development Gibsons prefers, applications for new development will be considered based on their own merits as well as these guidelines:

- 11.1.1 Encourage the following types of economic development which are considered appropriate for Gibsons:
- *small, locally owned business*
 - *businesses that provide equal access opportunities and living wages*
 - *businesses that tend to source inputs locally and spend profits locally (creating a greater multiplier effect)*
 - *tourism and eco-tourism related businesses*
 - *home-based businesses*
 - *information technology*
 - *office and shared offices*
 - *education, training and research*
 - *arts, culture and outdoor recreation related businesses*
 - *small and medium sized industry that meets strict environmental standards and do not draw unduly on water from the aquifer*
 - *green businesses – energy efficiency, renewable energy, green buildings and the sharing economy*
 - *local (Sunshine Coast) food related businesses*
- 11.1.2 The following types of economic development are generally NOT considered appropriate for the Town of Gibsons:
- *businesses that remove most of their profits from the local economy*
 - *heavy industry and resource extraction*
 - *businesses that undermine the natural beauty and character of the Town*

11.2 Economic Initiatives

During the planning process, the community was quite clear that the need for economic growth and development must be balanced with other goals of preserving the natural environment and the character and livability of the Town. The community especially wants to nurture and attract businesses that contribute community wealth and that are focused on sustainability.

While some economic initiatives can be translated into specific land use policies, there are a number of items of broader application. They stress the supportive environment the Town wishes to retain for economic opportunities that aid in achieving prosperity for the community. Many economic actions cannot be undertaken by the Town alone, but require collaborative efforts with the Regional District and a number of special agencies. The Plan emphasizes the Town's on-going support for appropriate economic development.

There have been some discussions that Gibsons Harbour, Langdale, or some other docking point along the coast could become a stopping point for cruise ships. This has the potential to spur tourism on certain days of the year, however, at the same time, could jeopardize the quaint small town atmosphere of Gibsons Landing.

Other on-going economic development initiatives include the increasing demand of the filming industry in the Gibsons area. Once again, this has the potential to be both disruptive to the existing community, yet profitable for some. These and other initiatives need to be considered.

Policies

- 11.2.1 Cooperate with groups and agencies in the tourism, arts and recreation sectors to encourage and strengthen economic development and to support the Town's role as a gateway to visitor trips in other areas of the Sunshine Coast. The Town may assist in such endeavours by establishing a favourable climate for seasonal fairs, booths, and displays along the waterfront area.
- 11.2.2 Encourage the development of innovative sources of funding for micro and small businesses.
- 11.2.3 Promote the livability, character, spectacular natural setting, clean water and outdoor recreation to continue to attract new residents, businesses and tourists to Gibsons.
- 11.2.4 Explore how the Town can become more business friendly for the benefit of existing and new businesses without detracting from the values of the community.
- 11.2.5 Consider supporting a local or regional Economic Development Plan in order to offer additional guidance with respect to economic and development initiatives.
- 11.2.6 Examine the potential of the emerging "sharing economy" and how to encourage this type of activity³.
- 11.2.7 Promote the Town's ecological assets to stimulate the growth of related educational, cultural, eco-tourism and professional services.
- 11.2.8 Encourage and support businesses and other initiatives that harvest, create, process and sell food from the Sunshine Coast.
- 11.2.9 Encourage the development of post-secondary education and research facilities by identifying and designating lands in appropriate locations.
- 11.2.10 Expand the Harbour Authority docks, increase accessibility of the docks and promote sailing and waterfront activity.
- 11.2.11 Work with the SCRD to ensure that businesses established outside of Town limits pay appropriately for water and do not draw large amounts of water from the Gibsons aquifer.

11.3 Private-Public Partnerships

The annual budget for the Town of Gibsons is approximately \$5 million with only a small portion coming from property taxes. This limited budget presents a challenge for undertaking development projects. In recent years, the Town of Gibsons has relied on private-public partnerships cooperation to fund projects such as the restoration of heritage buildings and the wharf renewal project. There is a trend towards projects being undertaken as community partnerships which are financed in part by other businesses and organizations.

³ The "sharing economy" refers to the sharing of assets such as vehicles, tools, real estate etc. to reduce costs and environmental impact. Examples include Car Sharing and "Car 2 Go", Air BnB, and tool sharing co-operatives.

Policies

- 11.3.1 In order to finance community infrastructure projects, explore funding alternatives from a variety of sources including provincial and federal grants, property taxes, donations in kind or dollars from local businesses, and volunteer hours from community members. This may results in establishing private-public partnerships.
- 11.3.2 Partner with various organizations to diversify and maintain a local economy that is sustainable in the long term.

11.4 Home Based Businesses

The number of home-based businesses have been growing in the Gibsons area with over 10% of employed residents indicating that they work from home in the 2011 census. Home base businesses tend to range from the production and selling of artisan crafts to business and professional offices. This type of economic development is encouraged as long as the regulations in the Town's zoning bylaw are followed.

Another form of home-based business is the provision of short-term rental housing. Short-term rental housing can be defined as housing used for commercial purposes, which may include vacationers or out-of-town film crews that rent a house for less than 30 days. The owner of the house tends to reside elsewhere. Although this adds to the tourism economy, this has been known to disrupt existing neighbourhoods. A majority of residents indicated during the 2005 planning process that they would support the provision of short-term rental housing through a permit system, subject to consultation with neighbouring residents.

Policies

- 11.4.1 Support home based businesses provided that the business:
 - o does not detract from the existing residential character of the area
 - o does not create undue noise, visual impact (unsightly) or light pollution
 - o is clearly incidental in size and use to the dwelling unit
 - o meets all appropriate regulations
- 11.4.2 Review zoning provisions for home-based businesses to make sure they meet the above objectives and do not unduly restrict home based businesses.

11.5 Industrial Development

Industrial development in Gibsons is mainly limited to light industrial and warehousing uses areas north of Gibsons Way. Plan policies support the redevelopment and upgrading of the existing light industrial area around Venture Way/Seamount Way. Many of the former industrial properties fronting the north side of Gibsons Way are now designated for commercial uses, to assist in creating a more retail-oriented area between the two shopping malls. The lands further to the north are recommended for a range of service and light industrial uses, but with improved landscaping and design standards to improve the appearance of the area. Heavier industrial uses will not be accommodated in this area in the long term, but warehousing, distribution, automotive, construction businesses, and enclosed service and light industrial uses are supported.

Policies

- 11.5.1 Encourage automobile-oriented service commercial uses to relocate to secondary locations in the Seamount/Venture Way area designated as Service Commercial/Business Centre, and to limit development of new automotive uses along Gibsons Way.
- 11.5.2 Support a transition in the current zoned industrial area toward service and light industrial uses including offices associated with these businesses.
- 11.5.3 Support consolidation of properties for light industrial purposes.

11.6 Rural and Agricultural Lands

Historically, agriculture has not played a significant role in terms of the land use, social fabric or economy of Gibsons. Generally, agricultural activity has been limited by poorer soil quality and unfavourable market and labour conditions. Presently, only a small portion (approximately 20 ha) of the overall land base of the Town is within the Agricultural Land Reserve (ALR) administered under the Agricultural Land Commission (ALC) Act. The ALC Act is provincial legislation aimed at preserving and protecting the agricultural land base of British Columbia. The Act, and associated regulations and Commission resolutions, take precedence over all municipal land use bylaws, including Official Community Plans. Applications to exclude and include lands within the ALR, as well as to operate non-farms uses are subject to approval by the Agricultural Land Commission.

Policies

- 11.6.1 Encourage farming operations to continue on land that is designated as Rural and Agricultural and within the Agricultural Land Reserve, west of Payne Road, as shown on Schedule B. Land designated as Rural and Agricultural shall be used for the farming of land, plants and animals and similar activities as provided by the Agricultural Land Commission Act. This includes compatible uses such as boarding stables, turf farms, and greenhouses.
- 11.6.2 Recognize that all uses, including the subdivision of property, for property designated as Rural and Agricultural are subject to the Agricultural Land Commission (ALC) Act, its regulations and orders of the Provincial Agricultural Land Commission.
- 11.6.3 Work with the Agricultural Land Commission to develop land known as White Tower Park, east of Mahon Road and designated as Park and Recreation on Schedule B. The south half of this land is within the ALR and was dedicated to the Town with the understanding that it would be developed as a future community park. By resolution of the Commission, this ALR land is approved for a specific non-farm use as a series of storm water detention ponds in compliance with the Town's Storm Water Management Plan. Under current regulations, use of the south part of the park is limited to open land park use for biodiversity conservation, passive recreation, or heritage, wildlife and scenery viewing purposes, or for associated buildings or structures not exceeding a total of 100m². The Park also provides pedestrian access linking Shaw and Mahon Roads.
- 11.6.4 Minimize urban-rural conflicts with existing or potential future agricultural operations along boundaries where non-agricultural lands within municipal boundaries adjoin lands within the ALR. Efforts to minimize urban-rural conflicts include:
 - *the designation of non-farm lands with land uses that are compatible with farm use such as Greenbelt (e.g. designation along Gibson Creek)*
 - *the physical separation by a road or similar barrier between farm and non-farm uses (e.g. Reed Road, Payne Road); or*

- *suitable setback or buffering within non-farm areas (e.g. along the western municipal boundary north and south of Charman Creek) including ALR lands in the SCRD*

11.7 Sand and Gravel Deposits

As outlined in Section 877 of the Local Government Act, an OCP is required to include statements and map designations respecting the approximate location and area of sand and gravel deposits that are suitable for future sand and gravel extraction. As the Town of Gibsons is comparatively small in area, and largely developed, it is not feasible for the Town to designate any land for sand and gravel deposits. The Town recognizes the value of sand and gravel resources and will continue to rely on the Sunshine Coast Regional District and private enterprises for sand and gravel.

Policies

- 11.7.1 Do not designate sand and gravel deposits on the Land Use Map as none are located within the Town boundaries.

12 TRANSPORTATION

Objectives

- *Ensure that the Town's transportation system emphasizes the creation of a safe, supportive environment for pedestrians, bicycles and vehicles.*
- *Reduce the impact of traffic on local residential areas through suitable road and subdivision design.*
- *Develop a continuous, integrated bicycle and pedestrian network for both recreation and transportation purposes.*
- *Provide a high standard of public roads which meet the vehicular movement requirements of the Town's residents and visitors.*
- *Encourage the development of roads that have a low environmental impact.*

12.1 Roads

The historic development pattern and the topography of the Sunshine Coast and the Town of Gibsons is the origin of many of the difficulties facing the community today with respect to transportation. Existing problems with traffic congestion, parking, conflict between local traffic and through ferry traffic, and the division of the community by Gibsons Way are related to historical development patterns.

An update and revision of the Town's road network was conducted in the mid-1990s through the Road Network Plan Study (1996). It provided a number of specific recommendations to improve the traffic network. Another issue that has become prevalent in certain neighbourhoods is the issue of traffic calming. The objectives of traffic calming on local or collector streets are to reduce vehicular speeds, discourage through traffic, minimize conflicts between street users and improve the neighbourhood environment. Traffic calming measures have been shown to reduce collision potential and increase safety in neighbourhoods. Traffic calming measures are intended to be self-enforcing as opposed to regulatory traffic control devices that require ongoing enforcement.

The present day Future Road Network of Map 5 has been based on the 1996 study, subsequent planning for the neighbourhood plans for Upper Gibsons and Gospel Rock, the 2011 SCRD Integrated Transportation Study, and the 2012 update to the Subdivision Bylaw. See also Neighbourhood Plans for additional policies on roads, transportation and parking.

Policies

- 12.1.1 Develop a road network as shown on Map 5.
- 12.1.2 Work with the Sunshine Coast Regional District and the Ministry of Transportation and Infrastructure towards the implementation of the 2011 SCRD Integrated Transportation Study (see the Upper Gibsons Neighbourhood Plan for individual locations). Within the limitation posed by existing established roadways, develop a road network with the following major functions and characteristics:
 - a. *Major Network Roads (Arterials)*
 - to provide for high mobility but low access to adjacent properties to accommodate major traffic movement from collector roads

- minimum right-of-way width of 20 metres
 - full multi-use trail development on both sides
 - bicycle facilities shall be provided in the form of multi-use trails
 - on-street parking be restricted
 - typical traffic volumes range in the order of 10,000 to 30,000 vehicles per day
- b. *Collector Roads (Type 1 and Type 2)*
- provide a balance of access and mobility
 - collect traffic from local roads and flow into arterials
 - are located to serve all neighbourhoods of the Town and reduce through traffic on local streets right-of-way width of 20 metres
 - sidewalk development on both sides in areas with higher activity levels
 - grade separated bike lanes on both sides in areas with higher activity levels
 - bicycle facilities and sidewalk via multi-use trail in areas where residential development is the anticipated land use focus
 - on-street parking to be accommodated via pull-out bays designed to minimize impervious surfaces
 - typical traffic volumes range in the order of < 8,000 vehicles per day for residential areas and 1,000 to 12,000 vehicles per day for industrial / commercial areas
- c. *Local Roads (Type 1 and Type 2)*
- provide high access and low mobility
 - accommodate traffic from individual properties and flow on to collectors
 - emphasize and prioritize pedestrians and other non-vehicle uses on a shared roadway, ensuring that cars are slowed to safe speeds through appropriate design
 - designed to minimize impervious surfaces
 - typical traffic volumes for local roads servicing residential areas are < 1,000 vehicles per day and for those servicing industrial / commercial areas are < 3,000 vehicles per day
- 12.1.3 Minimize through traffic in residential areas by designating and improving appropriate collector and arterial roads as shown on Map 5.
- 12.1.4 Where possible in future subdivisions, avoid direct access from residential lots to arterials roads by providing property access via lower classification roads or via lanes.
- 12.1.5 Consider simplifying the Gower Point, Marine Drive, Gibsons Way intersection by closing School Road between Gower Point Road and the lane behind to automobile traffic.
- 12.1.6 Wherever possible with future development in the Upper Gibsons area, provide opportunities for “looping” of traffic flow to improve traffic circulation and access to commercial areas.
- 12.1.7 Carefully control commercial development and work with the Ministry of Transportation and Infrastructure toward roadway improvements along Gibsons Way to achieve:
- *appropriate location and design of intersections*
 - *limited points of access and egress to individual businesses*
 - *left turns at intersections only*
 - *provision for landscaping subject to Ministry of Transportation and Infrastructure approval*

- *potential provision of landscape islands to separate the traffic directions*
- 12.1.8 Consider streetscapes improvements such as decorative sidewalks, complementary signage, planting and crosswalks within the major road rights-of-way in the Upper Gibsons commercial area and in Gibsons Landing. Crosswalks should be at intersections, wherever possible; mid-block crosswalks are discouraged.
- 12.1.9 Consider establishing distinct development standards to allow for upgrading of Gower Point Road from Franklin Road south for traffic and pedestrian safety, while also retaining the rural, winding and natural features of this route.
- 12.1.10 In consultation with the local community, consider the viability of a plan and budget regarding traffic calming measures, or road diet methods to discourage traffic from taking shortcuts through neighbourhoods and encourage active transportation.
- 12.1.11 Continue to work towards ensuring the Town's road designs are easily maintained, cost effective, minimize environmental impacts by reducing paved surface areas, incorporating natural systems and other design innovative elements, and prioritize non-vehicular modes of transit wherever possible.
- 12.1.12 Require traffic impact studies for developments that are expected to create operational problems associated with the safe and efficient movement of traffic, pedestrians, bicycles and transit vehicles. Improvements identified as a result of the study will be the responsibility of the developer and implemented as a condition of site plan approval.
- 12.1.13 Northbound Payne Road: investigate with Ministry of Transportation and Infrastructure the possibility of remarking the lanes to create dedicated left, right and through lanes.
- 12.1.14 Venture/Mahon intersection at Gibsons Way: pursue the installation of advance left turn signals for west bound and east bound traffic.
- 12.1.15 Pursue the creation of a rear lane between Mahon Road and Shaw Road, where land development permits, to provide primary access to the Gibsons Way businesses in the vicinity.
- 12.1.16 Remark the laning at the intersection of Shaw Road at Gibsons Way to create dedicated left, right and through lanes.
- 12.1.17 Investigate the possibility of creating a shared access for Elphinstone Secondary School directly opposite Farnham Road if the property to the east of the school redevelops.
- 12.1.18 *Support the concept of a "blanket speed zone" for Lower Gibsons which will require a revision of the provincial Motor Vehicle Act.*

12.2 Transit and Transportation Demand Management

The Sunshine Coast Transit System, operated by the SCRD, provides bus service to the Sunshine Coast Regional District from Langdale Ferry terminal to Sechelt, offering passengers routes to major destination points such as Gibsons and Roberts Creek. BC Ferries provides an essential service as part of Route 101, connecting Gibsons and the Sunshine Coast to the Lower Mainland.

Policies

- 12.2.1 Provide public and private transit in cooperation with the Provincial and Regional Governments, which permits the safe and efficient travel of local residents throughout the Town and to other parts of the region. Public transit routes should be planned to provide stops within 500 metres of most residences and should connect key local destinations including health, seniors and community centres, shopping areas, the library, Town Hall, post office, banks, etc.

- 12.2.2 Support development of initiatives which reduce the community's dependence on automobile travel, including public transit, development of comprehensive bike routes, passenger ferry services, and park and ride facilities. An important part of this strategy are land use decisions which increase local employment and business opportunities, provide for higher density housing, and for pedestrian oriented commercial areas.
- 12.2.3 Encourage a neighbourhood bus service as an appropriate small-scale transit service to connect Upper Gibsons and the Lower Gibsons waterfront, while avoiding the effects of wear and tear of larger buses on roads in the Landing Area.
- 12.2.4 Support the planning and provision of transit facilities such as transit shelters and bike racks on buses to facilitate intermodal access by all users.
- 12.2.5 Work with transit providers to ensure sufficient time for the loading and unloading of wheelchairs, strollers and bicycles.
- 12.2.6 Review traffic calming measures to ensure they do not impede transit.
- 12.2.7 Implement a community ride-share program and "car stops" where drivers can pick up passengers.
- 12.2.8 Advocacy statement: lobby BC Ferries to ensure on-time service, more manageable ferry fares, and increased service.

12.3 Parking

There is not an immediate parking problem in Gibsons. There is a perceived shortage of parking in Lower Gibsons during the visitor seasons, but there may be opportunities to manage the existing parking stalls first before any drastic changes to the supply.

Policies

- 12.3.1 Review the available parking areas, zoning bylaw requirements, public parking areas and future traffic patterns as key issues in the revitalization of Gibsons Landing. Following this analysis, Council may implement changes to the road system and parking requirements.
- 12.3.2 Require that access to off-street parking areas are provided from lanes and secondary streets wherever possible.
- 12.3.3 Continue to develop public parking areas in Gibsons Landing for commercial uses, which cannot provide sufficient on-site parking for reasons of difficult terrain, access, or limitations due to the existing parcel size. Monies raised through the Parking Reserve Fund shall be used by the Town to fund this public parking.
- 12.3.4 Review the adequacy of the existing cash payment amount to the Parking Reserve Fund relative to the costs of land acquisition and parking structure construction in the commercial area.
- 12.3.5 Plan for parking areas to be more pedestrian friendly and environmentally responsive by adding landscaping, medians, trees, permeable materials and oil water separators.
- 12.3.6 Make sure accessible parking is wide enough and on level grades so getting into and out of vehicles is as easy as possible for persons with disabilities.

12.4 Sidewalks and Pedestrian Environment

The pedestrian and bicycle network is as important to the movement through the community as the road network. Residents no longer walk or cycle for recreational purposes only, but are considering these modes of transportation for commuting purposes. As a result, an effective network needs to be provided. This section deals with sidewalks only. See Section 7.4 for additional policies on bicycle and pedestrian corridors.

Policies

- 12.4.1 Create a safe, linked, comfortable and convenient system of pedestrian sidewalks, pathways, and pedestrian priority streets in the Town. Emphasis shall be placed on the Gibsons Landing and Upper Gibsons core areas. Sidewalks and pathways may be permeable and shall be accessible for persons of all abilities.
- 12.4.2 Ensure that utility companies properly shelter and landscape their respective sub-stations and/or plants and do not block or visually intrude public walkways.
- 12.4.3 Improve pedestrian movement along Gibsons Way by ensuring there is a sidewalk on both sides of the highway in the Upper Gibsons Area.
- 12.4.4 Review the required pavement width of North Road and improve pedestrian infrastructure along this corridor to connect and complement trails in the area.
- 12.4.5 Introduce benches, stairs, railings and weather coverings into the pedestrian environment in order to make walking safer and more comfortable. This applies especially to steeper grades such as School Road.
- 12.4.6 Where steep hills such as School Road provide a significant barrier for walking and cycling, clearly mark alternative routes (with less steep grades) on maps and signage.
- 12.4.7 Improve key crossing locations to facilitate easy and safe movement across roads, such as increasing the timing of lights to get across the street, better markings, improved lighting, and audible signals.

13 SERVICING & INFRASTRUCTURE

Nature is our most valuable infrastructure asset.

Gibsons' natural capital assets, and the ecosystem services they provide, are a fundamental and integral part of the Town's infrastructure. Natural capital assets provide clear advantages over engineered (or grey) infrastructure. They:

- *are cheaper to operate and maintain, if not degraded*
- *may provide "free" ecosystem services*
- *do not depreciate if properly managed*
- *are carbon neutral or even carbon positive*

Gibsons is one the first Canadian municipalities to explore managing the natural capital in our community, such as green space, aquifers, foreshore area and creeks, using infrastructure and financial management concepts that are systematically applied to managing engineered assets. Our rationale is that the natural services provided by these systems, in the form of rainwater management, flood control and water purification, add tangible value to the community as, or more, effective as engineered infrastructure.

Bringing these natural assets into the same asset management system as engineered infrastructure recognizes the quantifiable value they provide to the community and integrates them into the municipal framework for operating budgets, maintenance and regular support.

Many of us are unaware of the infrastructure role played by parts of our natural environment and so we may not take the kinds of precautions that preserve our natural municipal infrastructure in good working condition. Gibsons is blessed with many natural assets. The following examples provide direct municipal services:

- *The Gibsons aquifer – water storage and filtration*
- *Creeks, ditches, wetlands – rain water management*
- *The foreshore area – natural seawall*

Objectives

- *Recognize and value the contribution of natural assets to provide valuable services to the community.*
- *Provide for the replacement of infrastructure assets preferably by the use of reserve funds set aside annually from operating revenues during the life-cycle of the asset.*
- *Construct, upgrade or replace public works assets – roads, sidewalks, water, sewer and drainage – to meet recognized engineering, environmental and safety standards.*
- *Maintain public works to satisfy public health and safety concerns.*
- *Establish explicit Levels of Service for municipal infrastructure, in consultation with the community.*
- *Operate and maintain effective and reliable municipal infrastructure supported by healthy natural assets based on a long term approach aimed at minimizing operational cost now and in the future.*

13.1 Growth Management and the Provision of Services

Most of the Town's developed areas are serviced by a municipal water and sewer system. Rural, unserved

areas are strongly encouraged to connect to a municipal water and sewer system if land owners wish to develop. Over the past several years, the Town of Gibsons has completed a number of sewer, water, and drainage studies providing detailed recommendations for upgrading and new works.

There is a desire from the community to consider alternative development standards rather than conventional methods. Alternative development standards (ADS) can save money for both private and public interests, create less waste, enhance sensitive ecological systems, and improve neighbourhoods. ADS also refers to encouraging alternative modes of transportation, protecting the natural environment, different park standards, and different housing standards. These all relate to Smart Growth and have been considered in other policy chapters. This chapter focuses in on engineering standards and infrastructure servicing.

Policies

- 13.1.1 Require the land owner or developer in any development to provide connection to the municipal water supply system and the sanitary sewer system. As municipal services are extended in proximity to areas currently serviced by wells or septic fields, require property owners to connect to municipal systems.
- 13.1.2 Encourage the upgrading of existing residential, commercial, and industrial areas of the Town to the standard set for new development in 13.1.1 above through Local Improvement Areas and Specified Areas and the local area residents to support the upgrading.
- 13.1.3 Ensure that the needed services for new development are provided by the developer, combined with Latecomer Agreements where appropriate, and supported by Development Cost Charge reserve funds for eligible DCC-projects.
- 13.1.4 Continue to review policies to reduce water consumption and incorporate innovative approaches to stormwater management.
- 13.1.5 If, during the subdivision process, the Approving Officer determines that the full life cycle costs for infrastructure necessary to service a proposed subdivision is excessive, Council may consider the creation of a local area service to enable the Town to recover the incremental cost of the operation, maintenance and replacement of the infrastructure.

13.2 Water Distribution

The Gibsons Aquifer supplies 73% of Gibsons' potable water to Lower Gibsons and part of Upper Gibsons. Other parts of Upper Gibsons are supplied with water from the Sunshine Coast Regional District water system. Gibsons is one of the few communities in Canada that is able to provide clean, untreated drinking water from the Gibsons Aquifer which is composed of a sand and gravel deposit that extends from beneath Gibsons Harbour to the base of Mt. Elphinstone. More information about the Gibsons Aquifer can be found in the section on Environmental Policies and in the Development Permit Area section.

Policies

- 13.2.1 Plan, over the long term, to ultimately supply clean potable water to 10,000 people.
- 13.2.2 Pursue a program of water distribution system upgrading and expansion as shown on Map 6 Water System.
- 13.2.3 Monitor the quality and quantity of potable water including a quantification of long term water supply for future growth of the Town as outlined in the Gibsons Aquifer Mapping Study.

- 13.2.4 Continue the relationship with the Sunshine Coast Regional District with respect to the water supply to meet current and future needs.
- 13.2.5 Implement and maintain proactive water distribution operation and maintenance programs to optimize water quality and minimize risk of contamination.
- 13.2.6 Ensure that the Town's water supply and distribution system meets or exceeds the Drinking Water Protection Act requirements.
- 13.2.7 Preserve an unchlorinated ground water supply system in zones 1 and 2.
- 13.2.8 Continuously work to reduce water consumption rates through education, water restrictions, requirement for low flush toilets, water conservation incentives, metering, etc.

13.3 Sanitary Sewer

The Town owns and operates a wastewater treatment plant on Stewart Road, adjacent to Charman Creek, which discharges treated effluent to Shoal Channel near Gospel Rock. A new plant was constructed in 2005 and has an interim design capacity of 4,200 residents with potential to upgrade to 10,000 residents. This meets growth projected within the timeframe of this Official Community Plan.

A Wastewater Collection Strategic Plan and Wastewater Collection Financial Plan were completed in 2008 which set out a long term servicing plan for the Town.

The Prowse Road Lift Station currently receives waste water from approximately ½ of the Town's residents and has been identified as having reached the end of its reliable service life. The upgrade/reconstruction of this lift station is a high priority for Council.

Policies

- 13.3.1 Pursue a program of sewage collection system upgrades and expansions as set out in Map 7: Sewer System
- 13.3.2 Upgrade the treated effluent sewage outfall and the outfall facilities to meet ultimate design capacity.
- 13.3.3 Require existing development to connect to the Town's sanitary sewer system when the sewer services are extended adjacent to the existing development.
- 13.3.4 Consider exempting a single-detached dwelling from the requirement to connect to the Town's sanitary sewer system where the parcel size is 1.6 ha (4 acres) in size or greater.
- 13.3.5 Minimize the quantity of infiltration and inflow to the sanitary collection system in order to decrease the volume of clean water conveyed to the wastewater treatment plant.
- 13.3.6 Construct the North Road sanitary diversion to direct flows directly to the Wastewater Treatment Plant and away from the Prowse Road Lift Station.
- 13.3.7 Pursue grant funding and other sources of funding to upgrade the Prowse Road Lift Station.

13.4 Stormwater Drainage

The Town of Gibsons and its environs is situated within three local watersheds: Chaster Creek, Charman Creek and Gibson Creek. Over the past 100 years, the drainage pattern of Gibsons has been significantly altered. Land development and roads tend to create a large amount of impervious surfaces, and the drainage of stormwater tends to rely on a system of drains, pipes, ditches and retention ponds to move stormwater to the ocean. In some cases, water is redirected into other watersheds and this has affected stream hydrology, morphology,

water quality and stream ecology.

Conventional approaches to stormwater management have focused on the removal of stormwater as quickly as possible from roadways. Alternative drainage systems, on the other hand, tend to focus on infiltration and treat stormwater as part of the hydrologic cycle, thereby enhancing aquatic and terrestrial habitats. Natural processes are incorporated into larger urban open-space structures as best management practices are chosen for their specific function and suitability to a particular site. This approach can also support the concept of natural assets providing community services, in this case stormwater management.

Currently, Charman Creek has significant capacity related problems that will be affected by any development in Upper Gibsons, including the former ALR lands. This has been identified in the Charman Creek Master Drainage Plan (1998) and also subsequently in the town wide Integrated Storm Water Management Plan (2010). This last plan will need to be updated within the next few years to incorporate lessons learned and to reflect evolving asset management practices. Implementing measures for stormwater management that are reliant on in-ground disposal have proven to be problematic in some instances due to the almost impermeable layer that is fairly close to the surface.

Policies

- 13.4.1 Require that developers provide an overall drainage study and drainage plan for developments, which maximizes on-site drainage control, limits impervious areas, manages a wide range of runoff events and reduces runoff.
- 13.4.2 Update the Integrated Stormwater Management Plan and consider the cost of maintaining, operating, replacing engineered storm water infrastructure and identify the most cost effective options.
- 13.4.3 Permit stormwater management methods that are reliant on infiltration with caution, ensuring that no adverse down-slope effects are created from increases in groundwater travelling subsurface along the top of the till layer.
- 13.4.4 Consider the long-term viability of privately owned stormwater management structures as the effectiveness of these structures are heavily reliant on maintenance for them to function as designed.
- 13.4.5 Where practical, support the greening of existing paved surfaces to create greater levels of permeability.

13.5 Other Utilities

The developed portions of the Town have electrical, gas, cable and telephone service. In many areas, these utility corridors are above ground. There is a strong desire by the Town and local residents to implement a program to remove all overhead wiring and relocate them underground. However, this requirement could add significant cost to infill development, which Council is favouring over expanding the developed areas of the Town. In addition, the majority of the areas in the Town that have overhead wiring, are already predominantly developed which could shift the cost of completing the undergrounding of wiring over to the municipality, which is not financially feasible.

Policies

- 13.5.1 Overhead wiring should be relocated underground only in the areas indicated in the Subdivision and Development Servicing and Stormwater Management Bylaw.
- 13.5.2 To avoid multiple utility corridors that comprise the environment, utilities should share corridors wherever possible.

13.6 Solid Waste Management

The Town manages the collection of solid waste, including regular household garbage. Household garbage is collected by an independent contractor and taken to a landfill site within the SCRD. The SCRD is responsible for regional solid waste management and planning. The SCRD manages the regional recycling program and contracts with independent contractors who deliver the service. There is no regular collection of recycled materials in Gibsons; however, the Town does carry out an annual “Spring Clean-up” which involves a recycling component. Curbside recycling collection is available through private contractors. The Town has developed a green yard waste transfer station (funded by the SCRD) at the Henry Road public works yard. A privately owned recycling depot is located in Upper Gibsons.

Policies

- 13.6.1 Actively support the Sunshine Coast Regional District’s Solid Waste Management Plan and their initiatives to reduce, reuse, and recycle.
- 13.6.2 Work towards waste diversion programs and actively support initiatives of the SCRD for the reduction of solid waste including initiatives of other levels of governments or organizations.
- 13.6.3 Support and encourage businesses and institutions to set-up and maintain a waste diversion program.
- 13.6.4 Consider implementing an educational program to encourage both Town residents and businesses to reduce production of solid waste in conjunction with the SCRD Solid Waste Management Plan.
- 13.6.5 Encourage the provision of central recycling areas for residents of multi-unit housing developments.

13.7 Geo-exchange District Energy Utility

The Town manages a Geo-exchange District Energy Utility in the Upper Gibsons neighbourhood. Base infrastructure is in place to service the Parkland subdivision. The system is still too far removed from the Gibsons and Area Community Centre and other larger facilities in the area to be connected. Energy prices are lower than expected at the time of the installation of the utility, resulting in a situation where expansion may not be viable in the short term.

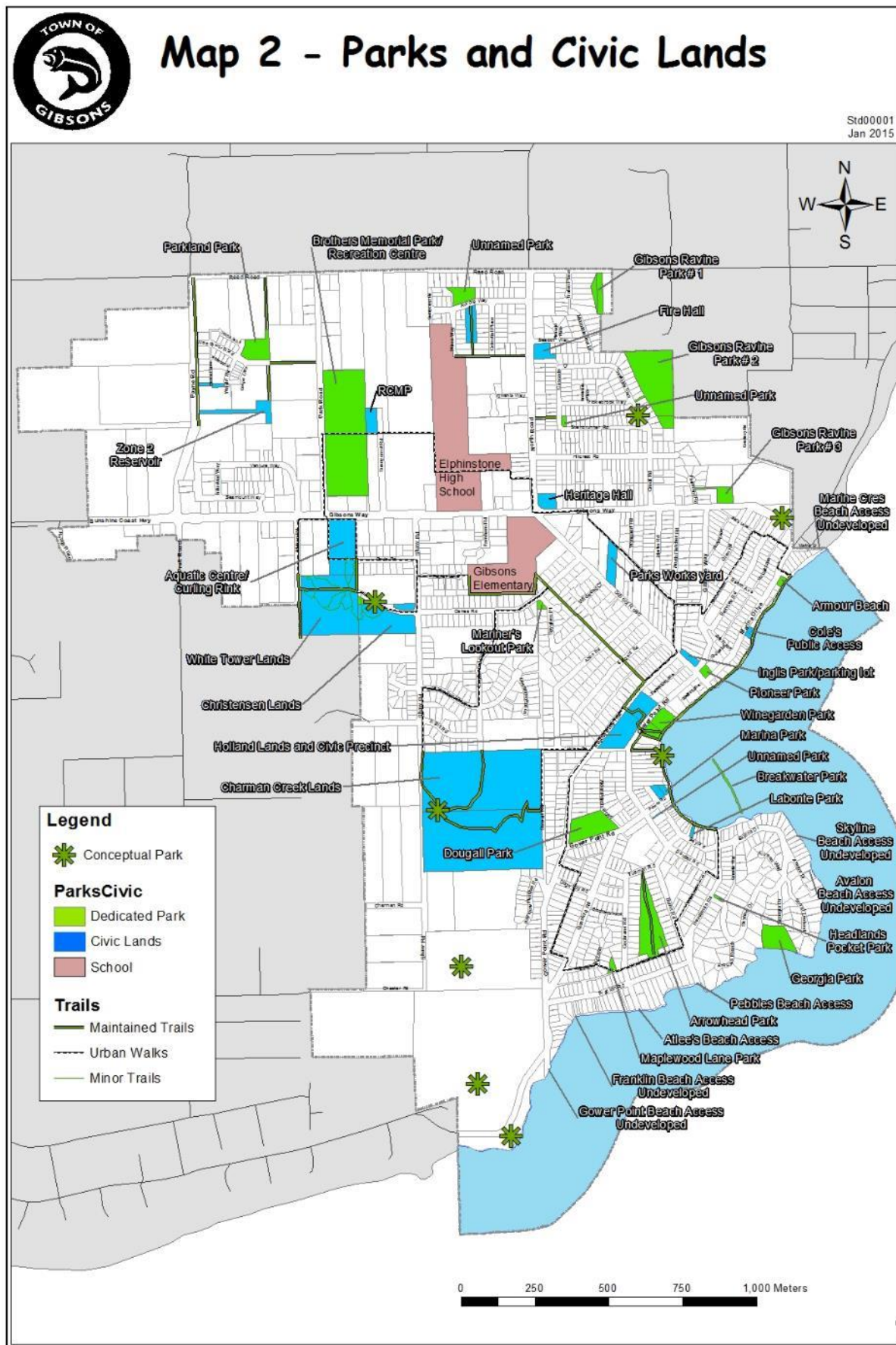
Policies

- 13.7.1 Require new development in the current catchment area of the Geo-exchange District Heating Utility to connect to the system.
- 13.7.2 Evaluate options for future expansion of the Geo-exchange District Energy Utility, for example once energy prices reach a higher level, to consider if there is a possible business case to expand district energy to more properties in the Town.

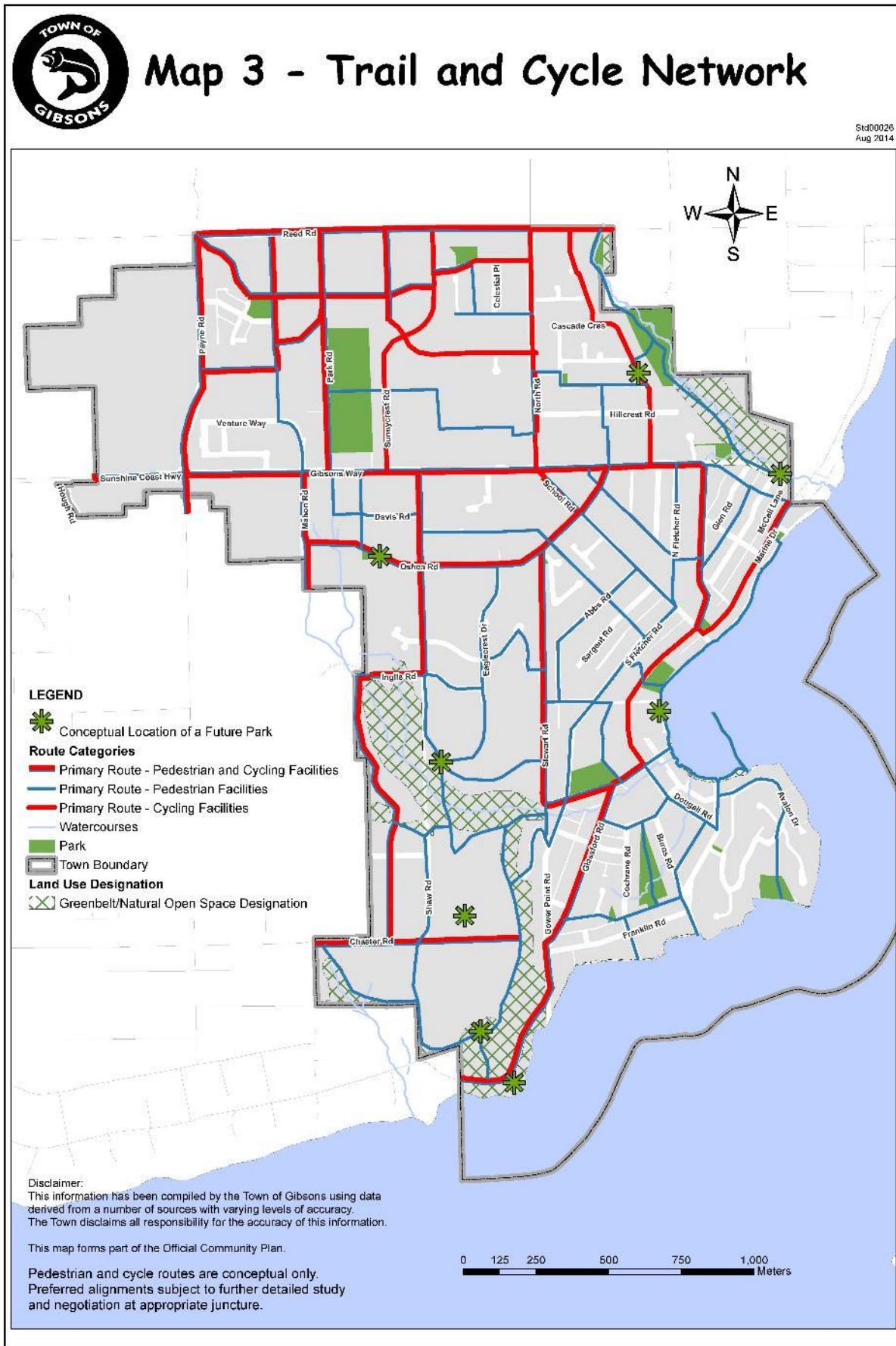
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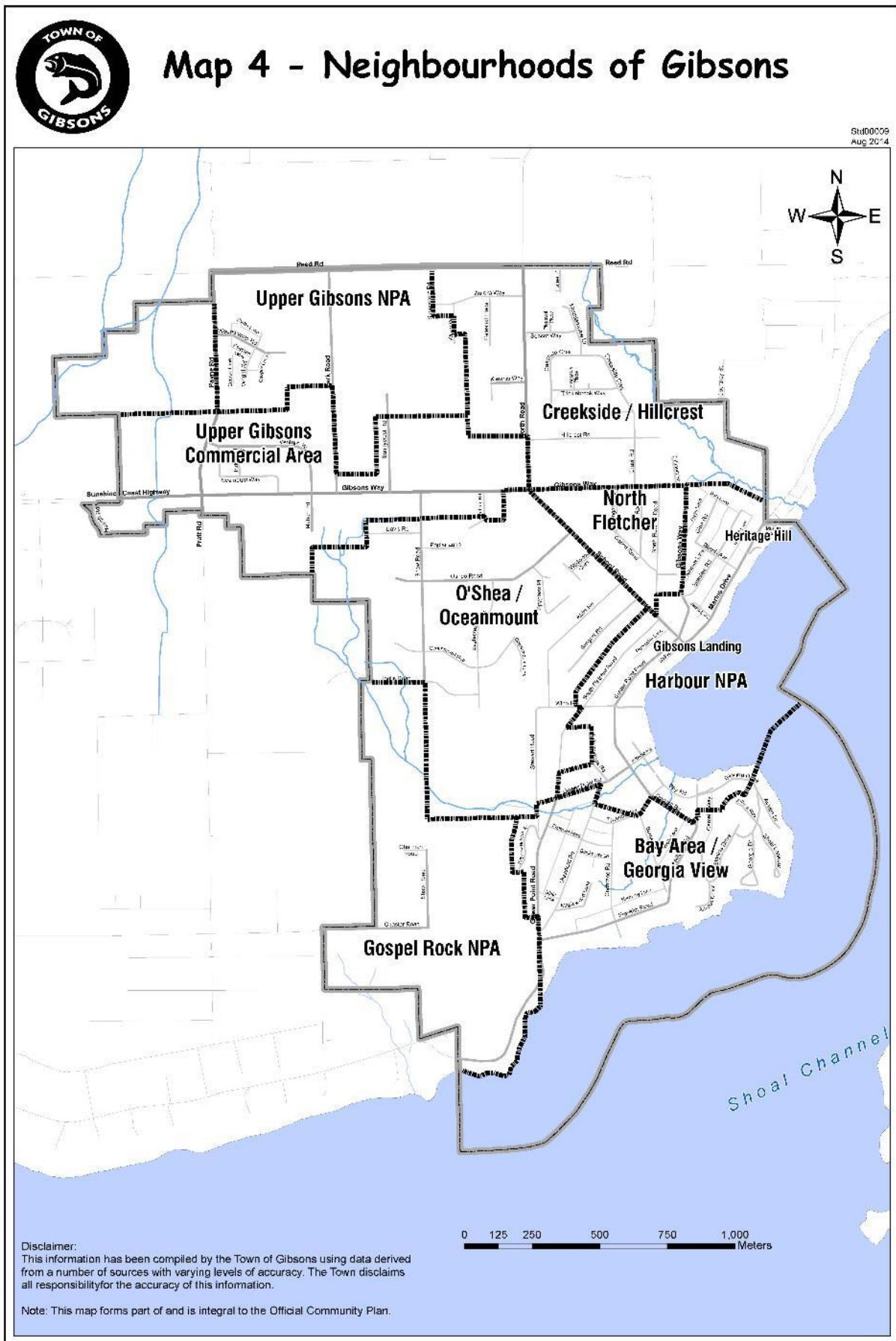
Map 2: Parks & Civic Lands



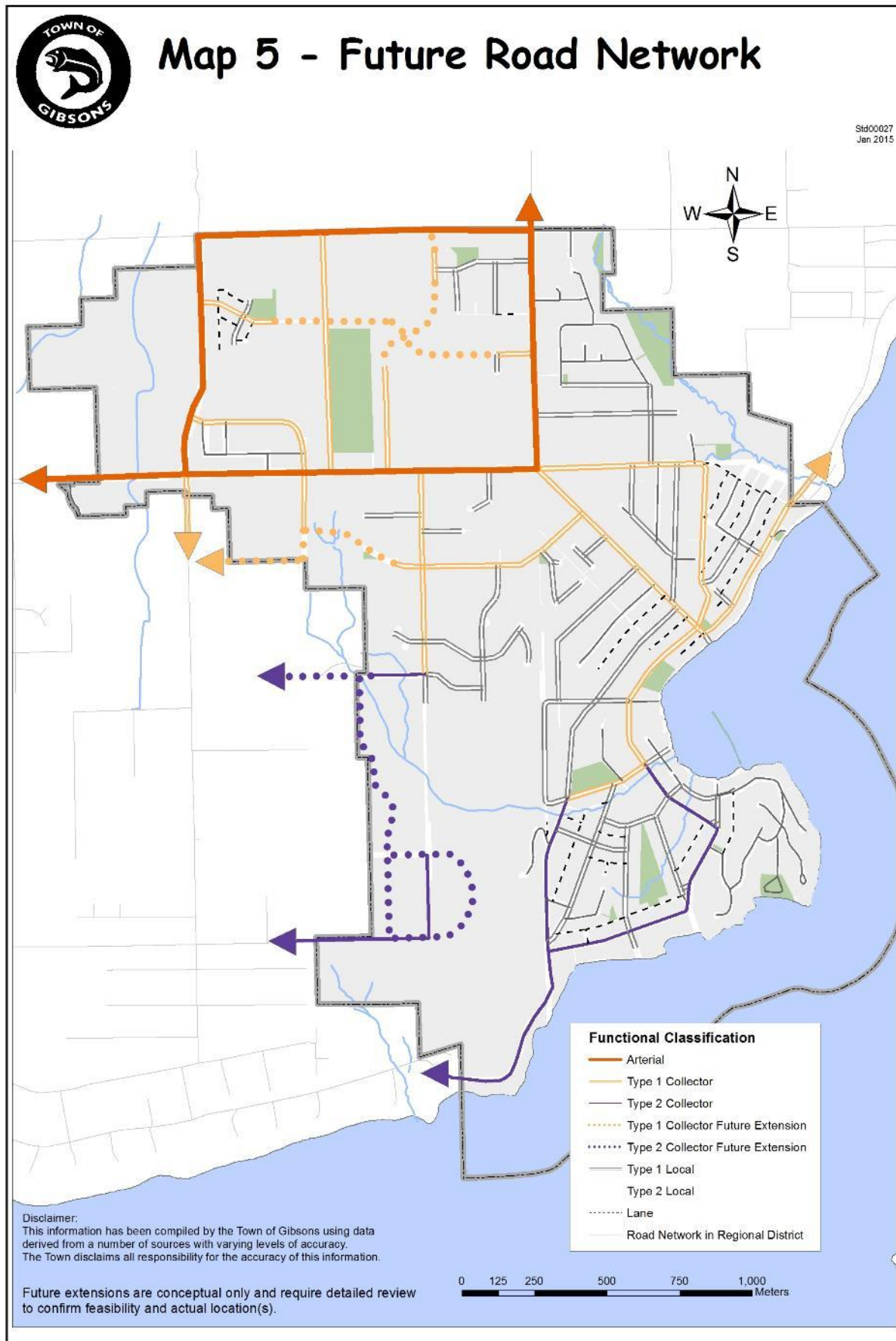
Map 3: Trail & Cycle Network

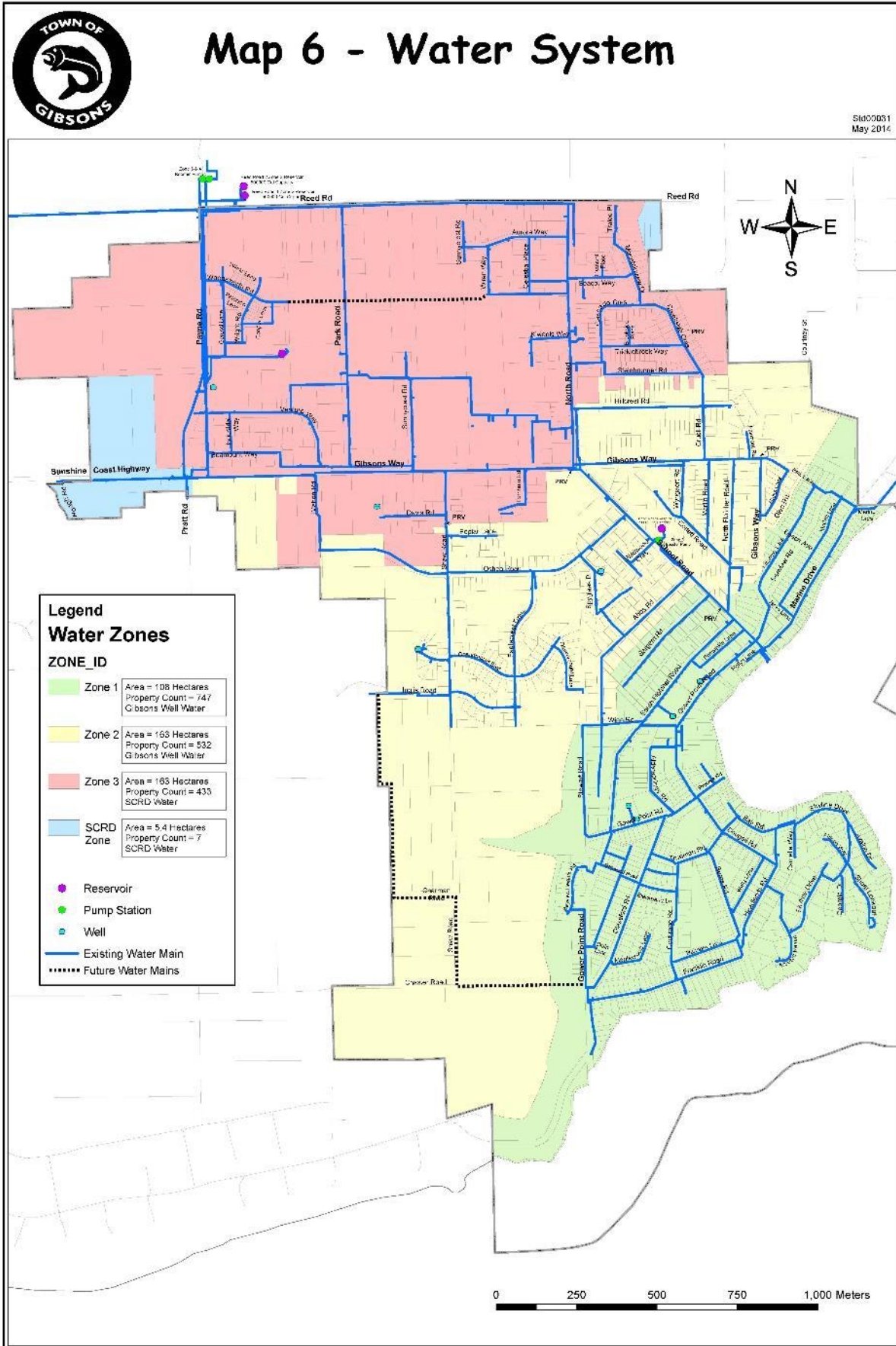


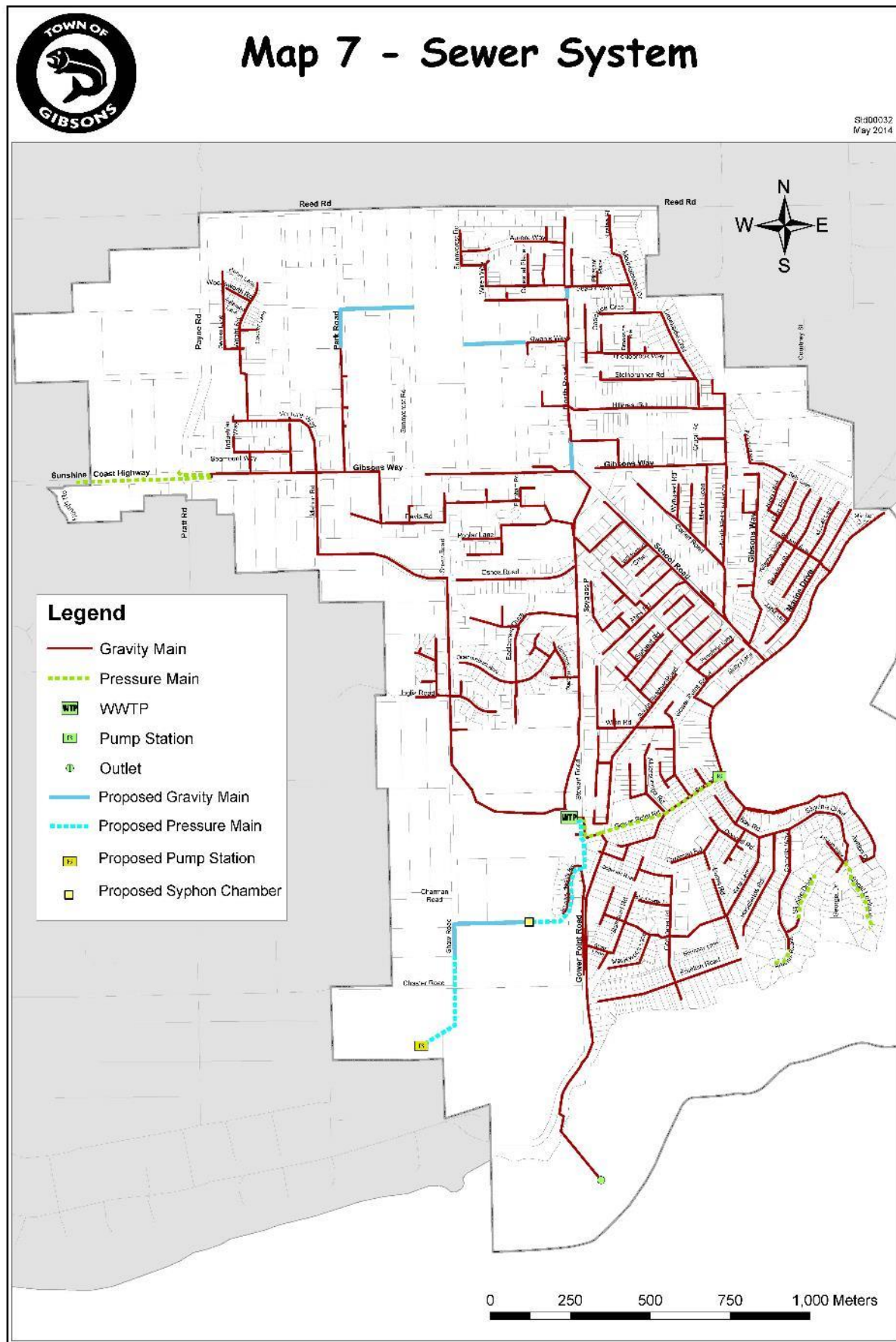
Map 4: Neighbourhoods of Gibsons

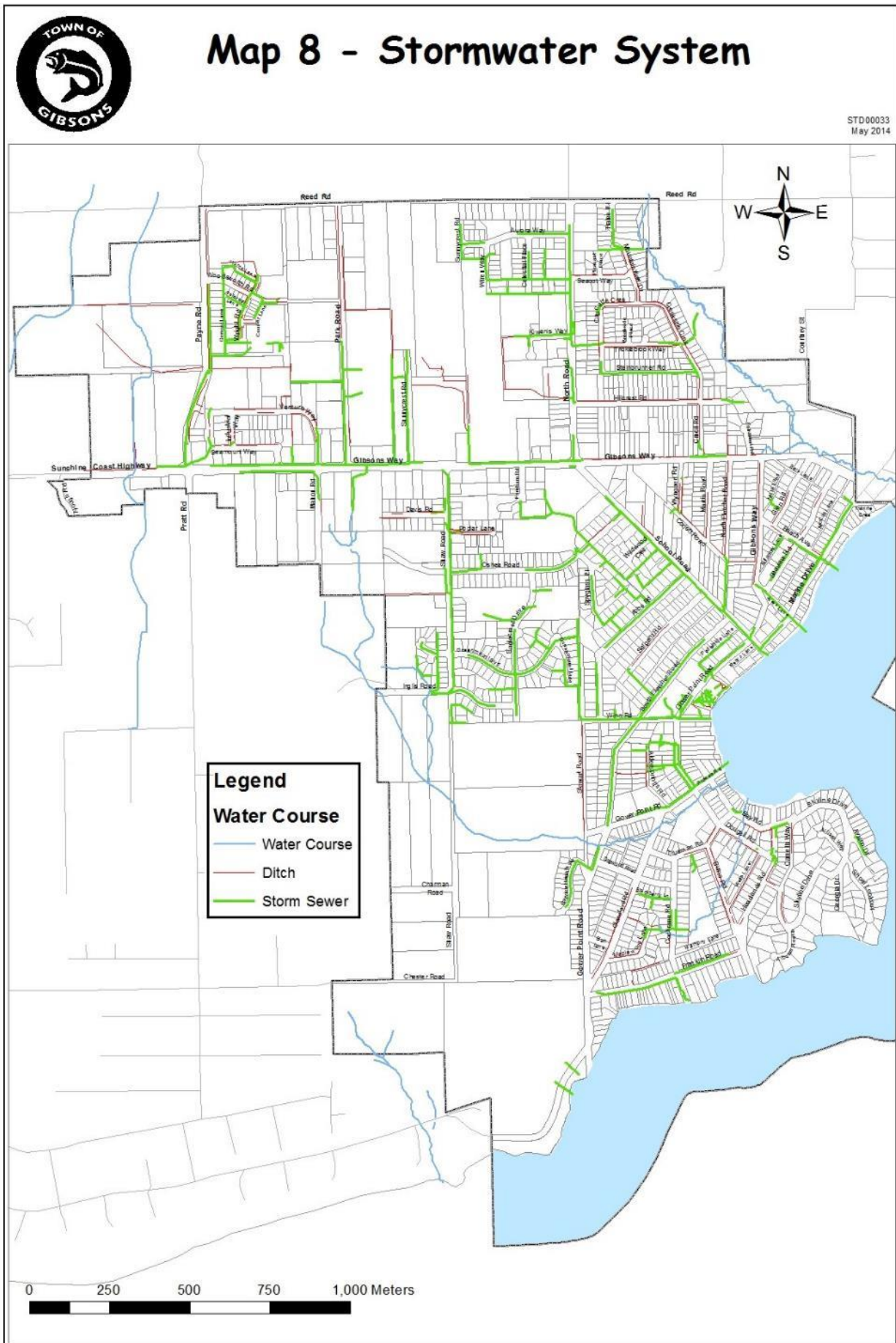


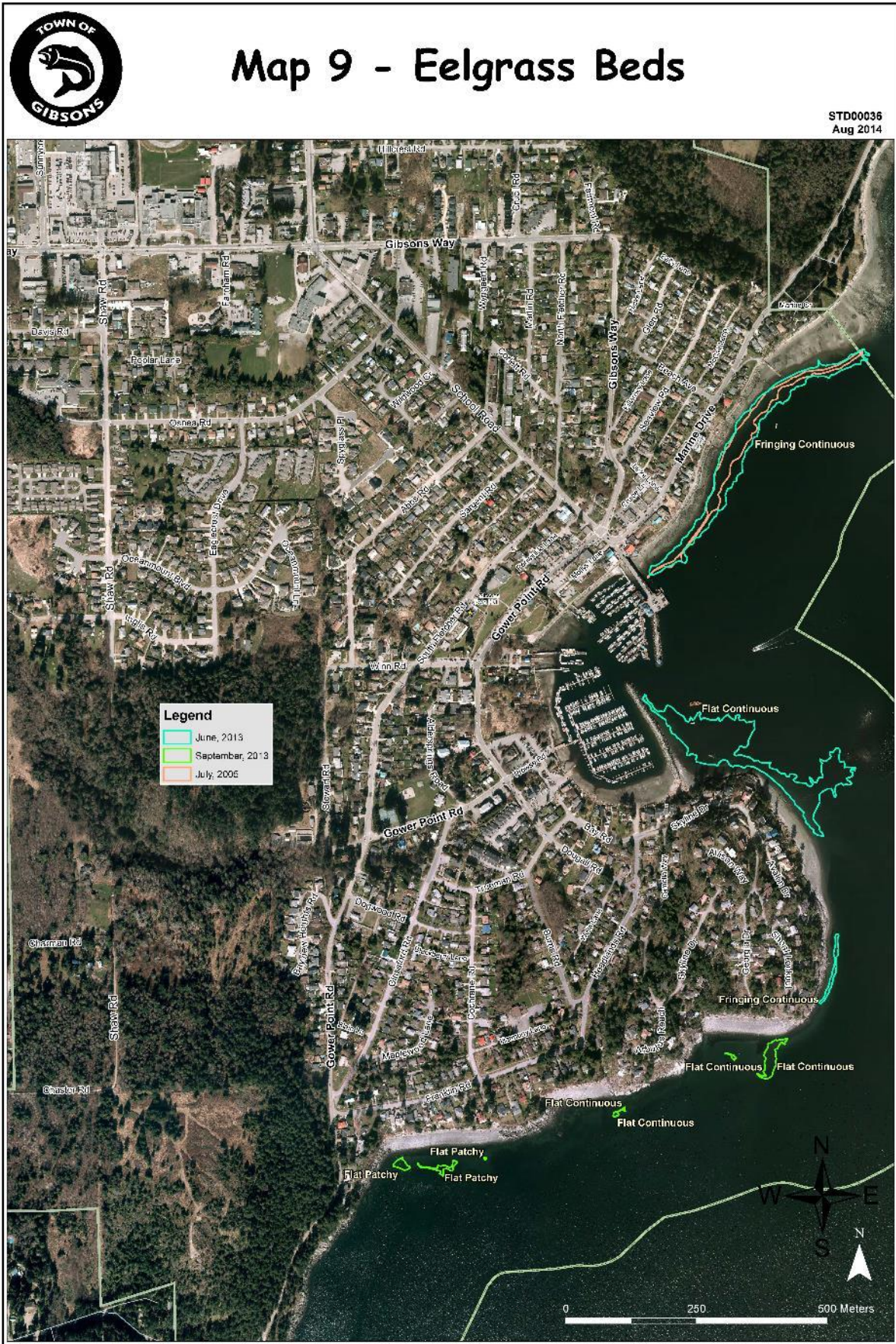
Map 5: Future Road Network







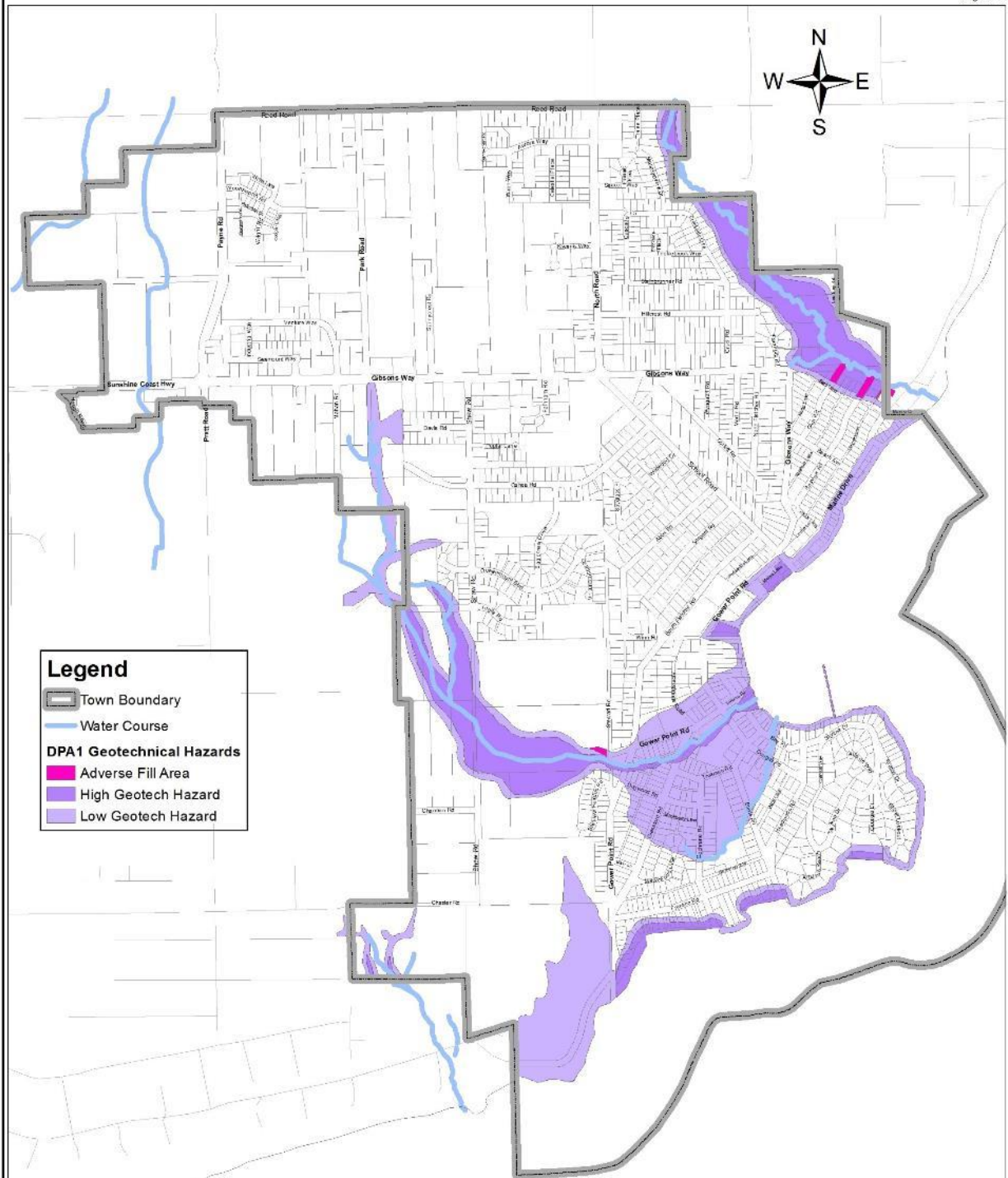






Schedule C - Geotechnical Hazards Development Permit Area No.1

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Aug 2014



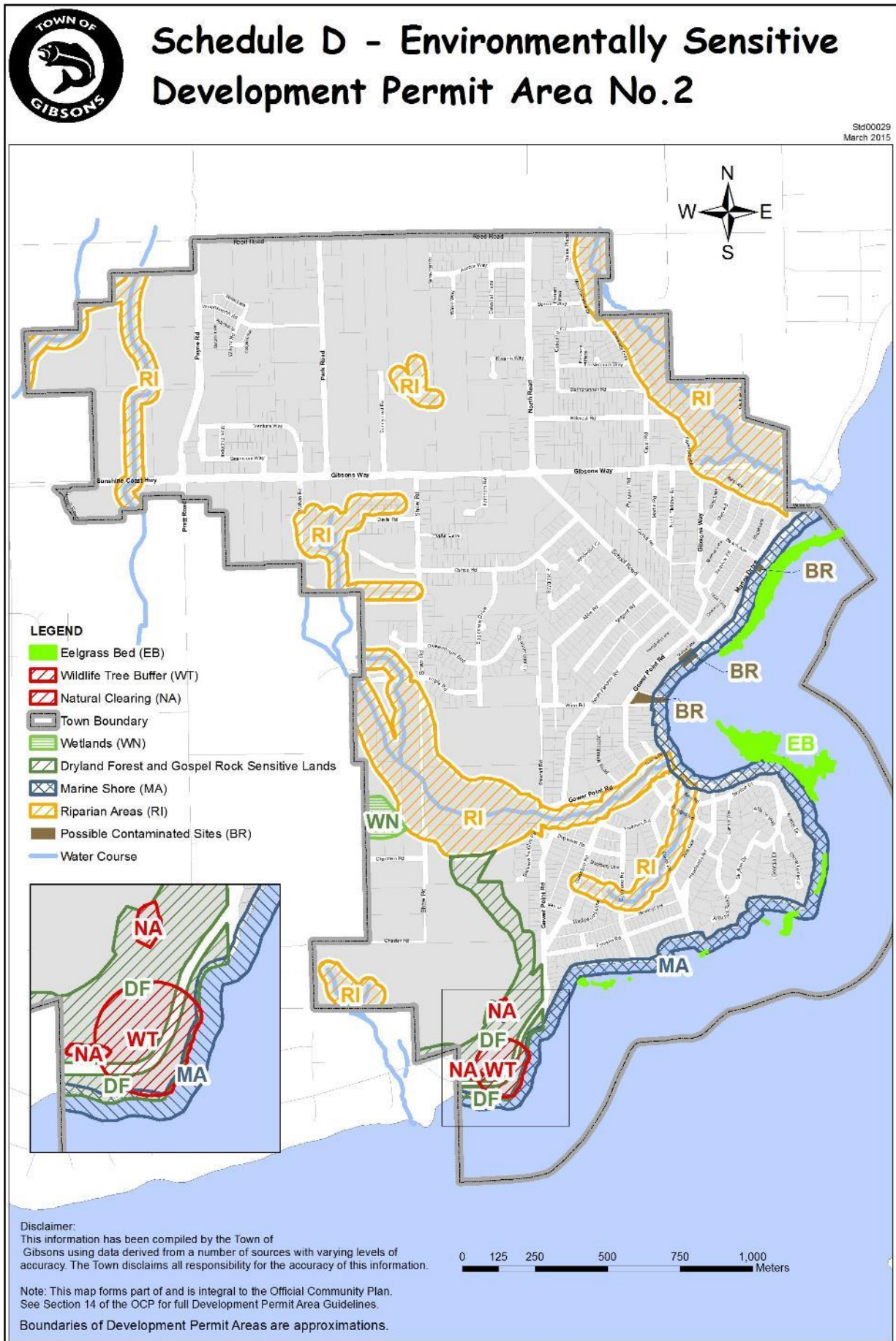
Legend

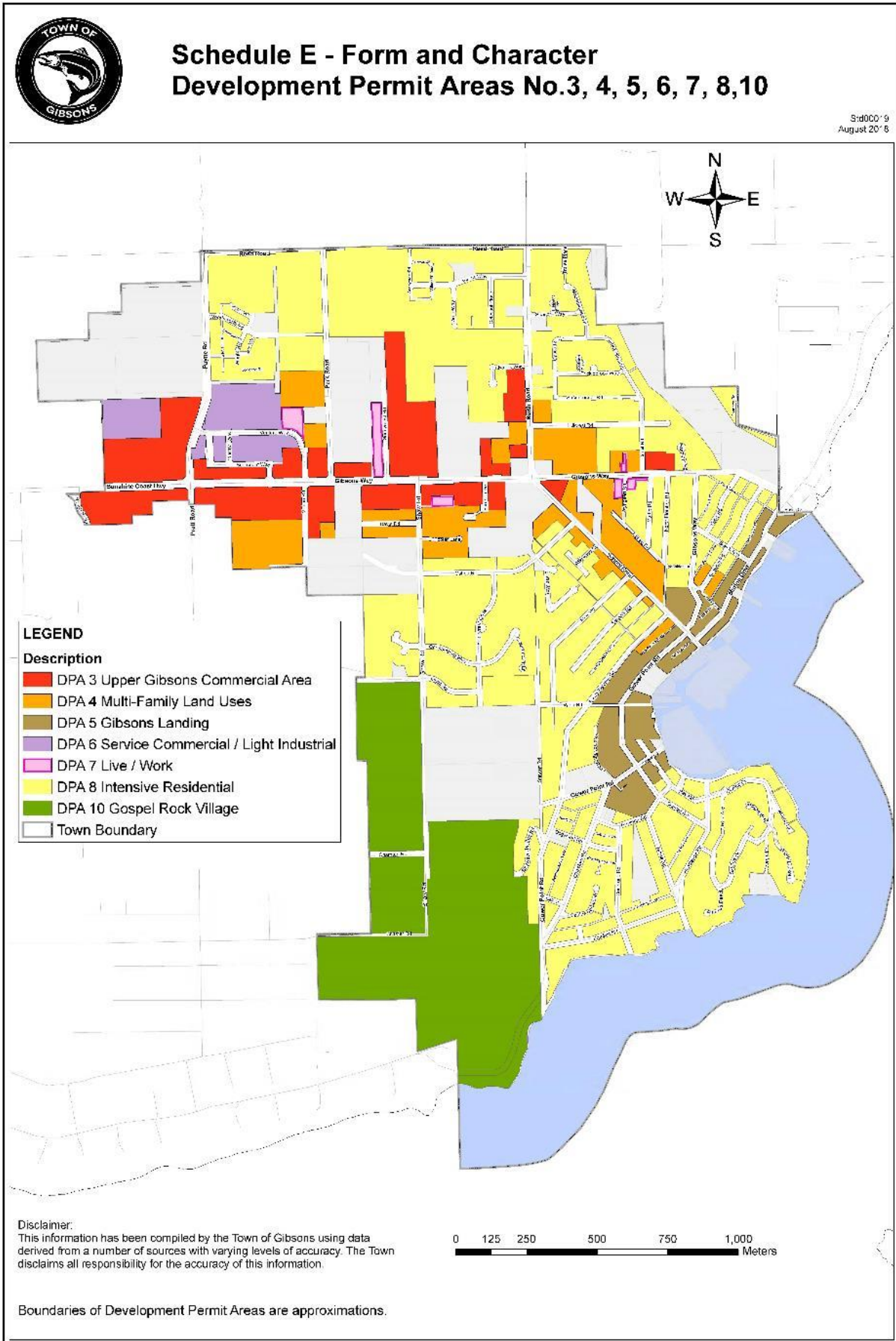
- Town Boundary
- Water Course
- DPA1 Geotechnical Hazards**
 - Adverse Fill Area
 - High Geotech Hazard
 - Low Geotech Hazard

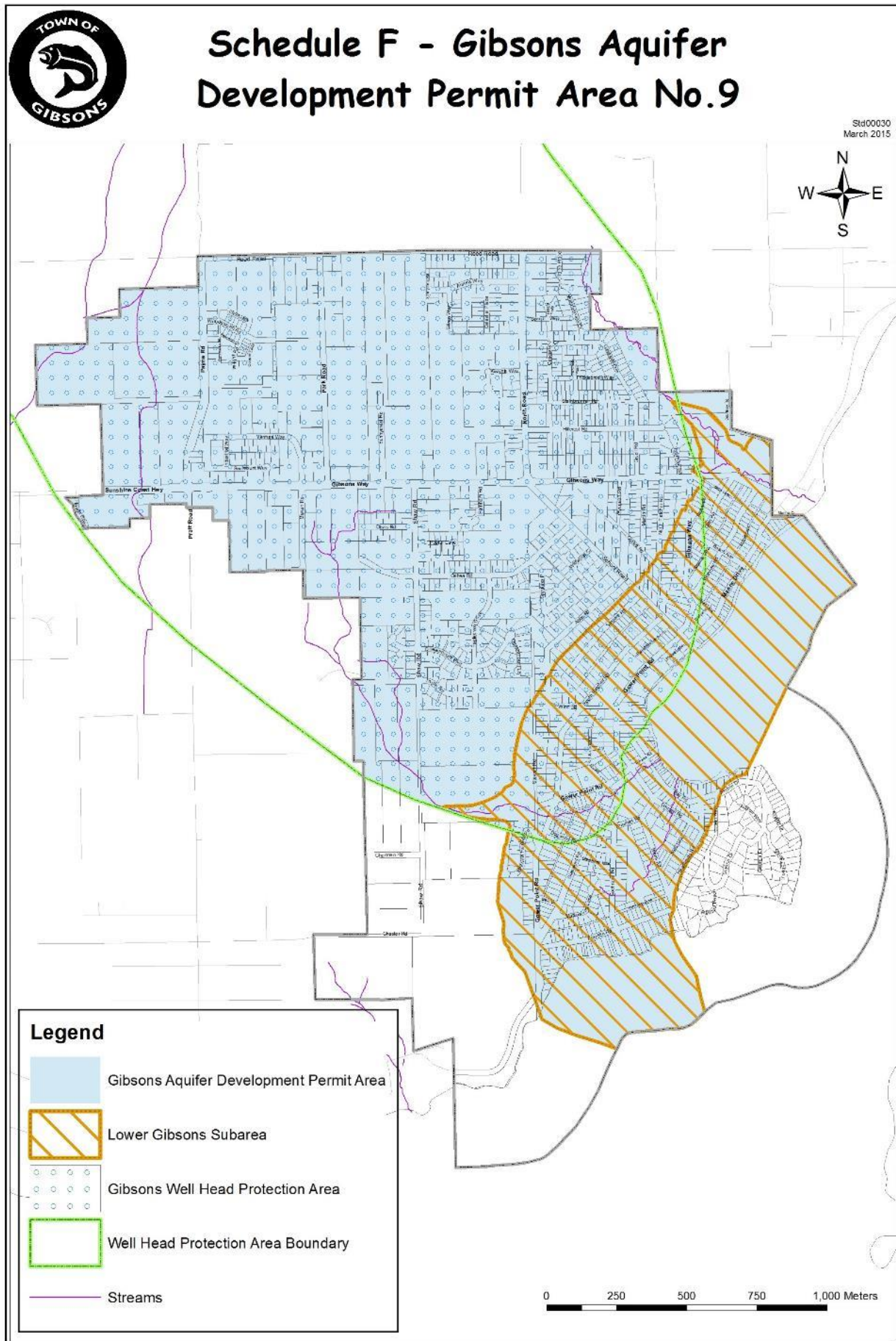
Disclaimer:
This information has been compiled by the Town of Gibsons using data derived from a number of sources with varying levels of accuracy. The Town disclaims all responsibility for the accuracy of this information.

Boundaries of Development Permit Areas are approximations.

0 125 250 500 750 1,000 Meters







PART C: IMPLEMENTATION

15 BYLAWS AND REGULATIONS

The OCP is a broad statement of goals, directions and policies guiding change as it occurs in the Town. It will be implemented in a number of ways, through a hierarchy of legal and policy tools, and by the commitment of Town Council and the residents of Gibsons to ensure that the vision remains alive and relevant. Town Council will use the OCP as a general reference in its annual budgetary process, its decisions about programs and capital expenditures, and its support for proposed land developments.

As a broad statement of direction, the OCP provides the statutory authority for the more detailed and site specific zoning and subdivision bylaws, development permit system, and other policy instruments designed to ensure that development is appropriate and meets public expectations. These tools provide guidance on siting, building massing, permitted land uses and activities, the character and form of development, and a myriad of other details, which ensure the highest quality of development.

Listed below is a series of implementation strategies that should be adhered to in order to achieve the goals, objectives and policies stated in this Plan.

Implementation Strategies

- 15.1 Consider innovative changes to zoning when improvements to the liveability of the community are demonstrated. This may include zoning amendments, which entail rezoning lands to a higher density, introducing policies that anticipate rezonings under certain conditions, reviewing rezonings on a case by case basis, or a mix of these approaches as determined by Council. Zones that permit residential land uses should be updated to promote affordable housing suitable for families and seniors.
- 15.2 Regularly monitor the implementation of the Official Community Plan. In order to gauge the success of the Official Community Plan, a regular evaluation process shall be undertaken. This may include establishing a list of measurable indicators, for consideration by Council, upon which OCP goals and objectives will be reviewed. Based on the level of success in meeting OCP goals and objectives, Council may wish to amend policies, consider new implementation strategies and, when needed, conduct a comprehensive OCP review.
- 15.3 Conduct a review of Town bylaws to determine consistency with the Official Community Plan and Provincial legislation.

In addition to regulations and bylaws to implement the OCP, a number of policies offer specific recommendations for future actions. Several of these relate to additional work that may need to be undertaken by the Town, other governments or private/public agencies to further define the scope of actions pertaining to specific geographic areas of the Town. Other recommendations reinforce the need for further study to provide background and data to allow for more targeted implementation actions.

Listed below is an overview of the supplemental actions necessary to achieve implementation of the OCP. Once completed, these studies, plans and bylaws may form the basis for policies that Council will consider for future inclusion in the OCP. This list should be envisaged as an overview of the more significant implementation actions, and is not intended as an exhaustive reference to all actions required.

- *Update Zoning Bylaw: Complete a review of the current Zoning Bylaw to ensure that OCP land use and development-related policies are aligned with OCP policies.*

- *Continue to conduct field surveys, mapping and study and review Environmentally Sensitive Areas as needed to determine which lands and shorelines are environmentally sensitive and should be protected.*
- *Development Cost Charge for Parkland: Consider preparing a Development Cost Charge Bylaw for the acquisition and development of land.*
- *Heritage Management Plan: Support completion of a Heritage Strategy and Heritage Management Plan to provide more detailed guidance for heritage protection.*
- *Monitor the implementation of the Economic Development Strategy and Action Framework.*
- *Official Community Plan Review: An Official Community Plan review committee may be established to regularly review and monitor the Plan to ensure relevancy, and to reflect changing times. In addition, regular liaison with the residents of Gibsons is essential during an Official Community Plan review. Additional public consultation shall be required during a community plan review, augmenting Public Hearing requirements outlined in the Local Government Act.*
- *Evaluate Part 5 (View Protection and Massing) of the Zoning Bylaw in terms of effectiveness, consistency, and inclusion of all relevant areas.*

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16 DEVELOPMENT PERMIT AREAS

16.1 Development Permit Areas

The Town of Gibsons has established Development Permit guidelines to regulate development in the areas designated as Development Permit Areas (DPA) on Schedules C, D and E. The Development Permits are:

DPA	Type/Area
No. 1	Geotechnical Hazard Areas
No. 2	Environmentally Sensitive Areas
No. 3	Upper Gibsons Commercial Area
No. 4	Multi-unit Residential Development
No. 5	Gibsons Landing – commercial and multi-unit residential development
No. 6	Light Industrial / Service Commercial
No. 7	Live / Work
No. 8	Intensive Residential
No. 9	Gibsons Aquifer
No. 10	Gospel Rock Village

Some properties are located in two or more Development Permit Areas (i.e. a multi-unit residential site may also be in a Geotechnical Hazard Area); in such cases, the guidelines for both Development Permit Areas shall apply.

When is a Development Permit Required?

Unless specifically exempted, all properties within Development Permit Areas require a Development Permit prior to:

- *Subdivision approval*
- *Construction of a building or structure (including additions or alterations)*
- *Alteration of the land (including any removal of vegetation or grading) for properties within environmentally sensitive or natural hazard DPA's 1, 2 and 9*

Conditions Where Development Permits Are Not Required

Development Permits are not required within the specified Development Permit Areas under the following conditions:

- *for minor internal alteration which does not affect the outer appearance of the building*
- *for minor upgrading or repair of the external covering of existing buildings (i.e. roofing or siding) with similar materials*

An Environmental Development Permit is not required for the following activities:

- *Ecological restoration and enhancement projects or other projects undertaken or approved by the Town of Gibsons, Ministry of Environment, or Fisheries and Oceans Canada.*
- *Construction, maintenance or operation of municipal works and services undertaken or authorized by the Town of Gibsons.*
- *Emergency responses or works required by the Provincial Emergency Program or the Town of Gibsons to prevent or control forest fire, flooding, or erosion emergencies.*
- *Slope stabilization work that is prescribed by a BC-registered Professional Engineer or Geoscientist, or other appropriate professional approved by the Town of Gibsons, where no long-term damage to natural features is predicted as a result of the work and the work has been approved by the Department of Fisheries and Oceans Canada.*
- *Removal of non-native invasive vegetation or the planting of vegetation that is native to bio-geoclimatic zone in which Gibsons exists.*
- *Hazardous tree cutting or modifications based on a report from an independent arborist or qualified environmental professional.*
- *Maintenance of existing gardens, landscaping, and agriculture.*
- *The placement of impermanent structures such as benches, tables, and ornaments.*
- *Paths (which are less than 1 m in width) and fencing which do not result in the removal of native vegetation or disruption of wildlife and are not within 10 metres of a stream.*
- *Development in locations for which a qualified professional has determined in writing that the proposed development is located outside the area of geotechnical hazards and / or environmentally sensitive areas.*

16.2 Geotechnical Hazard Development Permit Area No. 1

Purpose

The Geotechnical Hazard Development Permit Area is designated under Section 919.1(1)(b) of the Local Government Act for protection of development from hazardous conditions.

Area

The Geotechnical Hazard Development Permit Area is shown as Development Permit Area No. 1 on Schedule C: Geotechnical Hazards. The Development Permit Area guidelines apply to all parcels either partially or entirely within the Development Permit Area No. 1. The hazard area designations should not be interpreted as prohibitions on all development activity, but as an identification of areas where professional geotechnical assessment and specific development standards are required.

Justification

The objective of this Development Permit Area is to protect development from geotechnical hazards. Research and analysis supporting the identification of the Geotechnical Hazard Development Permit Area as a hazardous area was conducted by Thurber Engineering Ltd. in the report entitled: Town of Gibsons Official Community Plan Reconnaissance Study of Geotechnical Hazards and Biophysical Environment (1991). Geotechnical hazards identified in that report include soil land sliding and wave erosion along beachfront slopes, potential soil landslides and adverse stream erosion and deposition on steep ravine slopes and potential rock fall.

Significant Hazard Areas

The most significant geotechnical hazards are those with relatively high estimated probabilities of occurrence (i.e. 1:25 to about 1:100 annually). These are indicated on Schedule C and include the significant soil landslide and related stream-flood and debris-flood hazards in the ravines of Charman and Gibson Creeks. The flood hazards extend through the community along Charman Creek below Stewart Road. There is also a relatively high probability of soil landslides along the Shoal Channel shoreline south of Franklin Road and adjacent Gower Point Road. These areas have the highest risks of property damage, injury or worse due to natural phenomena or incautious building practice. For these reasons, the Town will require geotechnical or other engineering approval for works in these high-risk areas.

Moderate Hazard Areas

Other areas have relatively lower estimated probabilities of hazard occurrence (i.e. 1:100 to about 1:500 annually). These include the recommended setback areas from crests of ravine slopes, shoreline landslides areas and the ocean shore (measured from the "natural boundary" or mean high tide line). The low medium hazard areas are indicated on Schedule C. Steep bedrock with potential rockfall and conditional construction hazards, several headwater stream areas and areas of existing development on shoreline slopes are included as areas of geotechnical caution which also require engineering review and approval before development.

Guidelines

Development permits issues in these areas for hazardous conditions shall be in accordance with the following guidelines:

Geotechnical Report Requirements

Development or alteration of land within the hazard areas defined on Schedule C shall require a geotechnical report, prepared by a BC registered professional engineer with experience in geotechnical engineering and preferably also with experience in hydraulic engineering.

The geotechnical report will determine the conditions and requirements of the Development Permit, and shall certify that the land may be used safely for the use intended.

The report shall include field definition of land located in the following areas:

- *15 horizontal metres back from the crest of ravine slopes; of Gibson Creek, Charman Creek, and the two small ravines at the south-western boundary of the Town as shown on Schedule C.*
- *The area within 1.5metres elevation of 15metres horizontal distance of headwater streams shown on Schedule C.*
- *15 horizontal metres back from the ocean shoreline.*
- *Both 15 horizontal metres and 30 horizontal metres back from the crest of the shoreline slope.*
- *The existing lower Charman Creek stream channel and possible over flow areas, as well as the area within 15 horizontal metres of the stream channel and overflow areas.*
- *Any other water courses, tributaries, steep slopes and ravines with the Development Permit Areas.*
- *The crest of the slope should be determined with conservative field criteria such as the perceived location of ground fractures, and other suspect features which may indicate an imminent landslide.*
- *The signature and seal of a B.C. registered professional engineer with experience in geotechnical engineering.*
- *The geotechnical report must take into consideration provincial requirements and the Guidelines for Legislated Landslide for Proposed Residential Development in BC, from APEGBC, 2010.*

Geotechnical Report Recommendations

The items required in the report should be in sufficient detail and clarity to permit their inclusion in a Section 215 Covenant as required by the Land Title Act. At a minimum, the report should include the following types of analysis and information:

- *A topographic and geomorphic description of the site and a statement as to which type of natural hazards may affect it. A review of previous geotechnical studies affecting the site and/or engineering work in the vicinity.*
- *An assessment of the nature, extent, frequency (probability) and potential effect of the hazard including a description of the scientific methodology used to define these parameters. The methodology should be described in sufficient detail to facilitate a professional review of the study of necessary.*
- *Proposal mitigative works (if any, including construction and maintenance programs for such works) and/or actions designed to prevent hazardous occurrences. Certificates of approval are required on all constructed works for which the engineer is responsible.*
- *An assessment of the effect of the mitigative work in terms of its ability to reduce the potential impact of the hazard. Any other recommendations which the engineer believes appropriate.*

Location of Dwellings or Structures

Unless recommended otherwise by a professional engineer with experience in geotechnical engineering, no dwellings, structures or other use of land (such as the designation of new residential parcels) shall be permitted within the areas defined on Schedule C as high geotechnical hazard area.

Ocean Shoreline

The ocean shoreline is a very active geomorphic boundary, which may be affected by storm wave erosion and deposition, tidal change and possible future sea-level change. The Thurber Report generally recommends a

precautionary, minimum 15m horizontal setback from the mean high tide line along all marine shorelines.

There is active soil landsliding in the Franklin Road and adjacent Gower Point Road areas. Developed ground above the bedrock enclosed pocket beaches east of Gower Point Road is retreating northward. The local silty-sandy glaciomarine soil is highly susceptible to erosion, and groundwater seepage and rain may especially promote the movement of fill area. The following recommendations apply:

- *Horizontal setbacks of 30 m apply from the top of the shoreline slopes southward on bedrock controlled shoreline Franklin Road and Gower Point as outlined on Schedule C.*
- *Precautionary setbacks of 15m apply to other shoreline areas. At the north end of the Town, the limit of the Development Permit Area is 15 m back from the top of the local slope. At the south end of the Town, it follows west (up-slope) rights-of-way. In beach areas at the south end of Town, the relatively high risk zone extends 15 m horizontally from the crest of the shoreline slope. This setback also applies to the developed shoreline north to Seaview Road, where slopes have generally unknown geotechnical conditions directly above the shoreline.*

Charman Creek and Gibson Creek Ravines

These ravines have steep to very steep forested slopes eroded in glacial drift, which are susceptible to shallow soil landslides and erosion. The slopes average about 32° from the horizontal, but much steeper slopes along narrow upper stream channels indicate comparatively recent erosion. There are many areas of groundwater seepage, with widespread soil creep and slow downslope movement of the shallow soil mantle. This mantle is very susceptible to rapid landslide movement. Small slides may run out on the valley flows and form debris dams, resulting in water flows, mud flows or debris flood with severe downstream effects. The highly developed course of lower Charman Creek is particularly susceptible to damaging water or debris floods. The ravine slopes are very sensitive to incautious soil disturbance including excavation and filling.

The following guidelines apply:

- *The ravines identified on Schedule C are to be preserved as underdeveloped, natural landscape corridors to preserve and enhance the natural water courses.*
- *In these ravines; a 15 m hazard area setback applies from the top of the ravine slope. No site clearing or development activity shall occur within this setback unless otherwise recommended by a geotechnical engineer.*
- *Vegetation should be retained and, if deemed necessary through geotechnical study or the recommendations of Government Agencies, replanted in order to control erosion and to protect banks and the streamside habitats.*
- *No dumping of debris, including soil or vegetation is permitted.*

Headwater Stream

Hazard zones along headwater streams are outlined on Schedule C, and are subject to a 15 m horizontal setback distance and a 1.5 m minimum elevation requirement.

Flooding

Schedule C outlines the estimated extent of the high hazard (1:100 flood) and moderate hazard (1:150) areas subject to possible effects of ravine landslides, water floods and possible debris flows.

The following guidelines apply:

- *Lots, any portion of which are located within areas along Charman Creek or Gibson Creek designated as having "High Probability of Geotechnical Hazard Occurrence" on Schedule C of the Official Community Plan,, and any lots abutting the sea shore, are designated as a "Floodplain", for purposes of subsections (1.1) and (2) of Section 910 of the Local Government Act.*

- *All buildings or structures or parts thereof, except for public service uses providing flood control, must not be located within 15.0 m (49.2 ft) of the natural boundary of the sea, a swamp or pond, or any watercourse, provided that on those portions of sea shore in the Franklin Road and Gower Point areas shown as having "High Probability of Geotechnical Occurrence" on Schedule C of the Official Community Plan, the setback from the natural boundary of the sea must be 30.0 m (98.4 ft).*
- *A geotechnical report is required if the lot is located on land designated as "Floodplain" under subsection (1) above. The geotechnical report must take into consideration provincial requirements and the Professional Practice Guidelines for Legislated Flood Assessments in a Changing Climate in BC, from APEGBC, 2012.*
- *All buildings or structures must be sited or constructed such that the underside of any floor system of habitable space, business floor area, or floor area used for the storage of goods, is at an elevation not less than 2.5 m (8.2 ft) above the current natural boundary of the sea in anticipation of the expected sea level rise of 1 metre by 2100, or 1.5 m for a watercourse, as applicable. Nor less than 0.6 m (2.0 ft) above the level of a flood at that location, having a magnitude equal to a two-hundred year occurrence interval, as determined by a professional engineer or geo-scientist experienced in geotechnical engineering, or a person in a class prescribed by the Minister by regulations under Section 910(7) of the Local Government Act.*
- *The floor level elevation required under subsection (4) above, may be achieved by landfill or structural elevation, but where landfill is used, it must comply with the setbacks prescribed under subsection (2) above, and the face of such landfill must be adequately protected against erosion.*
- *No Development Permit for development within the "Floodplain" defined in subsection (1) above shall be issued without prior registration in the Land Title Office against the Certificate of Title to the subject property of a Restrictive Covenant in perpetuity under Section 219 of the Land Title Act, to the following effect:*
 - *"The owner agrees that the Land shall not be used, developed, or buildings or structures erected thereon, except in compliance with the conditions herein. The owner acknowledges that the Town of Gibsons does not represent to the owner or any other person that any building constructed or mobile home located in accordance with the conditions herein will not be damaged by flooding or erosion and the owner covenants and agrees not to claim damages from the Town or hold the Town responsible for damages caused by flooding or erosion to the land or to said lands and to any contents thereof."*
- *The requirement for a 2.5m elevation above the current high water mark can be varied in the following situations:*
 - *A report from a qualified professional has been provided, outlining that a different elevation is suitable for a specific location given the site characteristics and / or exposure to wave action.*
 - *Proposed uses located below the required elevation don't pose a risk to people or the environment in case of occasional flooding.*
 - *The life span of the proposed development is less than 100 years and justifies a lower elevation, as specified by a qualified professional.*
 - *In relation to existing adjacent structures or existing elevations of the surrounding terrain, the required elevation is considered unreasonable.*

Gospel Rock Area

Gospel Rock is an area with steep to very steep east-facing and shoreline rock and includes many areas of loose rock as well as steep slopes. These factors are geotechnical concerns which may be overcome with careful subdivision design and construction.

The following guidelines apply to the Gospel Rock area identified on Schedule C:

- *A detailed geotechnical assessment and development management plan shall be prepared as part of any future development application to determine rock slope design, scaling of loose rock, road and driveway design to reduce potential hazards.*
- *The generalized limits of the recommended Development Permit Area are the top of slopes greater than 2H:1V, a variable rockfall "shadow zone": at the base of these slopes and areas of loose rocks as indicated on Schedule C. These areas merge with a shoreline setback along the ocean below Gower Point Road.*

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16.3 Environmentally Sensitive Development Permit Area No. 2

Purpose

The Environmentally Sensitive Development Permit Areas are designated under Section 919.1 (1)(a) of the Local Government Act for protection of the natural environment.

Area

The Environmentally Sensitive Development Permit Areas are shown as Development Permit Area No. 2 on Schedule D.

Justification

The objective of this Development Permit Area designation is to protect environmentally sensitive areas from development. Four general areas of environmental concern are identified:

- *environmentally sensitive lands in the Gospel Rock area, including forested lands, wildlife corridors and wetlands*
- *sites of possible petroleum contamination on the shoreline*
- *environmentally sensitive lands related to riparian areas by creeks*
- *environmentally sensitive marine shore areas and Eelgrass beds*

Research and analysis supporting the identification environmentally sensitive and contaminated areas was initially conducted by Thurber Engineering Ltd. in a report entitled "Town of Gibsons Official Community Plan Reconnaissance Study of Geotechnical Hazards and Biophysical Environment" (1991). Further supporting information with regard to the sensitivity the Gospel Rock Area is presented in a report entitled "Gospel Rock Neighbourhood Plan Area: Ecosystem and Wildlife Area Use Classification, prepared by Paul van Poppelen (2009). Analysis supporting the designation of water bodies and creeks was conducted in a background report entitled "Town of Gibsons Watercourse Classification," prepared by Whitehead Environmental Consultants Ltd. (2005).

Douglas Fir – Arbutus Coastal Dryland Forest

This environmentally sensitive area is designated due to the unique forest type and habitat values in the area. The natural coastal dryland forest found in steep, exposed areas with poor, rocky soils comprises only 0.3 percent of the land area of British Columbia.

As detailed in the Thurber report, less than five percent of mature dryland forest remains undisturbed on the Sunshine Coast due to extreme development pressure. It is therefore recommended that the steeply sloped dryland forest in the Gospel Rock area be protected, and that residential development be confined to the mixed coniferous-deciduous forest landward of the approximate limit of the Douglas Fir-Arbutus Coastal Dryland Forest that has been logged. This Development Permit Area aims to protect the remaining forest.

Habitat Areas

The Thurber report notes that the Gospel Rock area contains an eagle nesting area, may provide alligator lizard habitat (although further studies are required to establish local abundance and distribution), and has specific scenic and cultural values. These habitats should be protected with any future development and connectivity should be maintained between these habitat areas and the Charman Creek ravine to the north.

Possible Contaminated Sites

Three sites along the Gibsons Harbour shorelines are identified on Schedule D where the Thurber Report or the Ministry of Environment have noted evidence of possible petroleum hydrocarbon contamination of soil and the marine environment. One site is the Shell Canada storage facility where there is potential of soil and groundwater contamination and/or leaching into the foreshore. The second site is the Hyak Marine Services (Esso) facility where there is apparent petroleum product discharge into the marine tidal zone. The third site is the marine repair facility upland of water lot L.6030, where there is evidence of metal contamination. These areas of environmental concern require detailed review prior to any future re-development. Also, the site of the Harbour Authority has been identified as a site that contains contaminated sediments.

Riparian Areas along Creeks

The riparian area associated with creeks is designated as environmentally sensitive as the area which provides essential habitat and corridors for fish, birds, and other wildlife. The riparian areas of creeks also serve a role in natural drainage, storage and purification. Their existence in a relatively undisturbed state holds the balance of maintaining a healthy, sustainable waterway. Disturbance of the riparian area may jeopardize a very delicate ecosystem and, in addition, may lead to potential land erosion, slope instability, and flood risk. This Development Permit Area aims to restrict activities within the riparian area for the purposes of habitat protection and the maintaining the long term health of the waterway. This Development Permit Area is supported by information contained in the Sunshine Coast Habitat Atlas and within the Town of Gibsons Watercourse Classification.

Marine Shore Areas

The marine shore area is considered an integral component of the marine environment and essential fish habitat. The marine shore area includes the nearshore subtidal seabed, intertidal foreshore, and adjacent backshore areas (as well as upland vegetation on the backshore). These areas are designated as Development Permit Areas for the protection of significant fish habitat. Disturbance and alteration of foreshore, nearshore areas or adjacent backshore upland (including removal of upland vegetation) can result in significant adverse environmental effects. To protect these areas and the associated fish habitat from the potential adverse effects of development, an appropriate setback/leave strip along the shore is supported. The primary objective of the setback/leave strip is the conservation and protection of the environmental values of the marine environment, including adjacent backshore upland vegetation. Accordingly, setback/ leave strips should be left undisturbed and naturally vegetated and should be maintained in perpetuity.

Eelgrass Beds

Eelgrass beds are sensitive, near shore habitats that provide food and shelter for a wide range of marine species. These habitats are considered essential for maintaining the health of the marine ecosystem. Eelgrass beds are sensitive to shading and disturbance and therefore, are included in this Development Permit Area so any development in proximity to the mapped eelgrass beds can be controlled and damage mitigated or avoided.

Guidelines

Development Permits issued in the Environmentally Sensitive area shall be in accordance with the following guidelines:

Professional Qualifications

Professional environmental studies submitted in support of applications for Development Permits shall be prepared by a Qualified Environmental Professional. A Qualified Environmental Professional is an applied scientist or technologist, acting alone or together with another qualified environmental professional. He or she must be registered and in good standing in British Columbia with an appropriate professional organization, acting under that association's code of ethics and subject to disciplinary action by that association. The applicable professional may be a professional Biologist, Agrologist, Forester, Geoscientist, Engineer, or Technologist. To be able to certify that they are qualified to conduct the assessment methodology, the individual's area of expertise must be recognized as one that is acceptable for the purpose of providing all or part of an assessment report in respect of the particular development proposal that is being assessed. The individual is considered a Qualified Environmental Professional only for that portion of the assessment that is within their area of expertise.

Gospel Rock Area – Douglas Fir Arbutus Coastal Dryland Forest

No alteration of the sensitive area will be permitted unless demonstrated through professional environmental studies that it would not adversely affect the natural environment. Any residential development should be confined to the mixed coniferous-deciduous forest landward of the approximate limit of the Douglas Fir Forest as indicated generally on Schedule D and the areas not designated Greenbelt on Schedule B: Land Use Plan.

Development should be directed away from wetland areas and areas necessary to maintain wildlife connectivity between habitat areas.

No buildings, structures, or uses permitted on the land shall be sited within the following areas:

- *areas with grades steeper than 25 percent in order to protect soil cover and drainage patterns*
- *the area within 100 m of the eagle nest shown on Schedule D*
- *the natural clearings shown on Schedule D*

Any other development within the identified Gospel Rock sensitive areas shall be designed to:

- *avoid the removal/modification of native vegetation*
- *avoid the introduction of non-native invasive vegetation*
- *avoid impacts to the protected root zones of trees*
- *avoid disturbance to wildlife and habitat*
- *minimize the use of fill*
- *minimize soil disturbance*
- *minimize blasting*
- *minimize changes in hydrology*
- *avoid run-off of sediments and construction-related contaminants*

The following measures may be required to prevent and mitigate any damage to the environmentally-sensitive area:

- *temporary or permanent fencing*
- *environmental monitoring during construction*
- *demarcation of wildlife corridors, wildlife trees, and significant trees*
- *restricting development activities during sensitive life-cycle times*
- *registration of a natural state covenant*

Possible Contaminated Sites

Prior to any new development, re-development or use of the land and foreshore areas indicated on Schedule D, detailed environmental assessments are required to specifically identify the extent and type of potential contamination and recommend actions for site remediation. The assessments are to be done by a Qualified Environmental Professional with experience in site contamination, and meet the requirements of the Ministry of Environment, Fisheries and Oceans Canada and any other relevant agencies.

Riparian Areas

In response to the Province's Riparian Area Regulations, the Town of Gibsons has established an Environmentally Sensitive Development Permit Area for the "Riparian Assessment Areas" as defined in the Riparian Area Regulations. A 30 m setback area from the top of the creek banks has been identified on Schedule D.

No land clearing or development is permitted in a Riparian Assessment Area unless a Qualified Environmental Professional carries out an assessment and certifies in the assessment report for that proposal that he or she is qualified to carry out the assessment, that the assessment methods have been followed, and provides in the their professional opinion that the criteria listed in the Riparian Area Regulations have been fulfilled.

In addition, the following measures may be required to prevent and mitigate any damage to the riparian area:

- *temporary or permanent fencing*
- *environmental monitoring during construction*
- *restricting development activities during sensitive life-cycle times*
- *registration of a natural state covenant*

Re-vegetation and restoration may be required as mitigation or compensation regardless of when the damage or degradation occurred.

Marine Shore Areas

Prior to any new development, redevelopment or use of the marine area within the Marine Shore Area as indicated in Schedule D, an environmental assessment is required. The environmental assessment shall be conducted by a Qualified Environmental Professional with experience in assessing environmental impacts on fish habitat with knowledge of Fisheries and Oceans guidelines for the protection of the marine environments. The environmental assessment shall identify:

- *the extent and type of potential impact on fish habitat*
- *the circumstances and conditions under which development permits may be issued to manage development that potentially has a significant impact on the natural marine shore and fish habitat*
- *the measures of remediation required to minimize the impacts*

In addition, the following measures may be required to prevent and mitigate any damage to the riparian area:

- *temporary or permanent fencing*
- *environmental monitoring during construction*
- *restricting development activities during sensitive life-cycle times*
- *registration of a natural state covenant*

Re-vegetation and restoration may be required as mitigation or compensation regardless of when the damage or degradation occurred.

Eelgrass Beds

Prior to any new development, redevelopment or use of the marine area within the Eelgrass Area as indicated in

Schedule D, an environmental assessment is required. The environmental assessment shall be conducted by a Qualified Environmental Professional with experience in assessing environmental impacts on fish habitat with knowledge of Fisheries and Oceans guidelines for the protection of the marine environments. The environmental assessment shall identify:

- *the extent and type of potential impact on fish habitat*
- *the circumstances and conditions under which development permits may be issued to manage development that potentially has a significant impact on the ocean bed, eelgrass and fish habitat*
- *the measures of remediation required to avoid or minimize the impacts*

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16.4 Upper Gibsons Commercial Development Permit Area No. 3

Purpose

The Upper Gibsons Development Permit is designated under Section 919.1 (1)(f) of the Local Government Act for the form and character of commercial development.

Area

The Upper Gibsons Development Permit Area is shown as Development Permit Area No. 3 on Schedule E: Form & Character DPAs. These guidelines shall also apply to any currently zoned commercial sites on Gibsons Way or North Road.

Justification

A significant amount of commercial development in Gibsons is located along the highway and is highly visible to motorists. The general appearance of this commercial development is important for the economic well-being of Gibsons. Council has designated this Development Permit Area in order to ensure a high quality of development along the highway.

The main objective of the Development Permit Area designation is to improve the commercial area and enhance the appearance of private developments for the benefit of visitors, residents and businesses.

Guidelines

Development permits issued in this area shall be in accordance with the following guidelines:

General Form and Character of Development

To create a high quality, visually appealing development with a safe, comfortable pedestrian environment, the following guidelines shall apply:

- *Innovative building design and configuration which introduces variety and detail to the buildings.*
- *Siting of buildings near the front of a parcel with the building's front face and main access facing the street.*
- *Parking at the rear or side of buildings rather than the front.*
- *Significant landscaping adjacent to public roadways and integrated within the site, use of both architectural and landscape features to provide a "gateway" or distinct entrance.*
- *The form and character should support and enhance the small town character.*
- *West Coast design features should be included in the design.*
- *The use of natural colours is encouraged, and the use of a variety of complementary colours as accents is also encouraged to promote visual interest.*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Building Form, Scale and Massing

To encourage varied building forms and to avoid creation of a commercial strip image, the following guidelines respecting massing and scale shall apply:

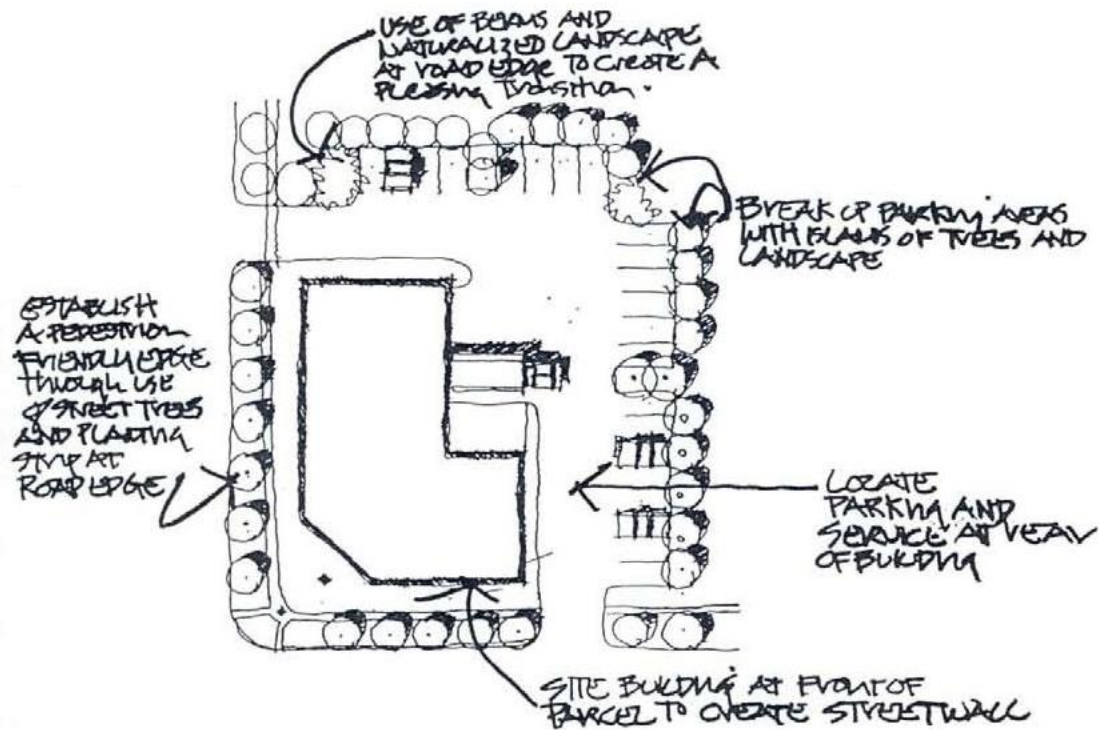
- *Varied building forms will be encouraged. Long, single story buildings should incorporate elements that add vertical definition such as sloped roofs or façade treatments such as fascia or awnings.*
- *Large areas of blank wall are not acceptable on a face with a pedestrian or residential area orientation.*

- Wall lines should be off-set and modulated along the building elevation to create visual interest along the building section.
- Pitching and stepping down of rooflines should be incorporated to vary height in the roofscapes of buildings.
- On sloped sites, building forms should step gradually step down to follow the slope of the site.
- Where commercial development incorporates a residential or multi-unit use on upper floors, a graded transition in the building height is desired to ensure adjacent properties are not faced with a massive wall.
- General modification of standardized corporate franchise building designs or features may be required in the event of conflict with these design guidelines.

Siting of Building and Structures

To reduce the impact of the large parking areas associated with commercial areas, and to reduce the apparent width of Gibsons Way, the following guidelines respecting siting of buildings shall apply:

- Buildings should be sited with the entrance to the buildings facing the street (Gibsons Way, North Road or the access road) to encourage creation of an interest and access for pedestrians. Buildings on corner sites should have façade interest facing both streets.
- Parking should occur at the rear or side of buildings rather than the front and shall be buffered from view by significant landscape islands.
- The buildings or structures should be used to reinforce the definition of street corners.
- Natural landscape which includes significant tree stands should be retained and incorporated into site development plans when feasible.



Siting of building/structures and parking and use of buffering space and landscaping

Residential/Commercial Buffers

Effective transitions between commercial areas and adjacent residential properties can be achieved by:

- *Fencing, combined with a broad area of landscape plantings (tree, shrubs).*
- *Dense shrubbery or hedges capable of impeding travel through to adjacent properties, and which is not visually transparent to adjacent properties.*
- *Creating a transition zone to complement the scale of the development, but not be less than 2.0 metres in width.*
- *Careful positioning of lighting, parking and access points to minimize impacts on adjacent properties.*

Pedestrian Environment

The transition from Gibsons Way edge to the building or parking edge should attempt to reduce the apparent width of Gibsons Way, encourage a “pedestrian friendly” environment and create a “green area” to reduce impacts of traffic. This can be achieved by application of the following guidelines:

- *Buildings and structures should be pedestrian oriented at the ground level. This can be achieved by:*
 - *an emphasis on the fenestration (the arrangement and positioning of windows)*
 - *inclusion of weather protection along outside pedestrian routes through the use of awnings, arcades and canopies*
 - *weather protection must be integral with the building form, and the materials and colors used should be consistent with the façade*
- *Developing pedestrian routes, including sidewalks on each side of Gibsons Way. The pedestrian routes should be well separated from the highway edge by a planting strip of not less than 1.5 metres, wherever possible.*
- *A minimum 3.0 metre planted edge between the sidewalk and the building or parking edge should be established (see illustration below).*
- *Providing pedestrian amenities within the 3.0 metre transition zone between the sidewalk and the building or parking edge such as benches, shelters, alcoves, seating, walls, trellises and arbors and pathways to the adjacent businesses.*

Landscaping

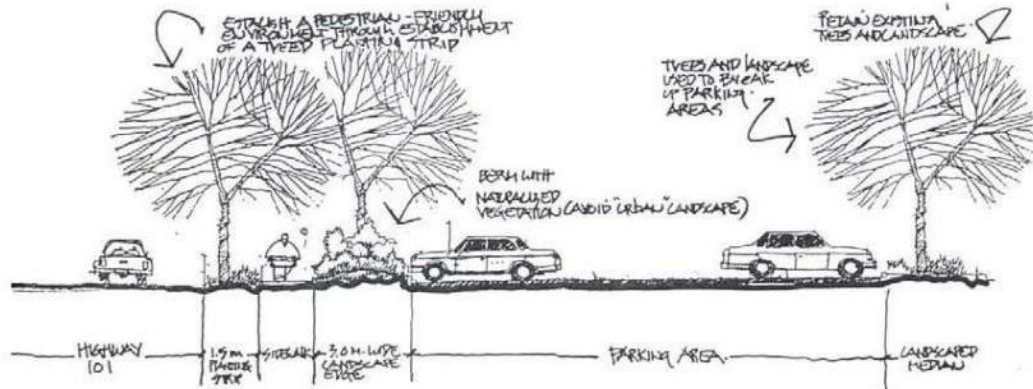
Landscaping of commercial and multifamily areas in Upper Gibsons is a key to improving the image and character of this area. For all developments:

- *A detailed professional landscaping plan shall be provided.*
- *Emphasis on major road edges is required through a combination of “street trees” and lower plantings.*
- *Native plant materials are preferred, and shall include a mix of coniferous and deciduous species.*
- *The retention of natural tree stands is encouraged.*

Parking

- *Parking should not visually dominate a development. Parking areas should be integrated into developments by such means as incorporating significant landscaping, coordination of outdoor elements and linking of buildings with parking by distinctively paved walkways.*
- *Parking lots should be paved and shall include landscaped areas within the lot. No more than 10 parking stalls in a row should be allowed without a landscaping break.*
- *Low, dense screening of street fronting stalls is required. This can be achieved through the use of landscape materials, or, a combination of landscape features such as arbors or trellises which run the length of the parking area.*
- *Support service facilities and structures such as loading bays, refuse containers, storage areas, and utility services should be located and screened with walls, fencing, hedging, planting, other screening materials or a combination of these materials to minimize visibility from public areas.*

Use of landscaping around parking area



Signage

Signage in the Upper Gibsons Development Permit Area shall comply with the following guidelines:

- All signs should be architecturally coordinated with the overall design of buildings and landscaping and may require modification of corporate or franchise design elements.
- Multi-unit buildings are encouraged to have an attractive, simple, single entry sign rather than multi-tenant signs which create a cluttered appearance.
- Freestanding signs should be restricted to a maximum height of 4.5 metres above grade.
- Freestanding signs should reflect a West Coast character by using elements of wood and / or stone.
- Changeable illuminated copy signs shall not be permitted on properties in Development Permit Area No. 3, except where such signage is clearly a requirement of the business activity (i.e. movie theatres, gas stations).
- Internally illuminated (backlit box) signs shall not be permitted, with the exception of internally illuminated channel lettering.
- External lighting for fascia and wall signs should be directed downward and use goose neck style lighting fixtures. An illumination design needs to ensure all wiring and conduits are concealed.

16.5 Multi-unit Residential Development Permit Area No. 4

Purpose

The Multi-unit Residential Development Permit Area is designated under Section 919.1(1)(f) of the Local Government Act to guide the form and character of multi-unit development.

Area

The Multi-unit Development Permit Area is shown as Development Permit Area No. 4 on Schedule E. NOTE: These guidelines do not apply to single-detached or duplex homes.

Justification

The objective of the Multi-unit Residential Development Permit Area designation is to ensure that a high standard of design, landscaping and building form is implemented for any multi-unit residential development. The guidelines are aimed at ensuring that new development is appropriate to its surroundings, and is compatible with surrounding uses or neighbourhood character. The Development Permit guidelines are also intended to ensure that multi-unit residential development is attractive for future residents.

Guidelines

Character: General Design Guidelines

Multi-unit developments should reflect the following design elements which are key components contributing to the form and character of development which “creates” the Gibsons character:

- *Development should promote a small town character by encouraging architecture, landscape design and environmental settings that respect the surrounding context.*
- *Public street edges which are characterized by low (less than 3.5 feet high), neighbourly fences, combined with extensive landscape materials at the private edge.*
- *Residences oriented towards the street with well-defined and welcoming entries at the street edge.*
- *Construction materials should reflect the West Coast Design and Setting.*
- *Each building should appear unique or easily distinguishable from neighbouring buildings.*
- *Simple exterior detailing with earth-tone colours – and primary colours only as accents.*
- *Buildings should be oriented to maximize solar exposure while minimizing shadow impacts on adjacent buildings and common areas.*
- *Common building elements which include:*
 - *pitched roof line*
 - *dormers*
 - *porches*
 - *low building profiles, simple residences, set well back from the roadway and nestled into the landscape*

Changes in the building facades and the massing of buildings add a human scale and visual richness to the development. Long, unbroken building lines and rooflines are to be avoided. New developments should create visual interest by providing variations in building height and massing as follows:

- *The inclusion of elements such as bay windows, dormers, porches and cross gables help mitigate the visual impact of larger buildings.*
- *Steeper roof pitches and stepping down of roof lines to vary the height and rooflines of buildings is recommended.*

- *Offsetting and modulating wall lines along the building elevation to allow smaller building sections to stand out. The overall building footprints on the site shall be modulated to avoid monotony and repetition and to avoid wall-like massing.*

Building Scale and Massing

To compliment adjacent single-detached neighbourhoods and reduce impacts of building massing, the following guidelines shall apply:

- *Larger developments should be separated into smaller groups or clusters of units to promote a sense of belonging and neighbourliness and to maintain a residential scale and image.*
- *Townhomes should be designed in clusters of 25 units or less based on a single entry point.*
- *Apartment-style developments based on a single entry should have 60 units or less.*
- *Very large single buildings more than 70 metres in length, or townhomes with more than six joined units are to be avoided.*



Respect for the existing streetscape

Building Wall Design

The general character of the development should reflect aspects of Gibsons' semi-rural coastal setting by using natural and typical local wall materials including wood siding, wood shingles, stucco, stone and brick.

The number of materials used on the building exterior must achieve a balance between achieving visual interest and complexity without overpowering the surroundings.

Roof Design

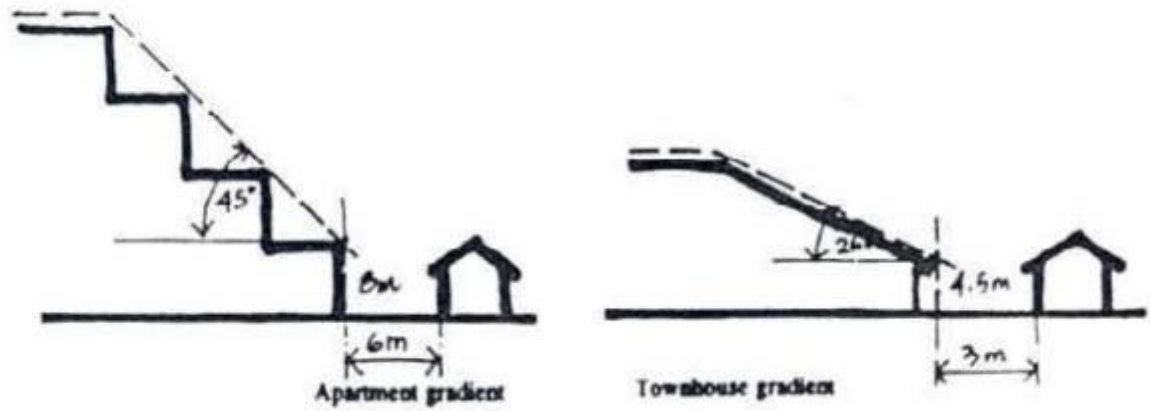
The design of the roof of multiple-unit residential dwellings has a major influence on the overall character of the development. The "roofscape" is a key design feature, which is of critical importance to Gibsons, especially areas of lower Gibsons, because of its potential to be viewed from above (as a result of the varied topography of Gibsons). The following guidelines shall apply:

- *The roof form should have a sloped appearance large areas of flat roof will not be acceptable in low or medium density multiple unit residential developments except in the case of a green (vegetated) roof.*
- *The roof form should be modulated and broken up with dormers, skylights and other architectural features. A continuous unbroken ridge line should be avoided.*
- *Roof lines should include steep pitches typical of west coast building forms.*
- *Secondary hipped or gabled roofs are preferable to flat roofs or mansard roofs, or segments of pitched roofs applied to the building's edge.*
- *Roofing materials may be metal, cedar shakes, concrete tiles or asphalt shingles.*

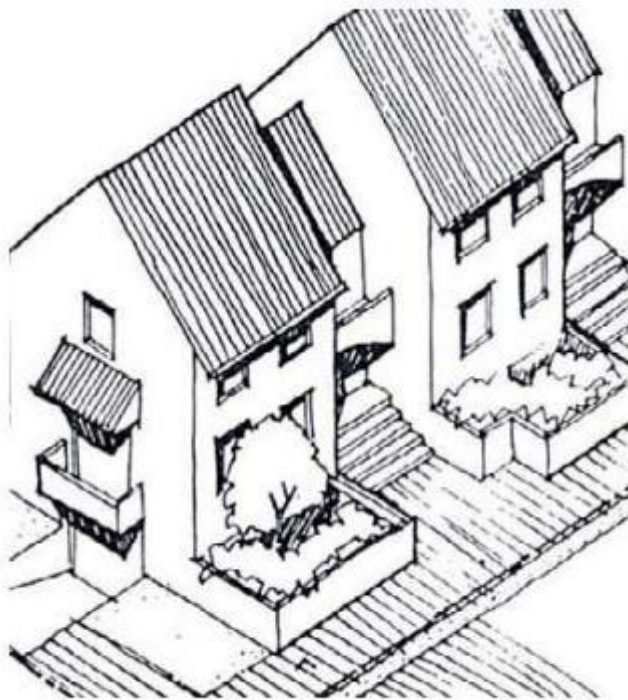
Integration with Surrounding Areas

- *New developments should reflect elements of the existing neighbourhood and the prevailing residential streetscape. This may require recessing of parking areas, creation of gabled entries or porches, and highlighting individual front door entries to be similar to those on neighbouring lots. For larger developments, this may require separating the units into smaller components.*
- *New residential buildings should not in general, be much larger than the surrounding buildings. A graded transition in the building height is desired to ensure adjacent properties are not confronted with a "wall". Additional setbacks may also be required to achieve this transition.*
- *Roof lines should be stepped down from building ends to reduce the apparent mass of the building.*
- *The end units of new developments at road edges should not be more than one to two stories in height to establish a single-detached residential appearance in multi-unit residences.*
- *All lots must have direct access to the larger pedestrian circulation system via park corridors, pathways, and/or sidewalks.*
- *Developments on sloped properties should be terraced with the natural slope of the land, and should avoid the use of high [over 1.2 m (4 feet)] retaining walls.*
- *New developments should be oriented to best utilize natural light, southern exposure, and views of adjacent natural features, and to minimize loss of views and shadows cast on adjacent uses. This may require increased setbacks or terracing of buildings.*

Gradual Change in Height



Front entrances create a sense of belonging to the neighbourhood



Sense of Place; Development Identity

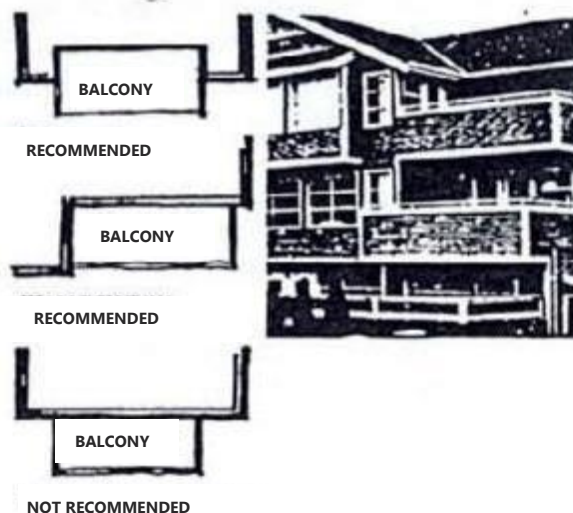
With the increased density of multi-unit housing; creating a sense of “place”, of neighbourhood, and of privacy within the development are importance design features. New multi-unit developments will be reviewed for features which help create these qualities. The following guidelines apply to new developments:

- *The design of developments into smaller areas where residents share smaller parking areas, pathways and other common areas creates a sense of belonging within a larger development.*
- *Multi-unit homes should provide a street orientation through features such as major entry points to provide a sense of belonging to the neighbourhood. Street level landscaping creates privacy within the development. Parking areas should be recessed to allow the pedestrian entry to predominate.*
- *Townhome projects on major arterials may have private rear yards facing the street, but should create a streetscape of entrances within the private roadway or courtyard area.*

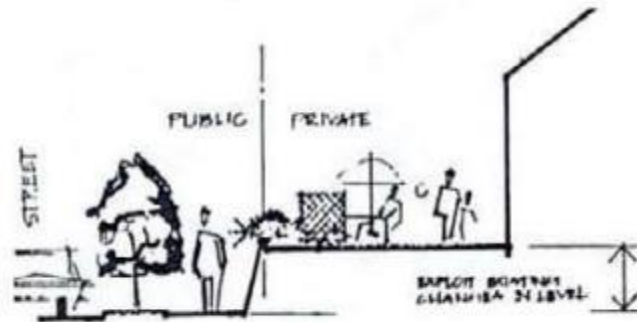
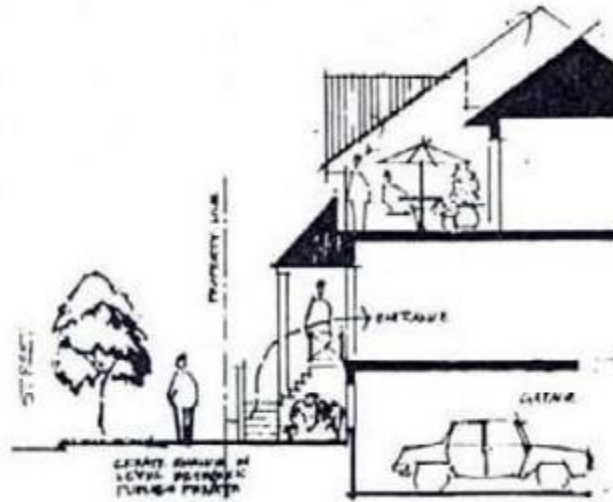
Amenity Space; Private Areas

The location and size of outdoor spaces such as patios and balconies have considerable effect on the sense of privacy. New residential buildings should be designed to provide privacy for each resident; through windows, private outdoor spaces or balconies, or through changes in grade or elevation as follows:

- *An outdoor living space of minimum 5 m depth for townhouses and minimum size of 37 m² (400 square feet) is recommended.*
- *Apartments should have a minimum 3 m depth terrace or balcony, sufficiently large to create a usable outdoor “room”. Balconies should be at least half enclosed in order to give the occupant privacy, security and weather protection.*
- *Dwelling units to be “clustered” in smaller groups to create more resident interaction and neighbourly surveillance.*
- *Changes in grade can provide for private areas between street edges and the development units.*



Balconies to create outdoor rooms



Changes in grade separate the public and private areas

Projects should provide meaningful and appropriate amenity space areas, and may consist of indoor or outdoor recreation areas, landscape features such as benches, gardens or plazas, children's play areas, social meeting rooms, or specific recreations features such as tennis, swimming or walking trails. These common areas contribute significantly to the quality of life in multi-unit developments, where private yard areas are not available for these activities.

Landscaping

Landscaping and open space areas are an essential part of the livability of multi-unit residential developments, and their integration into neighbourhoods. The following guidelines refer to the landscaping surrounding the development, and the common areas within the development:

- *All Development Permit applications must provide a professional landscape plan.*
- *Trees should be planted and maintained by the property owners along street frontages of new multi-unit developments to create a mature treed "boulevard" type of streetscape. (Spacing will vary by species used,*

however, a rule of thumb for tree spacing is a minimum of 8.0 metres.) This may be supplemented by other lower ornamental plantings.

- *Native or hardy landscape species are preferred over exotic species; a mix of coniferous and deciduous species is recommended to provide effective landscaping though the seasons. Willows, bamboo and other invasive species are not recommended.*
- *Trees, or a combination of landscape and architectural features shall be used to define the gateway or entrance to a development. Landscaped entrances however, should be low-level for better security at entrances.*
- *Clusters of trees, ponds, or other landscape features should be used within the development to create a meaningful common area. Central areas or courtyards should be usable and inviting to residents as a meeting place, rather than random plantings of grass and shrubs. Seating areas and appropriate lighting should be provided within these common areas. Landscaping should also create a sense of enclosure and privacy for these spaces.*
- *Large areas of uncharacteristic materials such as bark mulch, gravel, river rock and ground cover are to be avoided, and should be combined with a variety of plant materials.*
- *Wherever possible, natural vegetation should be retained or enhanced as a feature of the development. This is particularly important where natural features such as streams or steep slopes are a component of the development.*
- *All public and semi-public areas should be landscaped, including entrance driveways, areas surrounding parking spaces or structures.*
- *Additional landscaping depth, denser vegetation and noise barriers such as earth berms should be used where a development abuts a major roadway.*

Fencing

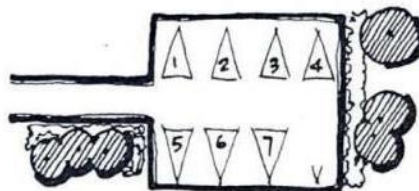
Fencing design for multi-unit residential areas should provide privacy to the individual units or developments without creating solid walls along the street edge. The following guidelines respecting fencing and landscape shall apply:

- *Fences along streets should not provide a continuous wall or high barrier to the street, but should be lower profile and broken at intervals to provide pedestrian linkage and views to the street.*
- *Any fencing located along a street edge should not exceed a length greater than 20 metres without a substantive break or jog.*
- *Fencing should not exceed a height of 1.2 metres within any part of the required front yard setback.*
- *Fencing along the street edge should be supplemented with low profile landscape plantings.*

Parking Areas and Vehicle Access

Parking and driveways entrances should be designed to minimize impact on surrounding uses, the pedestrian character of the street and the internal appearance of the development, according to the following guidelines:

- *Walkways and surface parking areas should be well lit and located in an area which is observable by residents.*
- *Entrances to parking garages should be located in areas visible from habitable room windows and well lit.*
- *Where possible, parking areas should be located in underground structures. Small groups of parking spaces throughout the development, located near to entry doors are preferable to large, central parking areas.*



Small, screened parking

- *Developments should be designed to prevent parking areas, carports or garages from dominating the internal open space areas; parking should be recessed from the main building edges.*
- *Parking areas should be landscaped and screened, but sufficiently visible to provide security to residents and vehicles.*
- *Distinct, visible visitor parking areas should be provided near the entry to the development.*
- *Site design should provide for emergency vehicles, moving vans and service vehicles, and should locate this use to minimize noise impacts on residents and adjacent uses.*

Signage and Lighting

Signage and lighting shall meet the following guidelines:

- *The size, siting and style of signage shall not be obtrusive or present a cluttered image.*
- *Entry signs shall be placed at or below eye level and shall be integrated with landscaping or other feature.*
- *Site lighting of all developments should be designed so that it avoids "light-spill" upon adjoining low density residential lands and of the night sky.*

Central Recycling Area

New developments are encouraged to provide residents with Central Recycling Areas suitable for the disposal of a variety of materials.

Stormwater Management and Drainage

For developments in the Upper Gibsons Neighbourhood Plan area the following guidelines regarding stormwater management apply:

- *Building foundations must be chosen and designed such that they do not require a subsurface connection to the municipal system. They must be designed for on-site drainage, or day-lighting into the fronting municipal surface conveyance system.*
- *No subsurface habitable floor space (MBE) is permitted because it would affect drainage infrastructure requirements and cost.*
- *Roof leaders / downspouts shall drain to ground surface on-site. No direct piping is permitted to the municipal drainage system.*
- *Lot grading shall ensure drainage away from the building and towards the municipal drainage system, or adjacent greenbelts. Where required, side / rear yard swales shall be provided to prevent cross lot drainage.*
- *Where on-site stormwater detention is required, both surface and sub-surface techniques may be used. The provision of stormwater detention does not reduce the requirement for Best Management Practices (BMP). Runoff must first be treated / managed by BMP techniques prior to entering the detention facility, according to applicable standards under the Subdivision Bylaw.*

16.6 Gibsons Landing Development Permit Area No. 5

Purpose

The Gibsons Landing Development Permit Area is designated under Section 919.1(1)(f) of the Local Government Act to guide the form and character of commercial and multi-unit development.

Application and Intent

The form and character of commercial and multi-unit residential development within the Harbour Area as shown on Schedule E shall be subject to the guidelines contained in this section for the purpose of fostering design that retains, reinforces and enhances the village scale and character of the Harbour Area while providing for improvements and change.

Area

Development Permits are required for all commercial and multi-unit developments within the Harbour Area as shown in Schedule E. The Harbour Area is comprised of four Character Areas:

- *Village Landing*
- *Village Waterfront*
- *Village Cultural Precinct*
- *Legacy Residential*

The following guidelines are divided into those that pertain to the Harbour Area in general— “Area-wide Design Guidelines”, and those that pertain specifically to the Village Landing Character Area— “Village Landing Design Guidelines”.

Area-wide Design Guidelines

Building Scale and Massing

The character of the Harbour Area is largely dependent on its scale. The term scale refers to a proportional relationship. In urban design, the scale of built form is its relationship in terms of size (height and bulk), and intensity to its surroundings. A building’s scale is contextual in nature and is a key factor in determining how well it blends with its context.

- *All built form in the Harbour Area, particularly where it fronts on the “Village Walk” or “Harbour Walk” as delineated in the “Harbour Area – Pedestrian Network Map” shall be human in scale, and pedestrian-oriented.*
- *Building facades facing these pedestrian routes shall be no more than two storeys in height, or, where a height of greater than two storeys is allowed, shall step back a minimum of 3 m (10 ft.) above the second floor.*
- *Building massing should be low near the waterfront, ‘stepping back’ from the water.*
- *Varied roof heights, and roofs at various heights, are encouraged to provide variety in roofscape and skyline.*

Information Note: Applicants should also refer to the Part 5 View Protection and Massing regulations set out in the Town of Gibsons Zoning Bylaw.

View Protection

- *Building scale and massing shall be designed with careful consideration of impacts on views from uphill properties.*
- *For development proposals that don't conform to the framework of Part 5 View Protection and Massing of the Zoning Bylaw, applicants shall be required to demonstrate the potential impact of the proposed development on views from key locations in the Town. This may include use of a 3-D model to illustrate the impact on views from various locations in Gibsons and views towards Gibsons from the ocean.*

View Corridors

- *From the Village Walk (see Harbour Area Plan / Pedestrian Circulation), between Prowse Road and Armours Beach, an unobstructed view corridor 3.0 meters wide should be provided at every 30 meters to allow open views of the ocean.*

Terracing

The physical orientation of the bay and the surrounding hillside of the Harbour Area creates an opportunity for terraced building forms. Buildings in the Harbour Area shall be designed to follow the natural site contours. Where retaining walls are required, they should become important features of the design with the use of stone, brick and treated timber to create features such as walkways, steps and viewing areas.

Roofs

- *Sloped roofs are encouraged. Large areas of flat roof, except where they are green roofs or are used for private or communal open space, are discouraged.*
- *Roof forms should be articulated with dormers, skylights and other architectural features, provided such features do not obstruct uphill views. A continuous, unbroken ridge line should be avoided, particularly on larger buildings.*
- *Wherever possible, roofs should be oriented so that ridge lines are perpendicular to slopes so as to reduce view impacts on uphill properties.*
- *All air conditioning, ventilating or other roof top mechanical equipment should be carefully concealed or screened.*

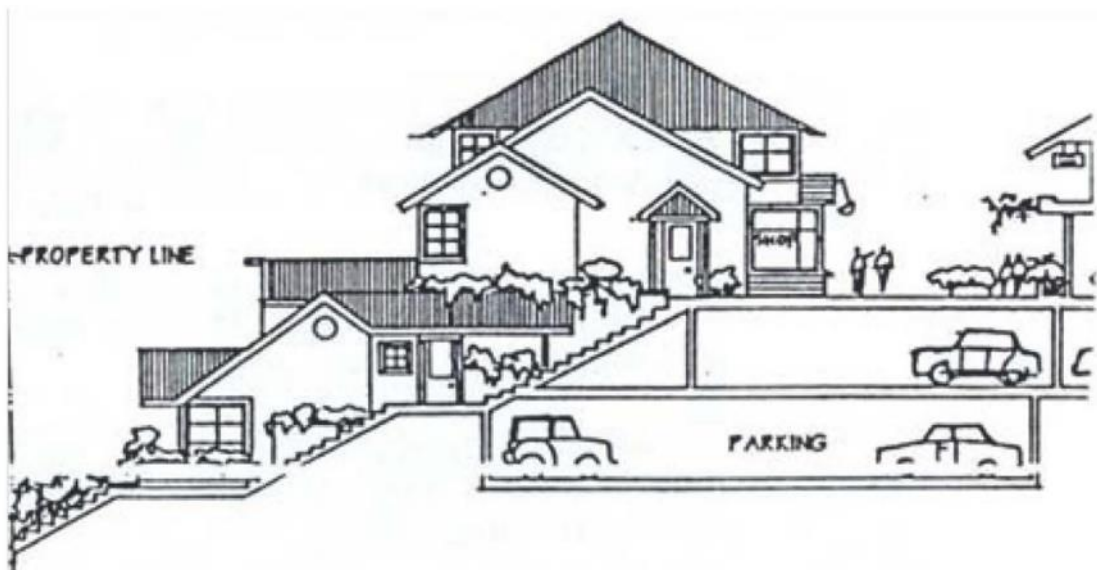


Figure 16-1: Terracing

Roofing Materials

- *Sloped roofs should be clad in wood shingles. Composite wood products with the appearance of traditional wood shakes may be considered as an alternative to wood shingles. Asphalt shingles or metal roofing may be used on minor or non-feature roofs depending upon extent, colour and visibility.*
- *Metal roofing may be used on buildings which are greater than two storeys in heights provided that large areas of such roofs are not subject to overview from nearby buildings at higher elevations.*

Fire Retardant Treated Wood

- *Any development using wood shingles or shake products as an exterior cladding or roofing material shall have its surface-burning characteristics, such as flame spread, rate of fuel contribution, and density of smoke developed, reduced by impregnation with fire retardant chemicals.*



Figure 16-2: Sketch of Desired Form and Character in the Village Landing Area

Daylight and Sunlight

- *Building heights and setbacks shall ensure adequate access to daylight and sunlight.*

Streetscape

- *Individual architectural expression should be secondary to a building's contribution to the whole of the context or streetscape in which it is located.*
- *In the Village Landing, Village Waterfront, and Village Cultural Precinct Areas, select appropriate streetscape elements – street furniture (benches, trash receptacles, etc.) paving, lighting and plant material to reinforce character and sense of place.*
- *In the Village Landing, Waterfront and Cultural Precinct, provide welcoming street furniture such as benches, planter boxes, hanging baskets, ornamental lighting, etc.*
- *Marine articles such as boat masts and elements of the working clock should be incorporated as street furniture (bollards, planters, etc.).*
- *The incorporation of beach elements such as driftwood into street furniture is encouraged (see Figure 16.3), provided the furniture is low maintenance.*
- *Stone retaining walls are encouraged.*

Planting

- *Mature trees are rare and valuable signposts of history. Where such trees exist, every effort should be made to retain them when re-development occurs.*
- *Planters with seasonal flowers to provide colour are encouraged.*

Lighting

- *Indirect, low-level lighting of building facades, pedestrian routes and signage is encouraged.*
- *Lighting should be designed so that it avoids "light spill" into residential areas.*
- *Use of marine light fixtures, building mounted, incorporated into railings or balustrades, or free standing, is encouraged.*
- *Building lighting should be used to supplement street lighting wherever possible.*



Figure 16-3: Marine Light Fixtures

Transitions – Fencing and Landscaping

- *Transitions between the waterfront walkway and adjoining the properties should emphasize landscape elements.*
- *Fencing should not exceed a height of 1.2 meters and should be supplemented with plant material.*
- *Landscape should consist primarily of local indigenous species. Large areas of non-vegetative materials such as gravel, bark, mulch, etc. are prohibited.*
- *To preserve view corridors, new plantings should consist of landscaping which, when mature, will not exceed the height of the buildings on site.*

- Outdoor storage areas, mechanical equipment, waste containers, parking areas shall be screened.
- Planted trellises should be incorporated into screens wherever possible.

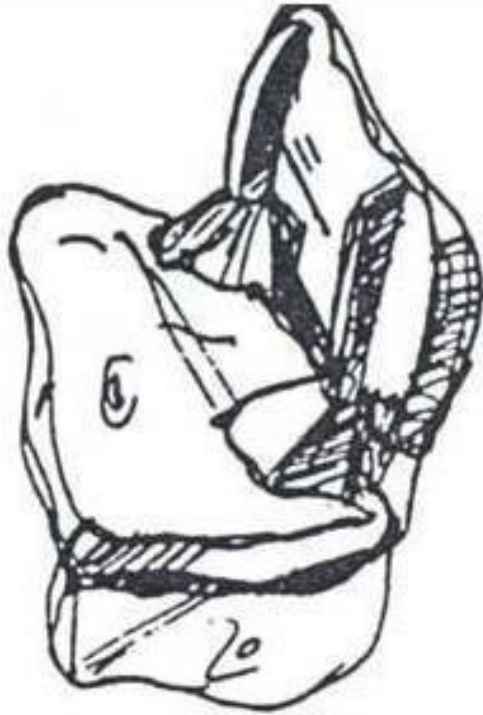


Figure 16-4: Street Furniture Which Reinforces Sense of Place



Figure 16-5: Cupola Roof

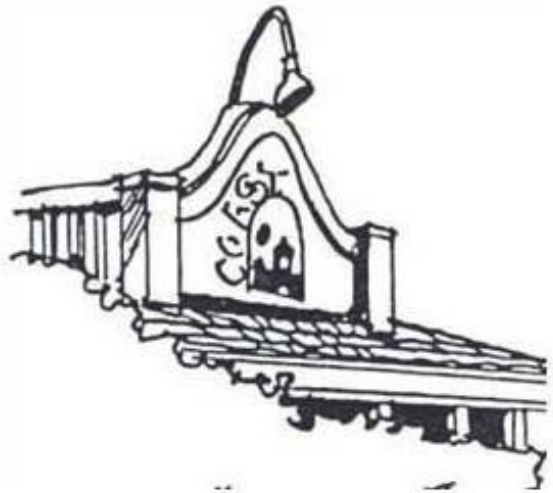


Figure 16-6: Ornamental Pediment

Parking

- *Surface parking is discouraged, but, where no other feasible option is available, it should be internal to each development and screened from view by a combination of attractive walls, fencing, hedging, planting, other screening materials or a combination of these materials.*
- *Off-street parking areas and access roads should have adequate pedestrian scaled lighting.*

Village Landing Design Guidelines

Waterfront Links

- *Links are encouraged between the waterfront and street edges of properties that front on both.*

Building Scale and Massing

- *The scale of shop-fronts should convey a sense of small proprietorship with its prospect of personal service. Variety of form provides visual interest and the promise of a variety of experience.*
- *Encourage varied building forms that reflect the historical development pattern of small scale individual shops and businesses.*
- *Street and waterfront elevations should be articulated so as to allow small building sections to stand out.*

Frontage

- *Commercial frontage shall be divided into small-scale, individually expressed shop-fronts with a preferred frontage (Commercial Retail Unit / CRU) width of no more than 6m (20 ft.), and a maximum width of 12 m (40 ft.).*

Street Level Use / Transparency

- *The nature of street fronting uses, and their visual accessibility and attractiveness, will contribute to a positive experience for pedestrians in the Village Landing.*
- *Service commercial uses, such as banks, which typically offer limited transparency to the street and provide little pedestrian interest at grade, should be discouraged except at the extremities of the Village Landing commercial area.*
- *Shop entry doors should be no more than 12 m (40 ft.) apart.*
- *Each shop should be individually expressed in the design of shop fronts. Continuous or highly repetitive forms across multiple CRUs are discouraged.*
- *Shop fronts should be highly transparent. As much as is practical of the frontage for each shop should be transparent and constructed of glass or similar material.*

Weather Protection

- *Provide continuous weather protection for pedestrians in the Village Landing through the use of awnings, arcades, canopies and covered walkways.*

Architectural Features — Windows

- *All windows should be surrounded with wood frames.*
- *Wood window and door frames are preferred at the ground floor. Aluminum or vinyl windows framed in wood are acceptable above the first storey.*

- Multi-light windows are encouraged. In any case, at the ground floor, no single glass panel should be more than 40 square feet without an intervening window mullion.
- Projected bay showcase windows are encouraged.
- Where code restrictions allow, provide windows in side walls that are visible from the street.



Figure 16-7: Transparency in Shop Front Facades

Roofs and Canopies

- *Cupola roofs, especially at corner locations, are encouraged (see Figure 16-5: Cupola Roof).*
- *Wood shingled canopies are encouraged. Care should be taken selecting size and mounting height to ensure that the space beneath them will not be too dark, discouraging pedestrian activity.*
- *Ornamental pediments, which may contain signage, are encouraged (Figure 16-6: Ornamental Pediment).*

Materials and Colours

- *Wood cladding, in the form of channeled or lap siding, wood shingles or shakes, or board and batten is mandatory at the first storey up to the canopy or cornice line and is encouraged elsewhere. Flush finish tongue and groove siding and diagonal applications are discouraged.*
- *Stucco may be used above the first storey or, on the first storey, in applications not visible from the front or, in the case of corner lots, flanking streets.*
- *Brick or exposed concrete should be avoided except in minor applications near grade (e.g. at the base of a wall).*
- *All doors, trim, fascias etc., at the ground floor should be wood.*
- *Vinyl siding or trim is to be avoided.*
- *Exposed wood posts and/or beams are encouraged.*
- *Building colours should be selected from a palette of warm earth tones or muted blues and greens.*
- *Banners and flags to provide bright accent colour are encouraged.*

Signage

- *Provide signage in harmony with the character of building facades.*
- *The size, style and siting of signage should be scaled and oriented to the pedestrian.*
- *All signs should be architecturally coordinated with the overall design, architectural features and finishes of the building.*

Material and Lighting

- *Timber and metal are the preferred materials for signs. Individual carved and/or hand painted wood signs are encouraged.*
- *Backlit or self-illuminated signs are to be avoided except that neon tube signage will be considered in shop windows.*

Mounting

- *Signage, mounted, painted or carved directly on buildings or incorporated into pediments is encouraged.*
- *Free-hanging signs should be hung from wood canopies or by means of ornamental brackets.*
- *Signage may be incorporated into canopies.*

Molly's Reach

The "Molly's Reach – Welcome Back" sign occupies a special place in the Village Landing. It is located directly on axis as one enters the Town from the ferry terminal at Langdale. It provides a powerful visual focus whose message would be resonant even without its having been associated with the television series for which it was created.

- *Any alterations on the site on which this sign is located should retain it or replace it with an identical sign.*

Figure 16-8: Molly's Reach Signage



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16.7 Service Commercial / Light Industrial Development Permit Area No. 6

Purpose

The Light Industrial/Service Commercial Development Permit Area is designated under Section 919(1)(f) Local Government Act to regulate the form and character of commercial and industrial development. The objective is to encourage a high standard of site design, building form and landscaping to improve the appearance of this important business district.

Area

The Light Industrial/Service Commercial Development Permit Area is shown as Development Permit Area No.6 on Schedule E.

Justification

This area is the only existing industrial area in Gibsons. Council would like to improve the image of the area, its relationship to surrounding uses, and work toward creating a more attractive service / industrial area.

Although some uses have provided limited landscaping, interesting building design and indoor storage areas, others have not, resulting in a visually uncoordinated image. The image of the area also needs to be improved because it is visible from Payne Road, adjacent commercial uses on Gibsons Way and the future Medium Density Multi-unit Residential Area on Park Road. Improved landscaping and design is needed to better integrate with adjacent uses.

Guidelines

Development Permits issued in this area should be in accordance with the guidelines set out below:

Building Form and Character

The following guidelines respecting building form and character shall apply:

- *Monolithic structures and long expanses of straight walls facing the roadway should be avoided.*
- *Walls facing roadways should incorporate elements that add variety and vertical definition such as windows, entrances, and sloped roofs.*
- *Larger buildings should be designed in a way that creates the impression of smaller blocks or units.*
- *Buildings should generally be finished in painted or coated metal, wood, or textured concrete rather than just leaving untreated flat concrete blocks as the final building finish.*
- *Buildings and structures should be permanent in nature, and should not appear to be temporary structures or trailers.*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Screening and Landscaping

The following guidelines respecting screening and landscaping shall apply:

- *The site should be provided with a landscaped strip composed of grass, vegetated earth berms, shrubs, trees, other vegetation, or a combination of these in the following areas:*
- *along the property edge next to roadways;*
 - *between parking areas, roadways and buildings*
 - *between different parking areas*
 - *between buildings and parking areas*
- *The landscaping should consist of a mix of coniferous and deciduous vegetation, with low plantings and taller tree species at intervals. Large areas of bark mulch, bare earth, landscape fabric, gravel or other similar materials are not suitable.*
- *Support service facilities and structures such as loading bays, refuse containers and storage areas, should be located and screened with walls, fencing, hedging, planting, other screening materials or a combination of these materials to minimize visibility from public areas.*
- *Outdoor and rooftop service installations, including mechanical, electrical and other service equipment, should be enclosed in a screening structure that relates to the building design.*

Signs

The following guidelines respecting signs shall apply:

- *All signs should be architecturally coordinated with the overall design of buildings and landscaping. Multi-unit buildings should have unit signs of compatible size, arrangement and character.*
- *Fascia type signs (on building surfaces) are encouraged.*
- *Changeable copy signs are not supported, except where clearly required due to the nature of the business activity.*

Transitions

The following guidelines respecting transitions shall apply:

- *Transitions between the Light Industrial/Service Commercial area and adjacent residential properties should ensure privacy and avoid the impacts of noise, glare and shadows.*
- *Commercial buildings should be sited to afford maximum privacy to adjacent residential and rural properties.*
- *Effective transitions should be provided by a combination of the following methods:*
 - *fencing, combined with dense naturalized shrubbery or hedges*
 - *landscaped earth berms*
 - *dense shrubbery or hedges capable of impeding sound travel through to adjacent properties*
 - *trees that can grow to sufficient height to screen the commercial use from a 3 storey multiple family dwelling*

Parking

The following guidelines respecting parking shall apply:

- *Parking areas in excess of 10 spaces should be broken into smaller groups, divided by landscaping.*
- *Access to parking areas should be landscaped and sited, wherever possible on secondary roads.*

16.8 Live / Work Development Permit Area No. 7

Purpose

The Live/Work Development Permit Area is designated under Section 919.1(1)(f) of the *Local Government Act* for the purpose of establishing objectives for the form and character of commercial, industrial or multi-unit residential development.

Area

The Live/Work Development Permit Area is shown as Development Permit Area No. 7 on Schedule E.

Justification

One of the objectives of the OCP is to encourage housing that is accessible to a cross-section of society, and is adaptable to the changing demographics and life-styles of the Town's residents. The Live/Work land use designation is an innovative land use concept that incorporates housing quarters with small business units.

The objective of this designation is to ensure that Live/Work development respects the existing form and character of the Town, is compatible with adjacent land uses, and provides residents with high-quality housing in combination with commercial space.

Guidelines

Development permits issued in DPA No. 7 shall be in accordance with the following guidelines:

- *Form & Character Development should promote a small town character by encouraging architecture, landscape design and environmental settings that respect the surrounding context.*
- *To achieve harmonious integration with surroundings, development should be sensitive to the scale, mass, and form of adjacent buildings.*
- *Local and natural building materials such as timber and stone, or alternatively metal siding or concrete, or a mix of these preferred materials, should be used. The use of natural colours is also encouraged.*
- *A variety of building materials and colours should be used to promote visual variety.*
- *Buildings should be oriented to maximize solar exposure while minimizing shadow impacts on adjacent buildings and common areas.*
- *Development should make use of green infrastructure such as green building materials, thermal insulation, and green roofs, where possible.*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Screening and Landscaping

The following guidelines respecting screening and landscaping shall apply:

- *Buildings and roadways should be sited to retain existing trees, vegetation, and other important natural features to reinforce a "green" image and provide a natural and visual amenity.*
- *If land that is designated for green space has been previously cleared, this land should be replanted with native trees and shrubs to provide a continuous buffer against adjacent properties.*
- *A minimum 30% tree cover on each lot should be retained where possible.*

- *Street and yard trees are encouraged wherever possible and should be appropriately sourced to ensure design consistency and regularly spaced to provide adequate shade in summer and solar gain in winter. Species should be selected that are non-intrusive and damaging to adjacent pavements and underground servicing.*
- *The use of solid fencing or continuous buffers of vegetation fronting the primary dwelling unit should be avoided.*
- *Landscaping should be provided for garages and parking pads that are visible from the street.*

Parking and Access

The following guidelines respecting parking and access shall apply:

- *A walking path providing direct access to the building should be clearly visible from the street.*
- *All lots should have direct access to the larger pedestrian circulation system via park corridors, pathways, and/or sidewalks.*
- *All lots should be designed for safe fire access.*
- *The use of cul-de-sacs should be avoided.*
- *Parking pads and garages should be located to the rear or side of the building wherever possible.*

16.9 Intensive Residential Development Permit Area No. 8

Note: This DPA replaces the former DPAs No. 8,9,10, and 11 which were originally found in the Upper Gibsons Neighbourhood Plan and the Gospel Rock Neighbourhood Plan. It also includes new design guidelines for Garden Suites.

Purpose

The Intensive Residential Development Permit Area is designated under Section 919.1(1)(e) of the Local Government Act for the purpose of establishing objectives for the form and character of intensive residential development.

Area

The Intensive Residential Development Permit Area is shown as Development Permit Area No. 8 on Schedule E.

Justification

The Gibsons Official Community Plan is founded upon the Smart Plan philosophy. The residential objectives of the OCP include “recognize the varied housing needs and preferences within the community, and allow for a mix of housing types suitable for the changing population” and “ensure the most effective use of Gibsons’ limited land base by supporting higher densities in appropriate locations.”

The Upper Gibsons Neighbourhood Plan and the Gospel Rock Neighbourhood Plan encourage housing that is accessible to a broad cross-section of society, and is adaptable to the changing demographics and lifestyles of the Town’s residents. Intensive residential development will assist in providing the community with a variety of housing options.

“Intensive residential” development includes the following types of development:

- *“Cluster Development”, subdivision and / or construction of residential development in areas where the Zoning Bylaw (in the RCL zone and possible future other zones) allows for multiple dwelling units in a single-detached form on larger lots (typically 1000 m² and up).*
- *“Small Lot Development” (referenced as “Cottage Residential” in the neighbourhood plans), subdivisions that create residential lots that are smaller than 500 m² (for example in the Zoning Bylaw’s RC, R-3 and R-5 zones or possible future other zone).*
- *“Garden Suites”, construction of detached dwelling units in conjunction with a principle residential building, allowed in areas outlined in the Zoning Bylaw (in the RLL, RCL, R-1, R-2 and R-3 zones, and possible future other zones).*

The objectives of this Development Permit Area designation are to:

- *Ensure that intensive residential development fits with the character of the Town and its neighbourhoods.*
- *Provide for high quality, liveable forms of housing and provide residents with high quality affordable housing options.*

Application

A Development Permit for “Intensive Residential” development will be required for the following anywhere with DPA No. 8:

- *Subdivision and construction of “Cluster Residential” development*

- *Subdivision for “Small Lot Development” and “Cottage Residential” including development of a set of guidelines applicable to future construction of buildings within the subdivision*
- *Construction of “Garden Suites”*

Development permit applications will be evaluated considering the degree to which an application is in accordance with the following guidelines:

Guidelines

Guidelines for subdivision including cluster lots and / or small lots

- *Building lots and streets / lanes should be subdivided so as to retain existing trees, vegetation, and other important natural features.*
- *The subdivision design should consider the effects of climate and solar orientation of building envelopes to maximize energy efficiency and solar access.*
- *All lots should have direct access to the larger pedestrian circulation system via park corridors, pathways, and/or sidewalks.*
- *The use of cul-de-sacs should be avoided.*
- *For cluster lots access from both a street and a lane is required, and vehicular access from the street is generally not permitted.*
- *Retain the existing natural landscape to the extent possible, especially where it can function as a buffer between adjacent properties. Retain a minimum 30% of tree cover in the subdivision area where possible. Design the subdivision to minimize unnecessary grading especially in areas of mature trees.*
- *Development should provide a variety of housing types and sizes to address the needs of seniors, young families, and empty nesters.*

For subdivisions in the Upper Gibsons Neighbourhood Area:

- *Street and yard trees are encouraged wherever possible and should be appropriately sourced to ensure design consistency and be regularly spaced to provide adequate shade in summer and solar gain in winter. Species shall be selected that are non-intrusive and damaging to adjacent pavements and underground servicing.*
- *Prior to land clearing, a tree survey is to be conducted by the developer to inventory the size and type of all trees 300 mm in diameter and larger. Such inventory and a tree retention plan is to be submitted to the Town as part of the development application.*
- *Retain all trees 300 mm or larger in caliper, where an arborist certifies that the trees are likely to survive construction of civil works and changes to the drainage patterns, otherwise provide compensation planting at a rate of 2:1 with trees minimum 50 mm in calliper of an approved species.*
- *In re-vegetation areas, low water demand trees, shrubs, and garden beds are encouraged over sod.*
- *As part of the development application design drawing set, a geotechnical report, prepared by a registered professional, shall be provided to the Town indicating the pre-development thickness of topsoil and the elevation of the underlying confining layer across the site. The results of this investigation are to be incorporated into the proposed lot grading and site restoration design, demonstrating that the minimum topsoil thickness is being provided in the design.*

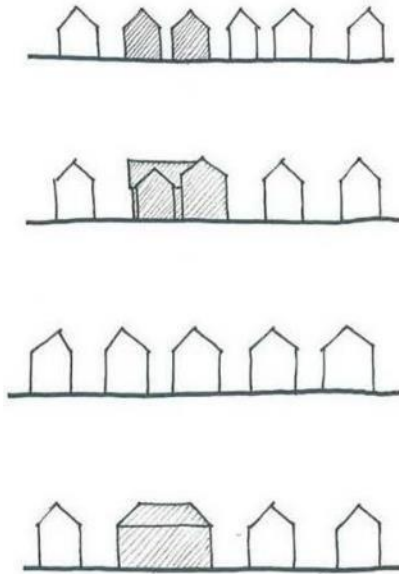
Guidelines for construction on cluster lots

General Form and Character

- *Development should promote a small town character by encouraging architecture, landscape design and environmental settings that respect the surrounding context.*
- *Local and natural building materials such as timber and stone should be used in combination with limited amounts of glass, concrete or metal.*
- *The use of natural colours is encouraged, and the use of a variety of complementary colours as accents is also encouraged to promote visual interest.*
- *Vary unit designs, materials and/or colours to distinguish individual dwelling units in the development. No two adjacent dwellings should be alike.*
- *Multiple dwelling units should be built on each cluster lot. These may take the form of principal dwellings with additional dwelling units such as secondary suites, and Garden Suites; duplexes, triplexes, or fourplexes; or some combination of these forms.*
- *If the maximum density is not achieved, buildings should be sited to allow for the future development of additional dwelling units such that a density of approximately 16 units per acre could be achieved over the long term. The proponent must submit a conceptual plan showing how multiple dwelling units could be accommodated on each lot. The conceptual plan should show future servicing and access plans.*
- *Reflect an environmentally-friendly ("green") image through the design and exterior features of the development. This image may be achieved in such ways as:*
 - *sites and roadways sited to retain existing trees, vegetation, and other important natural features*
 - *incorporation of visible "green" landscaping features such as rain gardens and infiltration trenches*
 - *incorporation of visible "green" building features and materials such as skylights, rain barrels, local wood and stone, green walls and roofs, rain gardens, solar panels, recycled exterior materials, exterior elements for window shading*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Building Massing and Street Rhythm

To achieve harmonious integration with surroundings, development should be sensitive to the scale, mass, and form of adjacent buildings.

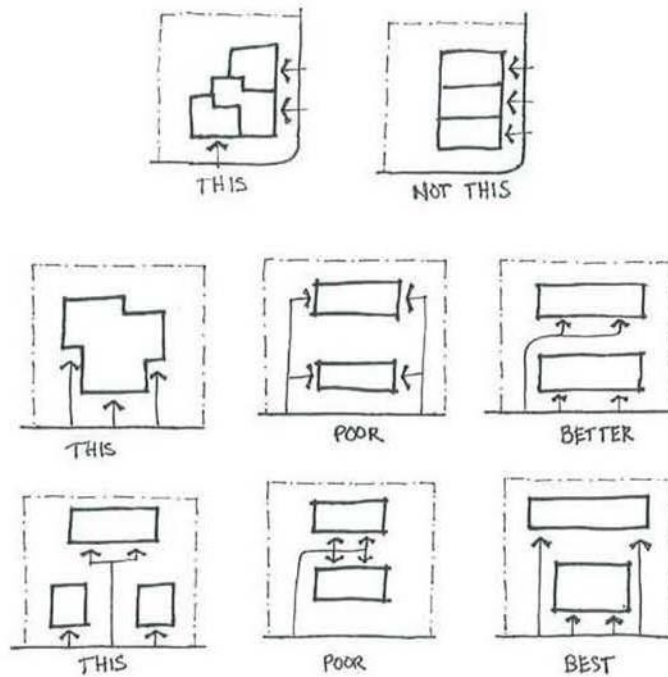


- *Vary the exterior design of buildings facing a street or lane from those of similar buildings across the street and on adjacent properties, so that front elevation designs have significant variations in the disposition and articulation of design features.*
- *Mirroring nearby front elevation design alone is not an adequate variation.*

Relationship to the Street

- *The principal building should be oriented to the street and should be designed to encourage natural surveillance of the street; on corner lots, orientation should be towards both streets.*
- *A covered porch or veranda at the street entrance of the unit is encouraged.*
- *Residential buildings positioned at the rear of the property should have a clear and obvious approach from the street or lane.*
- *Avoid long continuous façade frontage and respect the rhythm of the existing streetscape.*
- *Developments should create an incremental rhythm complementary to nearby residential areas by visually breaking massing of larger buildings into smaller individual components to express strong unit identity and to relate to the characteristic frontage of buildings in the area, as shown below.*
- *Secondary buildings should complement the scale, mass, built form and character of the principal building.*
- *Buildings containing more than 4 units should generally be avoided, taking the form of two or more separate buildings where more than 4 units are proposed.*
- *Use separations, transitions, changes in plan and the inclusion of elements such as bay windows, dormers, porches and cross gables to help mitigate the visual quality of long buildings.*
- *Roof pitches of at least 6 in 12 are encouraged.*

- Provide a clearly identifiable door onto the street and public open spaces.



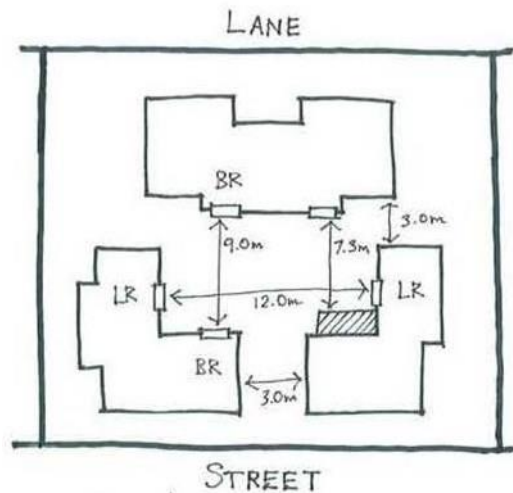
Relationship to the Lane

- Provide a clearly identifiable “front” door onto the lane for dwelling units adjacent to the lane at the rear of the parcel.
- A “transparent” interface between the lot and the lane is encouraged, and may be achieved through a balcony or windows over-looking the lane, a porch next to the lane, or other similar means.
- Areas of the lot adjacent to the lane that are not required for access to parking should be landscaped. The inclusion of trees in these areas is encouraged where practical.
- Consider the use of low (less than 1.2 m) fencing and screening along the lane, to encourage interaction between the lane and nearby semi-private open space.

Relationship Between Buildings

- Provide a clear distinction between private and public open space.
- Dwelling units should be arranged on site to facilitate social interaction, build a sense of community, and create neighbour-to-neighbour surveillance. This can be accomplished as shown below, by:
 - ensuring various building entrances face each other and/or open on to open spaces common to all units
 - providing for surveillance of open spaces common to all units from active living areas within each unit
 - and/or providing patios, porches, or verandas adjacent to common areas
- Minimize the potential for overlook to neighbouring windows and private spaces.
- Minimum building separations between units on the same site are preferred, as follows and as shown below:
 - between side walls of buildings containing a small amount of window area: 3 m

- between portions of walls containing windows looking onto active indoor living spaces such as living and dining rooms and kitchens: 12 m
- between portions of walls containing windows into other habitable rooms: 9 m
- preferred distances in cases (2) and (3) are reduced to 7.3 m to portions of walls containing non-habitable space



Solar Orientation

- Building orientation and massing should ensure that a majority of primary living spaces receive direct sunlight for the daylight hours at equinox.
- Where possible, buildings should not be located in positions that will result in substantial shading of the private open space of adjacent units.

Other

- Carefully provide for areas for garbage and recycling collection and storage, taking into account visual screening and security from animal scavengers.
- Provide a yard or roof terrace for each unit to create usable private open space, in a highly accessible location. Failing this, a large balcony for each unit should be provided. This open space should be partially screened to provide privacy from neighbours.
- Provide a variety of views, ensuring that distant and close-up views of outdoor spaces are provided wherever possible.

Parking and Access

- A walking path providing direct access to the principal dwelling unit should be clearly visible from the street.
- All buildings should be sited to provide for safe fire access to all units.
- All parking spaces should access the site via a single, shared driveway and/or directly from a public lane.
- Parking pads and garages should be located to the rear or side of the dwelling unit(s) wherever possible, and always where there is access from a rear lane.
- Vehicular access from the street is strongly discouraged unless a property is not served by a lane or is subject to prohibitively steep grades.

Screening and Landscaping

- A landscape plan is required that includes the following:

- *location, type and size (canopy diameter and trunk diameter at breast height) of all existing trees on the lot and within 5 metres of the lot boundary*
- *a lot grading plan*
- *trees that are proposed for retention or removal*
- *the location, size and species of replacement trees*
- *proposed garden beds, sodded areas, gravel areas, patios, pathways, driveways, fences, trellises and any other proposed landscape features*
- *the location, area and percentage of lot area covered by impermeable surfaces*
- *Retain the existing natural landscape to the extent possible, especially where it can function as a buffer between adjacent properties. Trees in open spaces are encouraged wherever possible, and should be appropriately sourced and spaced to ensure consistency between building features, yard landscaping, and street trees and street furniture. Species should be selected that are non-intrusive, native compatible and minimize damage to adjacent pavements and underground servicing.*
- *Plant deciduous trees and shrubs to shade buildings in summer yet allow for solar gain in the winter.*
- *Avoid the use of fencing or continuous buffers of vegetation higher than 1.2 m fronting the primary dwelling unit.*
- *Provide a landscape screen for garages and parking pads that are visible from the street.*
- *Consider providing dedicated areas and small shared facilities for children, particularly in developments comprising of more than 4 units. Where provided, these should be visible from active living areas in housing units.*

Guidelines for future construction in small lot (cottage) subdivisions

Before subdivision or re-zoning for the purposes of small lot or cottage subdivision is approved, developers will be required to provide a set of guidelines that will be included in the Development Permit in order to provide guidance for the future construction of all residential buildings on small lots. The guidelines shall address the following:

General Form and Character

- *Development should fit with the small town character of Gibsons by demonstrating architecture, landscape design and site design that respects the surrounding context.*
- *Local and natural building materials such as timber and stone are preferred for external cladding. Glass, metal and concrete may be used in smaller quantities. The use of vinyl and other plastic siding is discouraged.*
- *Reflect an environmentally friendly ("green") image through the design and exterior features of the development. This image may be achieved in such ways as:*
 - *buildings and driveways should be sited to retain existing trees, vegetation, and other important natural features where possible*
 - *incorporation of visible "green" landscaping features such as rain gardens and infiltration trenches*
 - *incorporation of visible "green" building features and materials such as skylights, rain barrels, local wood and stone, green walls and roofs, rain gardens, solar panels, recycled exterior materials, exterior elements for window shading*
 - *incorporation of permeable pavement or wheel strips for parking spaces to reduce the visual and environmental impact of driveways*

- *Vary unit designs, materials and/or colours to distinguish individual dwelling units in the development. No two adjacent dwellings should be alike.*
- *The use of natural colours is encouraged, and the use of a variety of complementary colours as accents is also encouraged to promote visual interest.*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Building Massing and Street Rhythm

To achieve harmonious integration with surroundings, development should be sensitive to the scale, mass, and form of adjacent buildings.

- *Vary the exterior design of buildings facing a street or lane from those of similar buildings across the street and on adjacent properties so that front elevation designs have significant variations in the disposition and articulation of design features.*
- *Mirroring nearby front elevation design alone is not an adequate variation.*

Relationship to the Street

- *Buildings should be oriented to the street and should be designed to encourage natural surveillance of the street; on corner lots, orientation should be towards both streets.*
- *A covered porch or veranda at the street entrance of the unit is encouraged.*
- *Roof pitches of at least 6 in 12 are encouraged.*
- *Provide a clearly identifiable door onto the street and public open spaces.*

Solar Orientation

- *Building orientation and massing should ensure that a majority of primary living spaces receive direct sunlight for the daylight hours at equinox.*
- *Where possible, buildings should not be located in positions that will result in substantial shading of the private open space of adjacent units.*

Guidelines for construction of Garden Suites

General Form and Character

- *Development should fit with the small town character of Gibsons by demonstrating architecture, landscape design and site design that respects the surrounding context.*
- *Local and natural building materials such as timber and stone are preferred. The use of vinyl siding is discouraged.*
- *The use of natural colours is encouraged, and the use of a variety of complementary colours as accents is also encouraged to promote visual interest.*
- *Vary materials and/or colours to distinguish individual dwelling units on the property to reflect an environmentally friendly ("green") image through the design and exterior features of the development. This image may be achieved in such ways as:*
 - *buildings and driveways should be sited to retain existing trees, vegetation, and other important natural features where possible*
 - *incorporation of visible "green" landscaping features such as rain gardens and infiltration trenches*
 - *incorporation of visible "green" building features and materials such as skylights, rain barrels, local wood and stone, green walls and roofs, rain gardens, solar panels, recycled exterior materials, exterior elements for window shading*

- *incorporation of permeable pavement or wheel strips for parking spaces to reduce the visual and environmental impact of driveways*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*

Building Massing and Street Rhythm

- *To achieve harmonious integration with surroundings, Garden Suites should be sensitive to scale, mass and form of adjacent buildings.*
- *Garden Suites should be smaller than and complement the scale, mass, built form and character of the principle dwelling unit as well as the neighbourhood.*
- *Roof ridges should be orientated roughly in the same direction as the slope allowing for overlook and views from uphill properties should be taken into consideration.*

Relationship to the Street or Lane

- *Garden Suites positioned at the rear of the property should have a clear and obvious approach from the street or lane.*
- *Provide a clearly identifiable door to the street or lane and public open space.*

Relationship Between Buildings

- *Garden Suites should be screened from the principle building to create privacy between the two buildings.*
- *Windows and balconies should be placed to reduce overlook.*

Solar Orientation

- *Building orientation and massing should ensure that a majority of primary living space receives direct sunlight and therefore is positioned to face towards the South, East or West.*
- *Garden Suites should be positioned and scaled to minimize the impact of shadows on adjacent developed properties.*

Parking and Access

- *All buildings should be sited to provide for safe fire access to all dwellings on site from the front yard of the lot.*
- *Parking should not dominate the proposed Garden Suite.*
- *If the parking space for the Garden Suite is not enclosed in the building, permeable pavement or wheel strips should be used, to minimize additional impermeable surfaces.*

Screening and Landscaping

- *Retain the existing landscaping to the extent possible, especially where it can function as a buffer between adjacent properties.*
- *A usable private open space should be provided for the Garden Suite, either at grade or on a balcony. If on a balcony, this open space should be no less than 5ft deep and no less than 50 ft². If at grade, the open space should be no less than 100 ft².*
- *Vehicle access should be screened from the view of neighbouring properties.*
- *A landscaping plan is required showing how the site is landscaped and screened with the goal of ensuring privacy for the Garden Suite and adjacent properties.*

Other

- *The location of extra garbage and recycling should be taken into consideration, and should be sited away from the primary entrance of both the principle building and the Garden Suite, and should be screened from public views.*

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16.10 Gibsons Aquifer Development Permit Area No. 9

Purpose

The Gibsons Aquifer Development Permit Area is designated pursuant to the Local Government Act section 919.1(1)(a): protection of the natural environment, its ecosystems and biological diversity; section 919.1(1)(i): establishment of objectives to promote water conservation; and under Section 919.1(1)(b) of the Local Government Act for protection of development from hazardous conditions. The area is also designated under s. 920.01 as an area for which development approval information may be required. This Development Permit Area works in tandem with provisions of the Town's Water Regulation Bylaw aimed at protecting the Gibsons Aquifer, and development permit applicants should inform themselves of the requirements of that Bylaw when applying for a Development Permit.

Area

All properties within Gibsons Aquifer Development Permit Area No. 9 and its sub-areas are defined by the map in Schedule F.

Justification

The Gibsons Aquifer Development Permit Area is known to be on top of an aquifer and groundwater system that supplies potable water for approximately 73% of the Town of Gibsons. The groundwater system may also sustain important habitat as base flow or discharge to surface water sources; this includes potential discharge/recharge points within Charman Creek, Gibson Creek and Goosebird Creek. Care must be taken in construction methods, excavation, surface drainage and the storage, handling, manufacture and use of products on parcels of land within this Development Permit Area to avoid contamination of the underlying aquifer and to protect and promote its sustainable use as a drinking water resource. Penetration of the aquitard that confines the aquifer could cause an uncontrolled release of large volumes of groundwater under artesian pressure.

Creeks within the Gibsons Aquifer Development Permit Area provide habitat for fish, wildlife and plants; may supply recharge to the Gibsons Aquifer; or are sources for water license holders. Maintaining both water quality and quantity requires careful management for the long-term sustainability of ecosystem and drinking water supplies. Degraded water quality would be detrimental to the Town's water supply from the Gibsons Aquifer as well as fish and wildlife populations.

The objectives of the Gibsons Aquifer Development Permit Area designation are:

- *To protect the Gibsons Aquifer forming part of the Town of Gibsons water supply from possible pollution from land use and development activities.*
- *To protect the integrity of the low-permeable till layer (the aquitard) which confines and maintains artesian pressure and protects the aquifer from surface activities.*
- *To promote the efficient use of water to ensure a sustainable hydrologic system in the watershed and to ensure a sustainable source of potable water.*
- *To provide opportunity for furthering the understanding of the hydrology of the Gibsons Aquifer system.*

Application

A Development Permit under this Development Permit Area is required for the following types of activities:

- Any development with contamination potential in the Development Permit Area involving new or existing uses for any of the purposes or activities listed in Schedule 2 of the Contaminated Sites Regulation, (B.C. Reg. 375/96).
- Any development in the Well Head Protection Area designated on Schedule F except for a Building Permit for a single family or two family building.
- Any development that involves excavation or other subsurface disturbance in the sub-area designated as "Lower Gibsons" on Schedule F, except for the excavation of a building site for the construction or alteration of a single family residential dwelling, provided that at no point the depth of the excavation exceeds 1.5 metres (approx. 5ft) below natural grade.

	Contamination potential guidelines	Well head protection guidelines	Lower Gibsons excavation guidelines
Commercial / Industrial uses	Applicable	Applicable	Applicable
Residential subdivision	Not applicable	Applicable	Applicable
Multifamily construction	Not applicable	Not applicable	Applicable
Single family construction	Not applicable	Not applicable	Not applicable if less than 1.5 m below natural grade

Summary table regarding the applicability of the guidelines for types of development

In cases where the boring of test holes is required to assess the impact of development on the Gibsons Aquifer a Development Permit is required for the boring of the test holes and the scope of such a permit shall be limited to the site investigations required to prepare a Development Permit application for the development.

In this section, "development" means the subdivision of land; construction of, addition to or alteration of a building or other structure; or alteration of land, and includes the boring of test holes that may penetrate into the Gibsons Aquifer or the overlying aquitard that confines and protects it.

Depending on site characteristics any or all of the guidelines below may be applicable to Development Permit applications for this area.

Guidelines

Professional Qualifications - General

Studies and reports submitted in support of applications for Development Permits within DPA 9 shall be prepared by qualified professionals only. For this Development Permit Area the expertise of one or more of a geotechnical engineer, a hydrogeologist, a hydrologist, and a biologist may be required to evaluate proposals for development. The qualified professional must be registered and in good standing in British Columbia with an appropriate professional organization, acting under that association's code of ethics and subject to disciplinary action by that association. The individual's area of expertise must be recognized by the Town as one that is acceptable for the

purpose of providing all or part of an assessment report in respect of the particular development proposal that is being assessed.

Guidelines for Developments with Contamination Potential

All applications for a Gibsons Aquifer Development Permit Area for any proposed development that includes any of the purposes or activities listed in Schedule 2 of the Contaminated Sites Regulation, (B.C. Reg. 375/96) shall be accompanied by a report by an appropriately qualified professional which must include:

- *Inventory of potential contamination sources of the proposed use including contaminants currently present that could be released or mobilized by the proposed development activities.*
- *Definition of study area, provision of the cross-section of the aquifer and overlying geological layers in the area of the proposed development, identifying any other areas of importance to the aquifer on the parcel.*
- *The location of any existing or proposed above ground or underground storage tanks for fuel or other potential contaminants, abandoned or operational water wells within 300 metres of the proposed development, and underground utilities.*
- *An assessment of the potential for contamination of wells within 300 metres of the development parcel or contamination of the Gibsons Aquifer should a spill, leak or disturbance of soils occur.*
- *Spill response and contingency plans.*
- *Identification of appropriate site-specific groundwater protection measures for existing and proposed uses.*
- *Design and implementation of a site-specific groundwater monitoring program that includes the monitoring of groundwater quality.*

The report must describe how the applicant will manage hazardous materials storage, handling and disposal of hazardous materials so as not to compromise the quality of the underlying aquifer. The report shall address, but not necessarily be limited to, facility design and operation, site design, and recommended practices for sewage disposal and handling, storage and disposal of hazardous materials, and mitigation of water contaminants. Specified mitigative measures may include requirements for physical structures or facility-specific operational plans and guidelines, and secondary containment systems.

In addition to the above mentioned guidelines for uses with contamination potential, the following guidelines apply for development sites where stormwater runoff from the site is connected directly or indirectly to any creeks designated in Development Permit Area No. 2 Environmentally Sensitive Areas.

A report prepared by an appropriately qualified professional must clearly address rainwater (stormwater) management, flood hazard and erosion, and protection of groundwater, including:

- *Preserving natural riparian channels.*
- *Using stormwater management best practices to improve the quality of the runoff.*
- *Intercepting stormwater above steep slopes, in such a way as to ensure that soil is not saturated to the extent slopes may be destabilized.*
- *Ensuring all stormwater is intercepted and conveyed to appropriate stormwater collection facilities.*
- *Using discharge point stabilization for natural drainage path.*
- *Providing runoff control mechanisms to minimize erosion and siltation.*
- *Integrating all recommendations with the stormwater management requirements in the Town's Subdivision and Development Servicing and Stormwater Management Bylaw.*

Guidelines for Development in the Well Head Protection Area

For any development on parcels where existing wells are located, and for sites in the Well Head Protection Area (shown in Schedule F) a report prepared by an appropriate professional must address the following guidelines:

- *Identify possible contaminants from proposed uses and existing conditions.*
- *All wells on or within 300 m of the subject property must be identified.*
- *Definition of study area and the relationship of the proposed development to the Town's production wells and the capture zones of the wells.*
- *A rainwater/stormwater management plan providing details of how the on-site drainage avoids adversely affecting the capture zones for the Town's production wells;*

Guidelines for Excavation in the Lower Gibsons Subarea

Developers are cautioned that the portion of Gibsons Aquifer beneath Lower Gibsons is under artesian pressure and is vulnerable to breaching and blow out if proper geological controls are not implemented during site investigations. For any development involving excavation of material above the till layer (aquitard), or penetration of the till aquitard in the Lower Gibsons sub-area a report prepared by an appropriately qualified professional must address the following:

- *Review and evaluation of the relevance and applicability of the Town's information regarding the Gibsons Aquifer's location, depth, pressure and geometry (including identification of the covering aquitard). This baseline information will help in the identification of any additional investigations that may be needed to address data gaps related to the evaluation of the proposed development;*
- *All geological/hydrogeological/engineering data provided by the proponent must be integrated with any aquifer information provided by the Town and reconciled to a common geodetic datum with an elevation survey accuracy of +/- one centimeter. Handheld GPS data is insufficient for foundation and structural design consideration.*
- *All data collected must be provided to the Town of Gibsons in an acceptable electronic format.*
- *Review and evaluate how the proposed engineering design considers and protects the Gibsons Aquifer, including changes in pressure to the aquifer resulting from stripping the overburden and from the construction of the proposed development.*

16.11 Gospel Rock Village Development Permit Area No. 10

Purpose

The Gospel Rock Village Development Permit Area (DPA) is designated under Section 488(1)(f) of the *Local Government Act* for establishing form and character objectives for multi-family residential, commercial, and mixed-use development.

The main objective of the Gospel Rock Village DPA is to ensure high quality, pedestrian-oriented development within the Gospel Rock Neighbourhood and enhance the appearance of development for the benefit of visitors, residents, and businesses.

Area

The Gospel Rock Village DPA is shown as DPA No. 10 on Schedule E: Form & Character DPAs. It applies to multi-family residential, commercial, and mixed-use development in the Gospel Rock Neighbourhood Plan area.

Justification

The form and character of commercial and multi-family residential buildings within the Gospel Rock Village are important for the long-term success of the larger Gospel Rock Neighbourhood Plan.

New development should seek to enhance the public realm. Buildings should be oriented to and relate to the public realm. Where a development includes multiple buildings, they should be grouped in such a way as to form usable open spaces for the enjoyment of residents and visitors.

Building façades should be designed in ways that express individual identity. Street trees and planting also improve the character, aesthetics, and enjoyment of the pedestrian, bicycle and vehicular realms of the streetscape.

Guidelines

Development permits issued in this area shall be in accordance with the following guidelines:

General Form and Character of Development

To create a high quality, visually appealing development with a safe, comfortable pedestrian environment, the following guidelines shall apply:

- *Where feasible, minimizing site grading and retaining natural vegetation is encouraged.*
- *Significant landscaping adjacent to public roadways and integrated within the site, use of both architectural and landscape features to provide a “gateway” or distinct entrance.*
- *The form and character should support and enhance the Gibsons small-town character, including a mix of building masses and open spaces reflective of more incremental development.*
- *Provide a clear distinction between private and public realms through subtle cues in materials, pathway edges, grade and/or landscape design elements.*
- *Each dwelling unit in a residential or mixed-use project shall incorporate direct access to a usable private outdoor space such as a patio, balcony, and/or upper-level terrace.*
- *West Coast seaside design features should be incorporated in the design, including:*

- *The emphasis on natural light through the significant glazing and orientation of buildings to views and/or other significant natural features.*
- *Consideration of indoor/outdoor relationships and flexibility within open-plan layouts.*
- *The use of natural building materials and exposed timber (structural) features.*
- *The use of natural colours with a variety of complementary colours used as accents to promote visual interest.*
- *Low Impact Development techniques for stormwater management is encouraged – including swales or other landscape features that alleviate impacts of storm runoff from impervious surfaces, including roofs and surface parking areas; green roofs and permeable parking areas are encouraged.*
- *Design lighting to minimize light spill, glare and sky glow by using non-glare full cutoff fixtures.*
- *Recycling facilities are required for all commercial, multi-family residential, and mixed-use buildings.*
- *To the extent possible, locally sourced materials should be used to reduce transportation impacts and reflect the local climate, light, history, and culture. Additionally, the following materials are encouraged:*
 - *Recycled materials or materials with a high-recycled content.*
 - *Concrete with at least 25% fly ash or slag.*
 - *Wood products certified CSA Sustainable Forest Management Standard or equivalent.*
 - *Interior finishes and installation methods with low toxic emissions.*
- *To the extent possible, buildings should be designed to reduce energy usage by incorporating standards such as solar ready and LEED.*
- *Opportunities for the inclusion of public art should be explored in public space, especially plazas and other public open space to enhance the overall open space network.*
 - *Opportunities to display Skwxwú7mesh art, language and culture in public space are especially encouraged.*

Building Form, Scale, and Massing

To encourage varied building forms and to avoid creation of a commercial strip image, the following guidelines respecting massing and scale shall apply:

- *Varied building forms will be encouraged.*
- *Large areas of blank wall are not acceptable on a face with a pedestrian or residential area orientation.*
- *Long, unbroken building lines and rooflines should be avoided.*
- *Wall lines should be off-set and modulated to create visual interest.*
- *Pitching, stepping down, and/or varying rooflines should be incorporated to vary height in the roofscapes of buildings.*
- *On sloped sites, building forms should step down with the natural grade of the site to avoid imposing masses on the downhill slopes.*
- *Where commercial development incorporates a residential or multi-unit use on upper floors, a graded transition in the building height is desired to ensure adjacent properties are not faced with a massive wall.*
- *Longer frontages of townhomes will articulate "clusters" of not more than three homes in order to avoid repetitive forms.*
- *Building form and character will create visual interest through the subtle articulation of massing, roof forms and changes in materials and colours.*

- *Street-facing units and units fronting a public space / green street should utilize a layering of elements – including but not limited to street-facing stairs, stoops, porches, patios, and landscaping to transition between private-use and the public realm:*
 - *ground floor units should be elevated between 0.5-1 metre above the street. If the ground floor is not elevated, other means of separation and/or buffering for privacy should be utilized.*
 - *gates, railings, walls and landscaping providing a buffer from the street and creating a clear distinction between the public and private realm shall be provided.*
 - *Landscape buffer elements should be 0.9-1.2 metres tall.*

Siting of Building and Structures

To maintain a strong street presence while also framing the interior open space (Village Green and Greenlane), the following guidelines respecting siting of buildings shall apply:

- *Buildings should be sited with the entrance to the buildings facing the public street and the internal open space (Village Green and/or Greenlane) to activate public spaces and signal access and priority for pedestrians.*
- *Buildings situated along the Village portion of the Greenlane are intended to represent a higher degree of formal design to help frame the Village Greenlane and signal a transition from the Lookout Park to the Village.*
- *Natural landscapes, including significant trees, should be incorporated into site development when feasible.*

Residential / Commercial Buffers

Effective transitions between commercial areas and adjacent residential properties can be achieved by:

- *Fencing, combined with a broad area of landscape plantings (tree, shrubs).*
- *Dense shrubbery or hedges capable of impeding travel through to adjacent properties, and which is not visually transparent to adjacent properties.*
- *Creating a transition zone to complement the scale of the development, not less than 3.0 metres in width.*
- *Minimizing the potential for overlook to neighbouring windows and private spaces.*
- *Careful positioning of lighting, parking, and access points to minimize impacts on adjacent properties.*

Amenity Space / Private Areas (for multi-unit residential buildings)

The location and size of outdoor spaces such as patios and balconies have a considerable effect on the sense of privacy. New residential buildings should be designed to provide privacy for each resident; through windows, private outdoor spaces or balconies, or through changes in grade or elevation as follows:

- *An outdoor living space/patio terrace of minimum 2.3 metres depth for townhouses and minimum size of 10 m² (110 ft²) is recommended.*
- *Where yards are accommodated, a minimum 5 metres depth and a minimum area of 30 m² (325 ft²) is recommended.*
- *Apartments should have a minimum 1.5 metres depth terrace or balcony, sufficiently large to create a usable outdoor “room”. Balconies should be at least half enclosed in order to give the occupant privacy, security and weather protection.*
- *Changes in grade can provide for private areas between street edges and the development units.*

Pedestrian Environment

The design of Gospel Rock Village is intended to prioritize the pedestrian within the central open spaces whereby vehicle access is largely accommodated at the outer edge of the Neighbourhood. The following guidelines further define building design responses to support a pedestrian-friendly environment:

- *Buildings shall emphasize a human-scale and pedestrian orientation within the Neighbourhood by presenting 1-2-storey façade elements to engage pedestrian edges. Single storey elements are preferred. This may be achieved by:*
 - *well-marked building entrances*
 - *architectural features*
 - *an emphasis on the fenestration (the arrangement and positioning of windows)*
 - *weather protection through the use of awnings, arcades and canopies along commercial storefronts and building entries. Weather protection must be integral to the building form, and the materials and colors used should be consistent with the façade.*
- *Pedestrian facilities shall link to form an interconnected network of sidewalks and trails, linking individual buildings to semi-public and public open space and parks.*
- *Buildings and open spaces should be wheelchair accessible.*
- *To provide small commercial frontages, commercial retail bays should be no wider than 10 metres in order to create a fine-grained pattern of shops. A maximum spacing of 8 metres for entrances is desired along the key pedestrian-oriented high streets. A larger retailer may combine bays internally; however, the external bay articulation should be maintained.*
- *Commercial retail buildings shall be oriented towards, and shall meet the sidewalk at grade, and are encouraged to be built to the property line so that a continuous commercial street frontage and positive street definition are maintained.*
- *Commercial retail frontages should engage and enliven the pedestrian realm through visual access (maximized glazing) and by way of distinguished display materials, signage, and lighting.*

Landscaping

Landscaping of commercial and multi-family areas in the Gospel Rock Village is key to situating development within its landscape context. Site planning and landscaping contribute to neighbourhood character and aesthetics, livability, and environmental sustainability. Site planning should strive to minimize building coverage, preserve natural features and minimize rainwater run-off.

For all developments:

- *A detailed landscape plan shall be prepared by a BC Registered Landscape Architect.*
- *Trees, shrubs and ground covers should be drought tolerant, low maintenance varieties suitable to the local growing conditions and climate, and complimentary to the native dryland forest ecosystem.*
- *Native plant materials are preferred and shall include a mix of coniferous and deciduous species. Invasive species are prohibited.*
- *Landscape structures – such as of arbors, archways, or pergolas – are encouraged to transition between indoor and outdoors places. An encroachment permit may be supported for trellises encroaching up to 1.8 metres onto the sidewalk provided they are not less than 2.75 metres above the sidewalk and there is no conflict with street trees or streetscape elements, such as lighting and signage.*

- *The retention of natural tree stands is encouraged.*

Parking

Parking in the Gospel Rock Village DPA shall comply with the following guidelines:

- *Off-street parking shall be provided underground with the exception of a small number of short-term convenience surface parking stalls.*
- *Parkade entrances and associated components (such as doorways, ramps, etc.), whether accessed from the street or lane, should be architecturally integrated into the building so as to minimize its exposure.*
- *Where off-street parking is provided, it should not visually dominate a development. Parking areas should incorporate significant landscaped areas within the lot. No more than 10 parking stalls in a row should be allowed without a landscaping break.*
- *Where surface parking is required, provide pedestrian amenities (such as benches, shelters, alcoves, seating, walls, trellises and arbors) as a buffer between the sidewalk and the building or parking edge and pathways to the adjacent businesses.*
- *Electric Vehicle charging stations shall be provided.*
- *Low, dense screening of street fronting stalls is required. This can be achieved through the use of landscape materials or a combination of landscape features such as arbors or trellises which run the length of the parking area.*
- *Support service facilities and structures such as loading bays, refuse containers, storage areas, and utility services should be located and screened with walls, fencing, hedging, planting, other screening materials or a combination of these materials to minimize visibility from public areas.*

Signage

Signage in the Gospel Rock Neighbourhood DPA shall comply with the following guidelines:

- *All signs should be architecturally integrated within the overall design of buildings and landscape and may require modification of corporate or franchise design elements:*
 - *Freestanding signs should be restricted to a maximum height of 4.5 metres above grade.*
 - *Freestanding signs should reflect a West Coast character by using elements of wood and/or stone.*
- *Multi-unit buildings are encouraged to have an attractive, simple, single entry sign rather than multi-tenant signs which create a cluttered appearance.*
- *Changeable illuminated copy signs shall not be permitted.*
- *Internally illuminated (backlit box) signs shall not be permitted.*
- *External lighting for fascia and wall signs should be directed downward which may be achieved with the use of goose neck style lighting fixtures. An illumination design needs to ensure all wiring and conduits are concealed.*



Gospel Rock Village | Form & Character

The above illustration attempts to capture the intended outcomes of Development Permit Area (DPA) guidelines for form and character for Gospel Rock Village. Specifically, the above artistic rendering of the Village Green represents application of the following guidelines:

West Coast design elements are featured, including:

- 1** Emphasis of natural light through the significant glazing and orientation of buildings to views and/or other significant natural features.
- 2** Consideration of indoor/outdoor relationships and flexibility within open plan layouts.
- 3** The use of natural building materials and exposed timber (structural) features.
- 4** The use of natural colours with a variety of complementary colours used as accents to promote visual interest.
- 5** The use of a predominantly native plant palette and layered landscape transitions between public and private realms.

Additional guidelines represented include:

- 6** Effective transitions between commercial areas and adjacent residential properties.
- 7** Emphasize human-scale and pedestrian orientation by presenting 1-2-storey façade elements to engage pedestrian edges.
- 8** Pitching, stepping down, and/or varying rooflines should be incorporated to vary height in the roofscapes of buildings.
- 9** Native plant materials are preferred, and shall include a mix of coniferous and deciduous species. Invasive species are prohibited.
- 10** Small commercial frontages should be no wider than 10 metres in order to create a fine-grained pattern of shops.
- 11** Off-street parking shall be provided underground with the exception of a small number of short-term convenience surface parking stalls.

16.12 Temporary Use Permits

The Town of Gibsons will consider the issuance of a Temporary Use Permit in accordance with the provisions of Section 921 of the Local Government Act. All applications seeking approval of a Temporary Use Permit will obtain a supporting resolution of Council. Each approved permit will contain specific guidelines and/or conditions of the use of the land and a termination date of the permit. As a condition of issuing the permit, Council may require applicants or owners to post a security bond.

An existing permit can be renewed by application once, up to an additional three years for a total of six years. Renewal is again subject to a second supporting resolution from Council.

All areas within the Town of Gibsons boundaries are designated Temporary Use Permit Areas.

PART D:

UPPER GIBSONS

NEIGHBOURHOOD

PLAN

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1 INTRODUCTION

The Town of Gibsons engaged Urban Systems Ltd. in 2005 / 2006 to develop an engineering servicing plan and implementation strategy to support the land use plan and objectives set out in A Framework Plan for the Upper Gibsons Neighbourhood (hereafter referenced as the Framework Plan). The Framework Plan was prepared by The UBC Small Towns Initiative in collaboration with the Planning Committee, Town Staff and Council, property owners, and community members. The Framework Plan, submitted in June 2005, provides back-ground information on the plan area, identifies housing, open space, transportation, stormwater, and pedestrian circulation objectives, and proposes a land use concept plan for the Upper Gibsons Neighbourhood Plan Area. The boundaries of the Plan Area in the context of the Town are shown in Figure 1-1: Location Map

As part of the development of the Upper Gibsons Neighbourhood Plan, Urban Systems was asked to develop strategic engineering strategies for the following:

- *stormwater management*
- *low impact development techniques (a.k.a. Best Management Practices)*
- *utilities (gas, hydro, and telecommunications)*
- *roads and transportation*
- *sanitary and water services*

While the primary purpose of the task was to develop an engineering servicing plan, and not to revise the land use plan, minor modifications to the land use plan were necessary in light of the engineering analysis. All modifications to the land use plan were made in consultation with Town Staff and Council to ensure that the final plan presented in this document remains true to the Framework Plan's objectives and principles.

The original Upper Gibsons Neighbourhood Plan also included a section on phasing and implementation to assist with the Upper Gibsons Neighbourhood area developing in a logical and workable manner. A set of "development guidelines" was also included to provide the Town, developers, and the community with general guidelines for the construction of municipal and private systems, and for the overall form and character of development. Since adoption of the plan in 2006, several Town bylaws have been updated, and the development of the area has started with the Parkland development, located off Payne Road. In the current OCP, the original Upper Gibsons Neighbourhood Plan has been edited in 2013 and 2014 to reflect developments and bylaw updates in recent years, and some out-dated sections have been removed.

1.1 Planning Process

In March 2004, the Town of Gibsons issued a Request for Proposals to complete the Upper Gibsons Neighbourhood Plan in accordance with the Town's Official Community Plan and additional direction specific to the Plan Area. The Neighbourhood Plan Area is approximately 46 hectares (114 acres) in-fill site located between the northern border of the Town and the Upper Gibsons commercial area. The majority of land in the Neighbourhood Plan Area was removed from the Agricultural Land Reserve in September 2002. It is currently held in large rural lots within a 5 to 10 minute walk of the Upper Gibsons commercial area.

The Town of Gibsons hired the UBC Small Town Initiatives consulting group on May 18, 2004 to complete the Upper Gibsons Neighbourhood Plan. The UBC Small Town Initiative is an applied research group within the Centre for Landscape Research of the University of British Columbia. Small Town Initiatives strives to create

design schemes that enhance the existing form and character of a community while facilitating appropriate and sustainable economic development. This is based on the observation that many small towns in BC are being threatened by conventional forms of development, in particular, development that commits them to robust and expensive infrastructures calling for wide streets, curbs, gutters and storm sewers; in other words, forms of development that are often not in character with the community and which the community cannot afford in the long run.

The consultants completed research and background work over the summer of 2004 and on September 17, 2004, Council appointed the Upper Gibsons Neighbourhood Plan Select Committee. The Select Committee was comprised of representatives of various interest groups in the Town including: Seniors; the Business Community; Neighbourhood Associations; Youth; property owners from the Plan Area; School District; Members of Council; and Town Staff.

As Small Town Initiative were unable to provide the detailed servicing and implementation details required in the Neighbourhood Plan, they were requested to finalize the preferred concept plan and the Town hired Urban Systems to complete the engineering and servicing detail for the concept plan. Small Town Initiative submitted "A Framework Plan for the Upper Gibsons Neighbourhood" in June 2005.

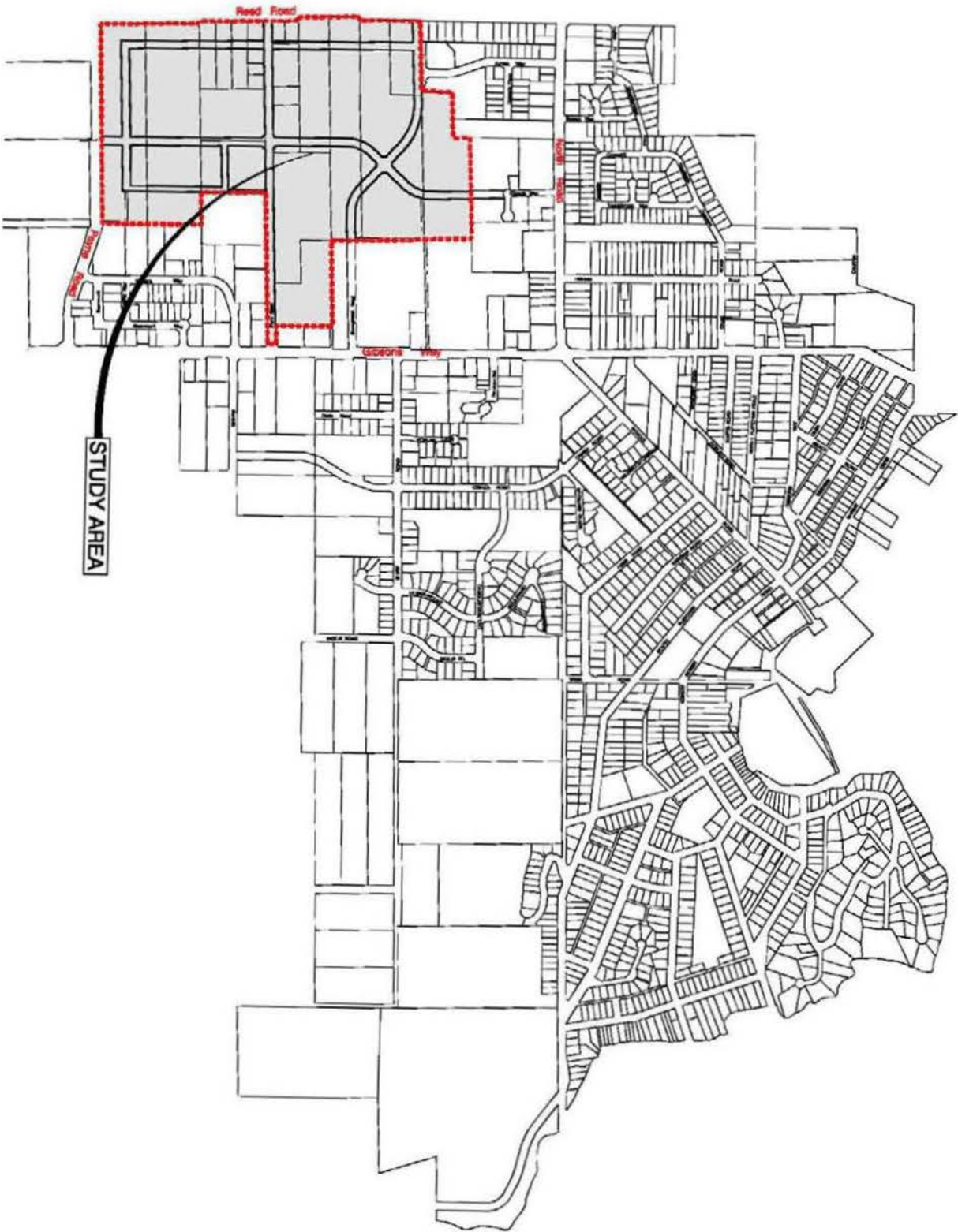
In April 2005, the Town of Gibsons approached Urban Systems to build on the Framework Plan and develop appropriate engineering servicing and phasing strategies. In order to complete the necessary engineering analysis, further definition to the unit and population yields were required. Using the Land Use Plan and recommended densities in the Framework Plan, Urban Systems recomputed anticipated yields. At the same time, the Town of Gibsons had concern with respect to Large Lot Cluster designation identified in the Framework Plan, and as such, redefined it to Single Lot Residential with a private open space buffer along its boundary with Payne Road and Reed Road. Also, the Town requested the addition of a live/work designation which has been added in the south west corner of the Plan. These changes have been reflected in , and used throughout the engineering analysis.

On May 9, 2006 the Town of Gibsons held an Open House at the Gibsons Legion to present the Final Draft of the Upper Gibsons Neighbourhood Plan. About 100 people attended the four hour open house and 47 questionnaires were filled out by the public. The majority of the comments and concerns both at the meeting and in the questionnaires revolved around the proposed traffic patterns proposed in the Plan. From that response, the Town chose to amend the Plan by removing specific solutions to the Shaw Road / Sunnycrest Road intersections.

On August 23, 2006 Council approved further refinements to the land use configuration of the Upper Gibsons Neighbourhood Plan. The changes included: permitting duplex uses within the Single Lot designation; refining the commercial designation to permit high density residential development in conjunction with commercial uses; providing lane access to lots fronting Payne and Reed Roads; and modifying the land use pattern abutting the Sunnycrest Road/Road C intersection to ensure commercial uses front the road.

The Final Neighbourhood Plan (2006) presented only the preferred servicing options, as accepted by the Town of Gibsons and other stakeholders. Should the reader wish to review all options considered, they should refer to the Draft Report and the original Framework Plan.

Figure 1-1: Location Map



2 ENVIRONMENTAL CONDITIONS & EVALUATION

This site has been subject to various uses over the years. It has been logged several times though not uniformly over the whole area. Moreover, beyond a few residential parcels and roads, there is not much to distinguish the site landscape. It has no prominent topographic features, stream valleys are conspicuously absent, and the forest cover is uneven in age and size and compositionally unremarkable. The land is fairly flat (less than 5 percent slope) over most of the 114 acres. Only along the northern fringe of the site, where the ground reaches inclines up to 10 percent, is slope a noticeable topographic element. Soils range from sandy/gravelly at the surface to clayey/silty (marine deposits and glacial till) at depths of 0.5 to 1.0 metre or so and, while well suited to forestry, provide limited agricultural potential owing mainly to poor drainage.

2.1 Settlement, Landform, and Drainage Context

Settlement in Gibsons began on the lower terrace along the waterfront, and as the community grew, it advanced upslope onto the upper section of the terrace. Over the past several decades, most development has taken place on the upper terrace. Linkage between the upper and lower sections of Gibsons has become a major and persistent problem for the community. Among the linkage problems is the flow of runoff from Upper Gibsons, across the bluff, to lower Gibsons and the waterfront. Of particular concern is stormwater loading of streams and drainage infrastructure related to development in Upper Gibsons, including the project site and surrounding area (Figure 2.1).



Figure 2-1: Watersheds of Upper Gibsons

Upper and Lower Gibsons are separated by a steep bluff. Drainage from Upper Gibsons is partitioned into three watersheds. Chaster, Charman and Gibsons.

2.2 Watersheds of Upper Gibsons

A large part of the stormwater run-off in the Town of Gibsons moves within one of three distinct watersheds: Chaster in the west, Charman through the centre of the Town, and Gibsons Creek along the eastern boundary. This is important not only from an environmental standpoint, but from a community impact standpoint because these watersheds carry water down the bluff and into the residential lands on the lower terrace.

2.3 Charman Watershed and its Drainage Problems

Roughly half of the planning site is in the Charman watershed. This watershed begins on the lower slopes of Elphinstone Mountain and drains onto the relatively flat ground between Reed Road and Gibsons Way. Water moves very slowly across this area, saturating the surface layer of soil over much of the year. Percolation into the subsoil is retarded owing to the dense, clayey nature of the material found at depths of one metre and deeper. Therefore, water tends to form a broad, slow-moving sheet that eventually makes its way through the landscape and into various constructed ditches leading into storm sewers that empty into stream channels which in turn carry it over the bluff and into Lower Gibsons. Added to this water, both in terms of volume and rate of delivery, is the stormwater released from commercial, institutional, residential, and transportation facilities along Gibsons Way and connecting streets (Figure 2.2). According to a study conducted in 1998, Charman Creek at that time was subject to peak flow rates approximately 50 percent higher than pre-development peak flow rates (Urban Systems, 1998).

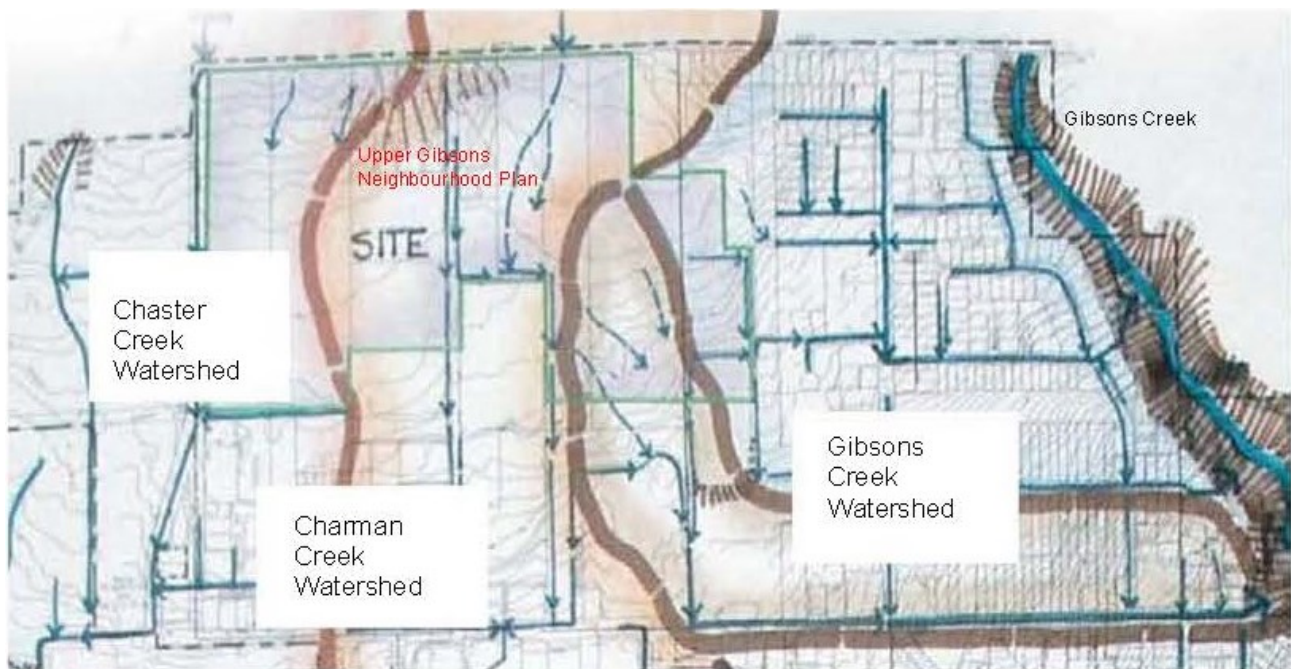


Figure 2-2: Drainage in the Study Area

Runoff is routed first into ditches around mid-site. They in turn are linked to storm sewers, which carry runoff to streams. Thus it appears that Charman Creek is exceeding its capacity as a stable channel and aquatic habitat to conduct the load of run-off delivered to it by storm drains and natural means. The stream is undergoing degradation and any additional loading could have very serious consequences for channel, habitat, and land use conditions downstream. It is for this reason that the municipality has legislated a bylaw directing that all future site development must largely match predevelopment stormwater run-off rates.

2.4 Implications for Stormwater Management

In light of the lack of effective infiltration opportunities over most of the study area and the existing limitations of all three watersheds to handle larger and more frequent peak flows, it is vitally important that the development of the Upper Gibsons Neighbourhood include an effective stormwater management plan. The plan must minimize and slow any post-development stormwater flows while creating opportunities to retain and dispose of as much water as possible on the site. This necessitates a land use design scheme that produces and releases less stormwater at slower rates than is the case with conventional development and its curb, gutter, and storm sewer infrastructure. Without adequate stormwater management and given land use build out cited in the OCP. "... future development can be expected to more than double the peak flow rates in Charman Creek from their pre-development levels..." (Urban Systems, 1998).

2.5 Other Environmental Considerations

Consistent with the site's undistinguished landscape character, there are no concerns within the study area with areas of special environmental sensitivity. There is no evidence that the site supports ecosystems that set it apart from other lands on the fringe of Upper Gibsons, nor is there evidence suggesting that the site is part of important regional animal corridors or regionally unique ecosystem. Further, there are no known water wells, unconfined aquifers, significant surface deposits, or vegetation of particular merit. Currently most of the study area is covered in second and third growth woodland comprised mainly of red alder, fir, and maple, which serve as habitat for songbirds, deer, raccoons and other macro fauna typical of the urban fringe.

3 CONCEPT FOR UPPER GIBSONS

This plan calls for a departure from the concepts embraced by conventional subdivision development through an alternative approach to residential neighbourhood design loosely described as “smart growth.” In general terms development in this area (as with other areas in the Town) should use smart growth guidelines to encourage conservation of water, energy, and land, with design schemes that promote walking and social interactions and allow for a wide cross-section of occupants in terms of age, roles, and occupations. These, broadly speaking, are the goals of the Upper Gibsons Neighbourhood Plan.

3.1 Neighbourhood Planning Goals

The planning process leading to the Upper Gibsons Neighbourhood Plan drew direction from these guidelines as well as from a variety of sources including local residents, property owners, and community officials. This input was integrated with small town planning and design concepts to establish a set of goals, which helped guide the planning process. Thirteen goals were articulated as follows:

- *Create a neighbourhood that engenders a sense of place and the qualities of a small community or village;*
- *Create significant open space with ready access to local residents;*
- *Ensure access to the remainder of Upper Gibsons and its services;*
- *Preserve landmarks and recreational opportunities;*
- *Enhance biodiversity and create wildlife corridors;*
- *Manage watersheds, taking into consideration runoff rates, stormwater flows, local flooding, and water quality;*
- *Exercise source control of stormwater utilizing green infrastructure principles wherever possible;*
- *Provide for a fire protection system that includes Fire Smart building and landscape design, adequate water supply sources, and fire fighting facilities;*
- *Provide space for public educational opportunities through park facilities, display areas, and signage on environment;*
- *Create pedestrian trails and linkages among and between residential areas, open spaces, and commercial, recreational and other services;*
- *Design a road system that is direct, hierarchical, and designed at appropriate scales with appropriate engineering and public serviceability;*
- *Acknowledge that the existing commercial businesses along Gibsons Way are easily accessible to the study area by all means of transportation and as such provide all the commercial services required by the Upper Gibsons Neighbourhood; and*
- *Build a community image centered not around new commercial development within the neighbourhood, but around parklands, recreation fields, a recreation centre, and a pleasing, functional landscape.*

4 LAND USE PROGRAM BACKGROUNDS

The initial concept of the land use program focused overwhelmingly on residential housing with pedestrian linkage to services in the Gibsons Way corridor. The housing program called for a diversity of residential designs that would satisfy the need to accommodate a cross-section of society, that is, various age groups, income levels, and occupations. This core element of the program remained intact throughout the deliberations leading to a final design scheme or framework plan for the Upper Gibsons Neighbourhood. The housing program consists of four residential designs: single lots, small lot clusters, cottages, townhouses, and apartments (in conjunction with commercial uses). Each of these is described in Section 5 of this report.

Owing to a 3.5-acre land donation from one of the Upper Gibsons property owners (which carried a public use only proviso), it was necessary to add some sort of public service centre to the program. Initially, this was conceived as a multipurpose community building or set of buildings with various public spaces at ground level and apartments on the second and third floors. However, community officials reconsidered this concept and opted instead for a parcel of ground designated herein as “government plaza” sans apartments or definitions of other possible uses.

In the meantime, the community introduced a new element to the land use program, a regional recreation centre. Originally slated for a site south of Gibsons Way, at the eleventh hour a decision was made to locate it within the Upper Gibsons Neighbourhood. In addition, the community elected to include commercial development in the program with the proviso that it not be located within the main residential areas. The program now included four more or less urban elements: a government plaza, a major recreation centre, a commercial block, and residential apartments. In order to service the land uses described above, the program also called for an expanded and improved vehicular circulation system. This entailed two program elements: first, reorganization of the highly confused traffic conditions along Gibsons Way, and second, an internal circulation system of roads to service the site itself.

Other program elements included park and open space, a provision for community gardens, a pedestrian circulation system, a stormwater system, and utility systems for water supply, sanitary sewage, and power. To satisfy the expressed need for neighbourhood common space centered around parkland and pedestrian circulation and the desire to utilize green infrastructure concepts in storm- water management, it was necessary not only to include open space as a major program element, but to define it in such a way that it would accommodate multiple uses. This required thinking in terms of open space as a network of green corridors linking housing clusters into a common system that would accommodate parkland, pedestrian pathways, plant and animal habitat, and a stormwater management system. The remaining utility systems (water, sanitary sewers, and power) will be located in road and street rights-of- way. Playing fields for team sports were considered as part of open space acreage but not part of the open space network because such facilities already exist at three locations within the Upper Gibsons Neighbourhood Area.

5 LAND USE CONCEPT

5.1 Land Use Objectives

- *Promote smart growth principles with all types of development.*
- *Promote a variety of housing types and forms including housing attainable to people of various ages, occupations, and lifestyles.*
- *Promote neighbourhood design schemes that impart a sense of community to the area.*
- *Encourage low impact residential development that combines open space, parks, habitat, and pedestrian circulation into a working whole.*
- *Promote a walkable and bikeable community at all scales of development.*
- *Provide buildable land for more than 500 residential units.*
- *Provide access to commercial, recreational, governmental, and educational services.*
- *Provide a vehicular circulation system that facilitates traffic flow and improves safety for both vehicles and pedestrians.*
- *Provide a pedestrian circulation system that utilizes both open space and streets and links residential areas to commercial, institutional, and recreational services.*
- *Provide a scheme for managing storm water that reduces peak discharges to local streams without relying on conventional structural controls.*
- *Promote high quality building design, energy conservation, and integration of building and landscape design concepts.*
- *Encourage creative and cost effective solutions to residential design that utilize performance concepts in development.*
- *Promote an approach to the planning, design and development of the Upper Gibsons Neighbourhood Area Plan that utilizes a comprehensive planning area framework.*

As mentioned in Section 1, the land use plan developed by the UBC Small Towns Initiative required minor modifications to suit engineering requirements. However, the revised 2006 land use concept remained consistent with the objectives contained within the Framework Plan (see above). It should be emphasized that the boundaries of the land use designations and green corridors shown in Figure 5.1 are not meant to be exact. Because the proposed boundaries are only approximations, developers will have the flexibility to develop their properties in the most efficient way possible, while still meeting the overall objectives of the Framework Plan.

The revised land use plan from 2006 incorporated the following changes compared to the 2005 Framework Plan, all of which were made upon the direction of Town Staff and Council:

- *In order to increase density, the Large Lot Cluster residential land use has been replaced with the Single Lot residential land use, which permits one and two-family residences. The Single Lot land use borders Payne and Reed Roads and is accessed by a rear lane.*
- *The depth of the private open space buffer along Reed Road has been decreased to 10 metres from 14 metres. A private open space buffer with a 10 metre depth has been added along Payne Road.*
- *The commercial designation has been refined to encourage commercial development fronting the street with high-density residential development above commercial uses or behind commercial uses.*
- *The commercial and townhouse designations south of the round-about (Sunnycrest Road/Road C intersection) has been reoriented such that a portion of the commercial lands is shifted north to front the traffic circle, and the equivalent area of townhouse is shifted south and east to front the school playing field and Road C.*
- *The drainage, wildlife, and pedestrian corridor on the east side of the Plan Area was shifted east of the round-about to enable the institutional designation to front the round-about and to provide a buffer between the newly located commercial and townhouse designations.*

- *The major road network has been modified to improve circulation, access, and safety. These modifications have resulted in minor changes to adjacent land uses. Due to these changes, the local road network has not yet been redefined. While a benefit to ensure coordination between properties, definition to the local system does not impact this servicing strategy report.*
- *The density for apartments (as part of the Commercial/Residential Mix designation) has been increased from 16 up to 30-56 upa to accommodate anticipated future demand.*

The land use concept includes a variety of residential land uses, park and green spaces, civic spaces, and a commercial area (see Figure 5.1). As summarized in Table 5.1, residential uses account for 53.2 percent of the plan area, service uses account for 8.2 percent, green space for 27.2 percent, and roads and streets for the remaining 11.4 percent.

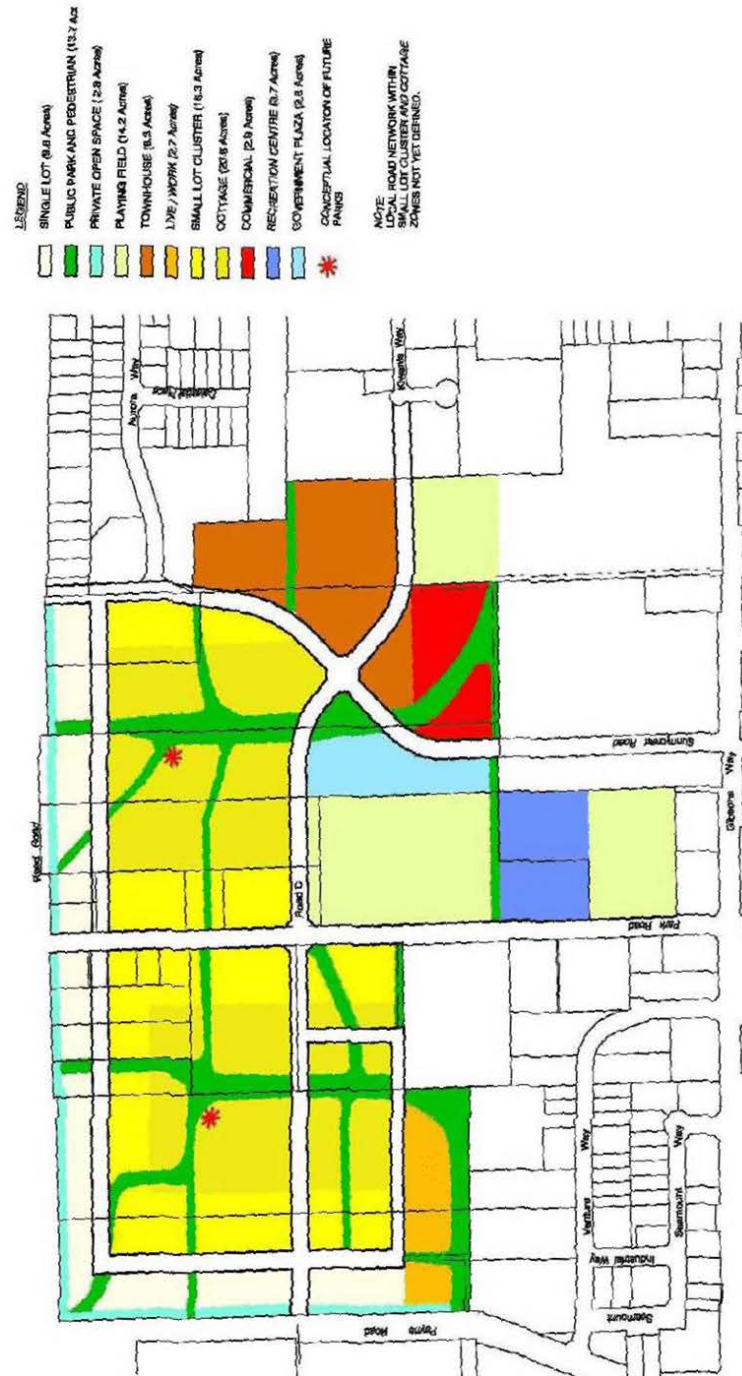
Land Use	Area (acres)	% of Site	Notes
Single Lot	9.6	8.4%	
Small Lot Cluster	19	16.7%	
Cottage	21	18.4%	
Townhouse	8.3	7.3%	
Live-Work	2.7	2.4%	
Apartment	0	0.0%	Included in Commercial/Residential Mix
Total Housing	60.6	53.2%	
Service	9.4	8.2%	
Government Plaza	2.8	2.5%	
Recreation Centre	3.7	3.2%	
Commercial/Residential Mix	2.9	2.5%	
Public Park and Pedestrian	14	12.3%	Public land excluding fields.
Private Open Space	2.8	2.5%	Covenanted open space.
Playing Fields	14.2	12.5%	Three existing fields.
Community Gardens	0	0.0%	Included in public park land.
Total Green Space	31	27.2%	
Roads and Streets¹	13	11.4%	
Stormwater	0	0.0%	Located in road rights-of-way.
Power	0	0.0%	Located in road rights-of-way.
Total	114	100%	

Table 5-1: Land Use Distribution²

¹ Local roads have not been included in this calculation. The definition of the local road network will be completed as part of the implementation strategy.

² This 2006 table is an updated version of Table 1: Land Use Program Summary in the Framework Plan (2005).

Figure 5-1: Upper Gibsons Neighbourhood Design Concept



The original neighbourhood land use plan is shown in Figure 5.1. Since then, Land Use Designations for this area have been merged and consolidated with the land use designations of the Smart Plan (Part B, Section 5). For future development, rezoning applications must be consistent with the land uses and densities indicated in Part B of the Smart Plan OCP.

5.2 Housing

Housing Objectives

- *Provide a range of housing types to meet the needs of a diverse small-town market.*
- *Provide an alternative to traditional subdivision housing while responding to the market need for more conventional housing.*
- *Encourage design themes and scales reminiscent of small-town character.*
- *Promote clustering of residential units within and among lots.*
- *Provide a reasonable range of flexibility to developers in terms of house styles, sizes, and motifs.*
- *Provide attractive small-town architecture, landscape design, and environmental settings.*
- *Provide energy-efficient buildings not only in forms of materials and heating and cooling systems, but in terms of building design, orientation, and landscaping.*
- *Provide pedestrian linkage to parks, schools, and other services.*
- *Promote site and building designs that respect seasonally wet site conditions.*
- *Provide adequate on-site space to exercise stormwater source control options.*
- *Provide lot and neighbourhood designs free of barriers to fire protection.*

The land use concept contains six types of residential land use typologies:

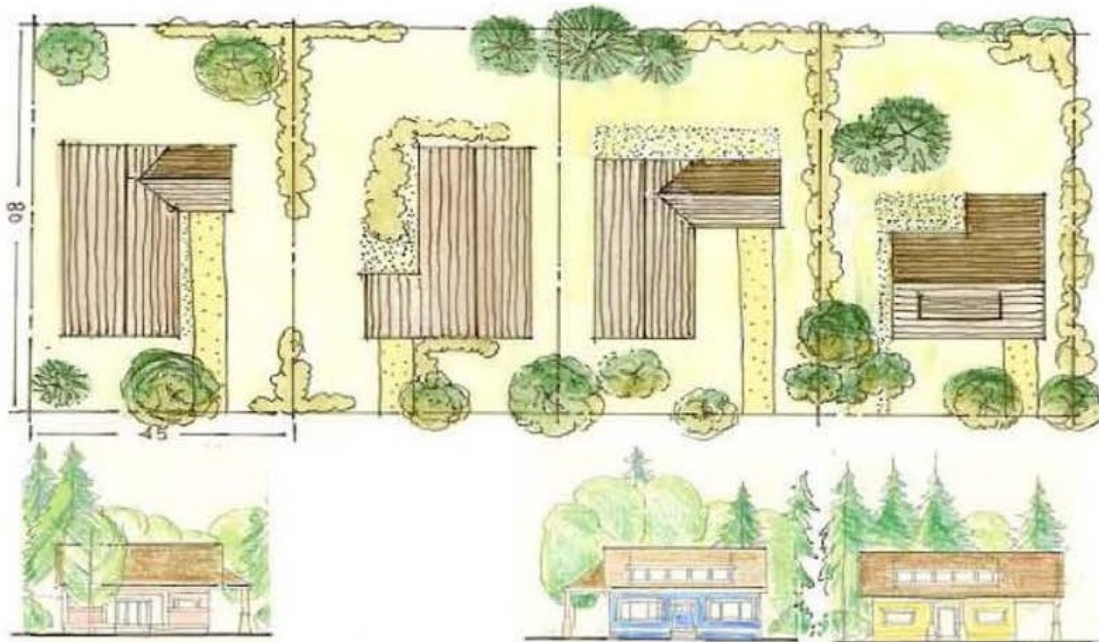
- **Single Lot:** *The single lot land use designation allows one single-family or two-family dwelling unit on 800.0m² (8608 ft²) lot. The typical lot depth will be 40m to 50m. Single Lots border and shall front onto Payne and Reed Roads, with provisions for an open space buffer as indicated on Figure 5.1. These lots will be accessed by a rear lane to encourage the back of the houses to face the view and maximize solar gain.*
- **Small-lot Cluster:** *Small-lot clusters are 0.25 acre lots that are intended to accommodate up to four dwelling units. The primary dwelling unit should relate to the street as though it were part of a conventional single-family neighbourhood. Additional units should be clustered on the lot to attain the maximum density. Examples of desired secondary units are studio flats, a carriage house over a garage, and granny suites. See Figure 5.2.*
- **Cottage:** *Cottages are small lots (typically 45 by 80 feet) that are intended to provide affordable housing options for seniors, young families, and empty nesters. A typical unit would be 1,000 to 1,400 square feet. Cottage uses are in close proximity to the major open space corridors which creates the opportunity for the creation of community gardens on park margins. See Figure 5.3.*
- **Townhouse:** *Townhouse units are intended to range from 1,200 to 2,400 square feet, and to be situated on lots with typical dimensions of 30 by 60 feet. Townhouses are designed as zero-lot line clusters with an typical density of 20 units per acre. All clusters should be designed to provide for pedestrian access and safe vehicular access and parking. See Figure 5.4.*
- **Live/Work:** *The live/work designation is intended to allow small business units to incorporate living quarters for proprietors. It is strongly recommended that building design comply with green architectural standards.*
- **Commercial/Residential Mix:** *This designation is intended to have a mix of commercial and residential uses. The commercial use must be located along the street frontage and the residential must be located above the first floor of commercial or in behind the commercial use. This ensures that the commercial fronts the street but provides flexibility for residential development to be either stand alone off the street frontage or over top of the commercial use along the street front. The residential portion of this mixed use designation permits a similar density as the "Multi-Family Residential 3 - High Density" designation in the OCP which permits apartment and condominiums greater than 3 storeys. It is strongly recommended that building design comply with green architectural standards.*
- **The Private Open Space** *designation can be described as a privately covenanted open space or buffer along Payne and Reed Roads. The intent of this area is to provide a buffer between the higher density development of the Upper Gibsons Neighbourhood Plan Area and the ALR lands to the west and rural properties to the north.*

- The **Open Space Buffer** is intended to be a treed area. Where tree cover does not exist, trees must be planted. Drainages must be maintained along the roadways and contained within municipal right-of-ways or easements.



Source: Framework Plan

Figure 5-2: Design Model for a Small Lot (0.25 acre) Cluster with 4 Units



(Lots measure 45 x 80 feet and cover 3600 square feet)

Source: Framework Plan Figure 5-3: Site Design Model for Several Cottage Lots

Townhouse Concept



(This development calls for 30 percent on-site open space)

Source: Framework Plan

Figure 5-4: Site Design Model for Townhouse Development Complex

Table 5.2 shows the recommended densities and minimum on-site open space requirements for each residential land use type. The densities are net densities, meaning these are densities that account for land required for public open space and roads. Since 2006, these recommendations have informed updates to the Zoning Bylaw and the OCP land use designations.

Open space is defined as any land that is not covered by impervious materials. The land use plan also calls for the preservation of at least 30% tree cover on each lot if possible.

	Net Density (units/net acre)	Minimum on-site open space
Single lot	8	75%
Townhouse	20	30%
Live-Work	8	45%
Small Lot Cluster	4 to 16	60%
Cottage	12	45%
Commercial/Residential Mix	30 to 56	30%

Source: Framework Plan

Table 5-2: Recommended Housing Density and Percentage On-Site Open Space

As shown in Table 5.3, the proposed land use plan is expected to accommodate a maximum of 915 dwelling units (assuming that the maximum number of dwelling units is built on the small lot clusters). With an occupancy rate of 2.18 persons per dwelling unit, the Upper Gibsons Neighbourhood Plan Area could accommodate 1,995 residents.

	Net Density (Units/net acre)	Area Net of Major Roads and Public Park Space (acres)	Area Net of all Roads and Public Park Space (net acres)	Units	Population
Single Lot	8	12.3	12.3	98	214
Townhouse	20	8.3	7.5	150	327
Live-Work	8	2.8	2.5	20	44
Small Lot Cluster	16	19	17.1	274	597
Cottage	12	21	18.9	227	495
Commercial/ Residential Mix	56	2.9	2.6	146	318
Total		66.3	60.9	915	1,995

Table 5-3: Upper Gibsons Neighbourhood Plan - Population Estimate

5.3 Open Space

Open Space Objectives

- *Provide a network of open space that links together residential development and links residential land use to recreation, commercial, community/government, and educational services.*
- *Provide an open-space design scheme modeled after natural drainage network and tied to Chaster and Charman Creek drainage.*
- *Provide an open-space design that will accommodate park land, pedestrian trails, and stormwater management facilities.*
- *Provide area for community gardens at selected locations within the open space system.*
- *Provide a limited amount of private open space at appropriate locations in the system.*
- *To as great an extent as possible, preserve existing tree cover and animal habitat in the design and development of open space.*
- *Diversify and enrich plant and animal habitat as a part of park and stormwater management design.*
- *Encourage multiple activities including walking, jogging, nature watching, picnicking, meetings and educational functions.*
- *Provide easy access to open space from bordering residential lots, service facilities, recreational fields, schools and streets.*

The land use plan also provides for open space within the Upper Gibsons Neighbourhood Plan Area. The objectives stated above have been incorporated into the land use plan, as well as the engineering servicing plan.

The Private Open Space designation can be described as a privately covenanted open space or buffer along Payne and Reed Roads. The intent of this area is to provide a buffer between the higher density development of the Upper Gibsons Neighbourhood Plan Area and the ALR lands to the west and rural properties to the north. The Open Space Buffer is intended to be a treed area. Where tree cover does not exist, trees must be planted. Drainages must be maintained along the roadways and contained within municipal right-of-ways or easements.

Figure 5.1 shows the conceptual location of future parks. Section 7: Parks and Outdoor Recreation of the Official Community Plan sets out Council's objectives and policies with respect to parks.

A minimum percentage of the lot area should be preserved as open space in accordance with the following

table. Open space is defined as land that is not covered by impervious material such as roofs and concrete driveways. All open space lands, water features, and related facilities shall be the property of the Town of Gibsons.

Housing Type	Minimum On-Site Open Space
Townhouse	30%
Cottage	45%
Small Lot Cluster	60%
Single Lot	75%
Live/Work	45%
Apartments	30%

Source: Framework Plan

Table 5-4: Open Space Suggestions

While specific locations for community gardens have not yet been identified, Council supports the following policy:

- *Community gardens must be accessible to the Multi-Family housing in the Upper Gibsons Neighbourhood Plan area or in adjacent neighbourhoods.*

6 TRANSPORTATION

Transportation Objectives

- *Provide a transportation network while considering short and long-term cost of operating, maintaining and replacement.*
- *Provide a network of roads and streets that is functional and safe for both cars and bicycles.*
- *Provide a transportation system that offers internal linkage among residential parcels as well as linkage between residential and service type land uses.*
- *Provide a system of roads and streets designed according to green infrastructure principles.*
- *Provide a transportation system in which roads and streets are designed at scales appropriate to their use.*
- *Encourage energy conservation by discouraging short-distance automobile trips.*
- *Provide safe, inviting, efficient, and understandable pedestrian and bicycle circulation systems.*
- *Provide for safer and more efficient traffic circulation along Gibsons Way.*

Pedestrian Circulation Objectives

- *Provide an attractive, safe, and practical means of foot travel.*
- *Provide an alternative to short-trip automobile travel.*
- *Provide linkage among residential areas as well as residential access to services.*
- *Provide a means of fostering social interaction among residents as a way of building community identity and a sense of place.*
- *Provide a facility for a variety of physical activities for a cross section of society, including physically challenged individuals.*

The Transportation Review and Recommendations have been developed based on the Land Use Plan projections, as well as known issues that exist beyond the limits of the Plan Area.

6.1 Study Objectives

The Town of Gibsons' current Official Community Plan (OCP) specifies that transportation facilities within the Upper Gibsons Neighbourhood shall strive to minimize auto dependency through the promotion of cycling and pedestrian facilities. In developing a transportation servicing plan specific to this neighbourhood, the aim of promoting alternative modes of transportation while addressing internal vehicle circulation and external access was maintained.

The original Upper Gibsons Neighbourhood Plan from 2006 contains the full backgrounds and results of a study regarding transportation in this area. The current OCP contains the highlights of the results, updated with more recent policy direction regarding the transportation network.

6.2 Traffic Conditions

The subsections below describe the components of the road network within the Upper Gibsons Neighbourhood Plan Area. See Part B for the Town-wide Major Road Network configuration and road designations. Traffic conditions on key routes, including safety, volume and capacity are described briefly below.

Highway 101

The study area is bounded to the south and east by Highway 101 (Gibsons Way in the south and North Road in the east). Highway 101 is a Provincial Highway and provides regional access along the Sunshine Coast. To the east of the site, it continues to the Ferry Terminal, and to the west it continues towards the District of Sechelt. Through the Town of Gibsons, Highway 101 serves several roles, ranging from the broad provincial and regional movement of vehicles, goods and services on the coast through to acting as a major arterial roadway for the Town. Functional and safety concerns along the Gibsons Way corridor have existed for several years. North Road has a two-lane urban cross-section with a posted speed limit of 50 km/hr. Gibsons Way between North Road and Payne Road is generally comprised of a two-lane cross-section and is characterized by significant commercial, residential, and institutional activities. Although plans are proposed for a possible future Highway 'Bypass' the details have not been finalized, nor is the time frame known. The SCRD Integrated Transportation Study (2011) outlines a long term bypass for Highway 101 north of the present Town boundaries connecting to the Town through Payne Road, and an interim option using Reed Road and Payne Road. It is anticipated that significant development of the Plan Area will occur before the bypass comes to fruition. As such, it has been assumed to not be a factor within the planning horizon for this study.

Key locations where a higher number of traffic conflicts have been recorded include the intersections of Gibsons Way and Shaw Road as well as Gibsons Way and Payne Road. These two roadways form the remaining north and west boundaries of the study area, and are currently classified as Arterial roadways in the road network plan. However, activity and traffic volumes on these two roadways are generally low under current and foreseeable time frames. This is based on the understanding that the highway bypass will not likely be implemented within the 20 year horizon considered in this study. Reed Road provides access to low density residential development only, and is a rural two-lane roadway (see photo). Payne Road provides access to residential, light industrial and commercial uses (including Gibsons Park Plaza, a retail facility located on the northwest corner of the Payne and Gibsons Way intersection), with higher activity as it approaches Gibsons Way in the south. The Pratt Road / Payne Road / Gibsons Way intersection has a steep vertical crest for northbound vehicles. This causes poor sightlines for southbound left turning vehicles when attempting to cross opposing traffic. Highway 101 (Gibsons Way) at School Road is also a primary safety concern, owing to traffic volumes and presence of three schools in the vicinity, and the skewed alignment of the School Road / North Road intersection.

Historically, Highway 101 / Gibsons Way has had a collision rate substantially higher than the Provincial Average (5.06 accidents per million entering vehicles from 2000 – 2004 compared with 2.1 per million Province-wide). Following the reconfiguration of the Gibsons Way to a two lane cross-section in 2009, the overall crash rate was alleviated.

Reed Road

The Reed Road approach to North Road will begin to be problematic by the forecast horizon as a result of the relatively high demand for the eastbound to northbound left turn movement. Signals were installed in 2011 and the SCRD Integrated Transportation Study (2011) suggests a right turn lane be constructed on North Road, for the right turn towards Reed Road. Also, a roundabout is suggested for the intersection of Reed Road and Payne Road.

Park Road

Park Road is an existing roadway that bisects the Upper Gibsons Neighbourhood between Gibsons Way in the south, and Reed Road in the north. It is currently classified as a Collector roadway, and has a two-lane rural cross-section with intermittent curb and gutter.

Sunnycrest Road

Sunnycrest Road, which currently provides access to the Sunnycrest Mall and other commercial properties off of Gibsons Way, is designated as Collector road in the road network plan for the Town. Sunnycrest Road extends from Gibsons Way in the south, with the potential for future extension to Reed Road in the north.

Shaw Road

Shaw Road extends from a signalized intersection at Gibsons Way and the Sunnycrest Mall access to south of Gibsons Way. It is classified as a Collector and has a two-lane cross-section.

Venture Way

Venture Way is classified as a Collector roadway and currently serves light industrial uses in the southwest corner of the study area. At a signalized intersection on Gibsons Way, Venture Road changes to Mahon Road, which is a Collector running north-south. A future extension of Mahon Road is planned as shown in the Major Roadway Network Plan, to connect with Shaw Road via an extension of O'Shea Road. The timing of this future extension is unknown at this point, and is currently subject to actions by the Sunshine Coast Regional District.

North-south roads outside the study area which continue to the Gibsons landing area are School Road, Shaw Road, Mahon Road and Pratt Road. The full road classification network within the study area is discussed in subsequent sections.

6.3 Recommended Upgrades

Through a review of existing and forecast (+20 years) traffic conditions on the key roadway network surrounding the site, a set of recommended roadway upgrades and provisions was established. To address the expected future conditions as outlined in the previous sections (and further detailed in the Technical Appendix attached to this document) Council will pursue the following policies:

- *Work with the Ministry of Transportation and Infrastructure to minimize additional access points onto Gibsons Way.*
- *Work with the Ministry of Transportation and Infrastructure to explore improvements to Gibsons Way and Shaw Road intersection.*
- *Work with the Ministry of Transportation and Infrastructure to explore improvements to the Gibsons Way and Payne Road intersection at Payne Road, including providing a designated left turn lane for northbound vehicles on Pratt.*
- *Work with the Ministry of Transportation and Infrastructure to explore Gibsons Way and Venture Road / Mahon Road Laning Upgrades – including reconfiguring the Venture Way approach to provide a designated left turn lane with a shared through/right turn lane.*
- *Work with the Ministry of Transportation and Infrastructure to explore Gibsons Way and School Road / North Road Laning Upgrades .*

- *Traffic calming on Aurora Way once the Sunnycrest Road connection to Reed Road has been completed.*
- *Upgrade Park Road Cross-Section to Collector Standard (approximately 700 metres) – The recommended cross-section can be accommodated in the existing 20 metre right-of-way. No property acquisition will be required. In the southern limit of Park Road, a portion is already built to an urban standard. At the Town's discretion, the opportunity exists to make best use of existing infrastructure.*
- *Upgrade Kiwanis Way Cross-Section to Collector Standard (approximately 100 metres) – The existing right-of-way on Kiwanis Way is 15.0 m. Depending on the cross-section option chosen for this link, a maximum 5 m additional right-of-way will need to be acquired to achieve a full collector standard. This roadway connection to Woodsworth Road (formerly referred to as Road C), however, is not essential and does not need to be upgraded immediately, allowing for the upgrade to be completed when there is redevelopment on the street or when it is required from the new development. Until such time, the existing right-of-way can be made to work in the interim.*

Summary of Recommended Upgrades for Combined Conditions

In addition to the recommended upgrades for the background conditions only, the following additional upgrades are recommended in order to accommodate the traffic generated by full build-out of the Upper Gibsons Neighbourhood. It should be noted that these improvements are triggered through the development of the Study Area and are directly attributable to the proposed development.

- *Gibsons Way and Venture Road / Mahon Road Laning Upgrades – Reconfigure the Venture Way approach to provide a designated left turn lane with a shared through/right turn lane.*
- *Gibsons Way and School Road / North Road Upgrades to address the skewed intersection and to improve safety for drivers and pedestrians.*

6.4 Internal Roadway Network

The internal roadway previously recommended in the Framework Plan was revised to reflect operational and safety improvements identified through the Transportation Review. In particular, the following changes have been recommended:

The first recommended change of note involves the three previously proposed accesses onto Payne Road from the development (Road C, Road D, Road E). These site access points were reviewed in order to provide more technical guidance as to which accesses were required from a traffic capacity standpoint, as well as from a roadway functionality perspective, and it was found that all three accesses are not required. In addition, while not anticipated in the foreseeable future, in light of the potential for a future Highway 101 interim bypass along Payne Road, it is recommended that new accesses to and from Payne Road be minimized as much as possible, for both operational and safety reasons. As such, it is recommended that Roads C, D and E be consolidated into a single access point onto Payne Road, referred to from here on as Road 'C'.

The original Framework Plan shows a number of single lots planned that will front onto both Payne and Reed Roads. Again, additional access onto either of these roadways is not desirable for reasons relating to a potential future Gibsons Way Bypass, as well as community interconnectivity. It is recommended that the internal road network be reconfigured such that access to all properties within the development is possible from within the site.

Sunnycrest Road will act as the main north-south collector for the site (discussed in more detail below). It is recommended that Sunnycrest Road become a continuous roadway between Gibsons Way and Reed Road.

Road 'C', (Woodsworth Road) will act as the main east-west collector through the site, and a continuous link from Payne Road to North Road is recommended in order to maintain flow through the site, and eliminate

unnecessary intersections. It is recommended that 'Road C' be a continuous roadway between Payne Road and North Road, connecting it with the existing Kiwanis Way. However, the function of the portion between Sunnycrest and North Road will be lower than the portion from Payne to Sunnycrest.

The details of the local road system cannot be developed without a subdivision layout, which extends beyond the scope of this Plan. There is flexibility in how the local road networks connect with the major system, provided typical design standards are applied. The Town will develop the local road network as a separate initiative. It is recommended that the layout of the local road network consider efficient subdivision and coordination between adjacent properties. It is assumed that at all local roadway intersections with collector roads, the local roadway would be stop controlled with free flow along the collector roadway.

The traffic control requirements for the internal roadway network were also considered. At both the intersections of Park Road and Road C and Sunnycrest Road and Road C, roundabouts are suggested. These will help to provide continuous traffic flow along the collector roadways, act to control traffic speeds, as well as provide additional landscaping and beautification opportunities. Roundabouts should be designed to accommodate transport and transit vehicles, as well as pedestrians and cyclists. A right of way diameter of 40 meters should be planned for the roundabouts.

Following the completion of the Framework Plan, concerns and comments raised by the Town resulted in changes to the proposed primary internal roadway network, as shown schematically in Figure 6.2.

Alternate Mode Provisions

The development of off-street pedestrian trails (i.e. 'Greenbelt Corridors') within the neighbourhood for recreational and commuting uses represents one of the key opportunities that exist in Upper Gibsons. There are many areas where attractive trails could be developed to connect developments and to encourage walking through the site. Although not implemented specifically for bicycle use, the use of bicycles on these corridors will not be discouraged. As such, they should be designed to accommodate all users and should conform to the minimum widths outlined in the Subdivision and Development Servicing and Stormwater Management Bylaw for off-road multi-use pathways. These pathways shall apply to all public park and pedestrian corridors. The alignments of these corridors are for general guidance only and are expected to be refined by developers through the development application process.

Finally, public transit access through the neighbourhood should be considered as the Upper Gibsons Neighbourhood develops. However, specific transit routes have not been identified as part of this review as they are dependent on demand and overall network routes established by BC Transit.

7 SANITARY SERVICING

The Town of Gibsons sanitary sewer system can be divided into two distinct collection systems. One system drains by gravity to the sewage treatment plant while the other drains to a pump station in lower Gibsons where it is pumped up to the treatment plant. The Upper Gibsons Neighbourhood Area is primarily contained within the gravity fed system, but also has lands to the east that enter into the area fed to the pumped system.

The most recent sewer master plan was completed in 2008 by KWL (Wastewater Collection Strategic Plan Development and Wastewater Collection Financial Plan). In 1996 Urban Systems was involved in the design and construction of the Mahon Road sanitary sewer which serves as the primary trunk servicing the Upper Gibsons Neighbourhood area. The KWL report recommends the construction of two sections of sanitary sewer on North Road which will result in all sewage from the Upper Gibsons Neighbourhood Plan area being directed by gravity to the treatment plant.

8 WATER SUPPLY

The Upper Gibsons Neighbourhood area is located in Pressure Zone 3 of the Town of Gibsons. A Water Supply Strategic Plan for the Town of Gibsons was completed by Delcan in April, 2005. In addition, Urban Systems completed a water modelling study and report earlier in 2003.

As outlined in Section 5.0, the build out population for this area is estimated at 1,995. This represents a 6.6% increase in build out population previously analyzed for the water model report. This minor increase will only have a negligible impact on the amount of storage required, and will have no impact on offsite water main sizing improvements.

9 STORMWATER

Stormwater Objectives

- *Promote the design of a stormwater management program that relies mainly on two green infrastructure strategies: (1) source control, and (2) open space.*
- *Promote the design of a stormwater system that follows the open space system and enhances its landscape through the addition of water features, and park and habitat opportunities.*
- *Promote the design of a stormwater system that minimizes stormwater loading on local streams and releases water to Chaster, Charman and possibly Gibsons Creek or directly to the ocean at a regulated rate adjusted to the natural flow regimes of these streams.*
- *Promote a cost-effective stormwater system that minimizes flooding in developed areas.*
- *Provide information to developers and homeowners on the principles and processes of a green stormwater system in order to establish a knowledge base leading to realistic expectations about the system's purpose and performance.*

The Framework Plan envisioned a long-term sustainable residential neighbourhood of which stormwater management is a crucial component. It clearly identified the sensitive stormwater context of the Plan Area by recognizing that Chaster, Charman and Gibsons Creeks have already been subject to the detrimental effects of development. It recognized that traditional drainage engineering would not be suitable to achieve that vision.

In order to achieve the vision, a principle objective of this and the Framework Plan was to retain some natural character of the Plan Area while at the same time facilitating development. As such, it developed the broad objectives listed above. This section builds on these objectives by providing further detail on they will be achieved.

The Framework Plan outlined three principle mitigation strategies; source control, surface storage, and underground storage. It is felt that source control best management practices (BMPs) and surface storage are the most suitable given the constraints of the area, and that large scale underground storage is economically challenging. In addition to the strategies identified by the Framework Plan, the application of a high flow diversion was also introduced. However, this solution should be examined with more detailed run-off analysis and the possibility of larger open storage as an alternative.

The current land use of the Plan Area is predominantly undeveloped with small pockets of rural residential housing, and two large recreational playing fields. The area has been divided into three main portions – an East, Central, and West catchment. These catchments direct drainage into Chaster, Charman and Gibsons Creeks, respectively. Additionally, drainage from the SCRD, north of Reed Road, flows through the East catchment.

The strategies discussed in this Plan are based on analysis and experience obtained from the Charman Creek calibration project performed previously by Urban Systems for the Town of Gibsons. From this previous study, unit flow rates are predicted.

9.1 Overall Management Strategy

The overall management strategy needs to meet two goals; to mimic the natural characteristics of the Plan Area to the greatest extent possible, and to protect properties from the damaging effects of erosion and flooding. In order to meet these goals, BMPs and a combination of detention pond storage and/or a piped diversion need to be implemented.

Source Control Best Management Practices (BMPs)

BMPs are practices which mimic some of the processes within a natural watershed. They promote infiltration, provide retention storage, and slow runoff as it travels over surfaces. Runoff that is infiltrated and retained in the ground is also critical for maximizing dry weather base flows.

BMPs should be widely distributed throughout the Plan Area. They are not represented by one particular single feature. The distribution of different types of BMPs allows them to better mimic a natural watershed. It is known that the study area is dominated by an organic layer 0.5 to 0.75 m thick overlying dense impermeable silts and clays. As such, BMPs must be shallow and widely distributed.

The following is a brief list of BMPs that are appropriate for the Plan Area:

- *Retention of natural topsoil and vegetation*
- *Biofiltration Swales – open channel conveyance system fortified with organic topsoil and landscape treatment*
- *Planter Boxes – large-scale landscaped boxes which receive and control roof drainage. Most commonly applied on high density developments*
- *Disconnected roof leaders – building roof leaders that discharge to a pervious surface where runoff can infiltrate*
- *Rain Gardens – landscaping features which feature modest amounts of surface storage and plantings that promote evapotranspiration*

Such BMPs are important to meet the environmental objectives of this Plan. Careful consideration must be given to the viability of long term effective maintenance of both private and public BMPs.

A main feature of the entire Plan Area will be roadside biofiltration swales for local drainages. The biofiltration swales will provide conveyance, water quality treatment, a modicum of attenuation, and promote infiltration.

It should be noted that not all BMPs are suitable for every site. There is not a “one size fits all” solution. Each site should be evaluated on a case-by-case basis for suitability. In some instances, a BMP may function extremely well while in others it may not. However, it can be expected that over the total Plan Area in the order of half of the annual rainfall will be managed by BMPs.

The photos contained in the section are intended to convey a general description of sample works that are appropriate to the Upper Gibsons Neighbourhood Plan.

SAMPLE BEST MANAGEMENT PRACTICE PHOTOS



Road side swale – landscaped



Road side swale – newly grassed



Road side swale – grassed



Road side swale



Biofiltration / Detention Facility



Planter Box for roof leader discharge



Biofiltration facility in parking lot



Biofiltration facility for roof leader discharge



Driveway culvert for road side swale



Biofiltration facility for parking lot



Biofiltration facility in parking lot



Combination of unit pavers and conventional asphalt in parking lot



Biofiltration facility in parking lot



Biofiltration swale for parking lot



Porous asphalt



Curb break in barrier curb



Stormwater pond with wetland bottom



Stormwater pond

Stormwater Detention

Stormwater detention is a traditional method of mitigating development flows in downstream watercourses. Detention ponds store excess runoff, and release it at a predetermined rate into the receiving waters. While peak flows are attenuated, the watercourse is held at a moderate flow level for longer than predevelopment conditions; banks may be wetter for longer periods of time which may still create some elevated levels of risk, as it is not possible to predict all storms or how our environment will change over time. Applying significant conservation in the design to eliminate risk will be cost prohibitive. With that said, detention ponds are still widely accepted and may be appropriate in some application for the Upper Gibsons Plan Area, although they have not been identified as part of the core stormwater management strategy for the Plan area.

The Framework Plan envisioned that a cascading system of detention storage and channels be integrated into the extensive park and open space system. In its current state, the west portion of the Plan Area (west of Park Road) is void of surface channel conveyance. In addition, the spine of the proposed open space network is located along the topographic high. Also, competing objectives are to maximize retention of natural vegetation with the open space corridors and best mimic the natural system. For these reasons, engineering a cascading system of detention storage and open channels into the open space network was deemed impractical and inappropriate. As such, using road side biofiltration swales combined with a high flow diversion system is considered to be the most appropriate approach for the west portion. Specific stormwater detention facilities will be required within the Plan area if the high flow diversion is not in place.

For the east portion of the Plan Area (east of Park Road), appreciable drainage enters the spine of the open space corridor via a culvert beneath Reed Road. While this system is known to dry up during dry summer months, some level of flow is available through much of the year. Historically, a defined channel existed from Reed Road through to Gibsons Way, however activities on private property have eliminated a large portion of the earlier channel, creating marsh-like conditions dispersed over a significant area, approximately from Sunnycrest Road to the school property. A well defined watercourse re-appears immediately north of the existing shopping mall.

The proposed open space corridor is significantly narrower than the predicted “marsh-like” zone, however the true extent of this zone cannot be determined without subsurface investigations to map the flow of water. Given the historic watercourse prior to property disruption, it is proposed that a conveyance channel be reconstructed through the spine of this east open space corridor. This channel shall not simply be a “ditch”, but be designed to reflect a natural watercourse with riparian vegetation. While a conveyance channel is appropriate, providing appreciable stormwater detention is still not felt practical. For reasons discussed previously, other branches of the open space network will not include specific stormwater conveyance. Development zones will be serviced by roadside biofiltration swales draining to a high flow diversion system, as discussed in following subsections.

Stormwater Diversion

A diversion functions as an overflow route for flows that can damage the receiving watercourse and is an alternative to stormwater detention. Baseflow will continue to contribute to the respective creeks. Flows above this level will be directed into the diversion pipe. With this approach, summer flows and winter base flows will remain largely within the creek. The successful application of BMPs within the development area is critical to help ensure base flows are minimally impacted by development. A properly designed diversion protects the watercourse from damaging high flows by providing a route outside of the natural watercourse. As such, the environmental objectives of the Framework Plan are not compromised by the diversion approach.

Additional benefits of a diversion are that they do not require additional land area, assuming they are constructed within public ROWs, require minimal maintenance, and provide improved long-term performance certainty. They are becoming more widely accepted in other communities. The long-term cost to the Town of operating, maintaining and ultimately replacing a diversion must be considered to determine the feasibility of such a solution.

9.2 Preferred Stormwater Servicing Approach

Through the options review as part of the Draft Report process, and consideration for drainage issues both within and outside of the Upper Gibsons Plan Area, it was determined that a high flow diversion was the best overall approach to managing high stormwater flows in Upper Gibsons. The preferred stormwater servicing strategy is shown in Map 8 in Part B of the OCP and has been devised to service significant lands beyond the limits of the Upper Gibsons Neighbourhood Plan area.

To accommodate flows from the Sunshine Coast Regional District (SCRD), re-construction of a watercourse through the east open space corridor is required. This watercourse is for the purpose of conveying flows mainly from the SCRd at their existing levels. It is not the intent for the Town of Gibsons to accommodate increased future flows beyond its boundary. It is assumed and expected that the SCRd will manage additional flows which may be generated in the future, if and when development occurs. Dialogue with the SCRd should take place in order for them to recognize this need, and for appropriate action to be taken on their part.

10 UTILITIES

Utility companies were contacted to confirm if servicing of the Upper Gibsons development area could be achieved with the existing infrastructure or if extensive construction was required. The following summarizes the responses of the utility companies.

10.1 Terasen Gas

Terasen Gas has confirmed that they have existing distribution pressure gas mains at or near the development area to meet future development requirements.

10.2 BC Hydro

BC Hydro has confirmed that they have sufficient infrastructure either in place or planned for the area if development is phased over a minimum period of 2-5 years.

10.3 Telus

Telus has confirmed that this development can be serviced with the existing infrastructure. Fibre optic lines (high-speed internet) are also available in the area.

10.4 Coast Cable

Coast Cable has confirmed that this development can be serviced with the existing infrastructure.

All utilities do require some extension from external locations to the Plan Area. As such, 6 - 12 months of lead time is recommended to allow for sufficient planning and design by the respective utility company.

11 PHASING & IMPLEMENTATION

As discussed in previous sections, significant off-site and internal trunk works are required to facilitate development of the Plan area. Needs, routing and priorities are different for each service, therefore the challenge is to develop an overall program that knits all servicing into a comprehensive and efficient program.

The financial strategy will have a significant bearing on how development advances, and on the roles the Town and developers will play. The first question to consider is the affordability of development. Can the costs of servicing be supported by the market? For the most part, this Plan Area is currently unserved. As such, a significant portion of the servicing costs are considered base costs, and are to a large extent not highly governed by development densities. If servicing costs are deemed unbearable for the market, costs efficiencies may be gained by increasing development densities or by considering a Local Area Tax. However, this decision will divert from the community vision established in the Framework Plan and would need to be considered sensitively by Council.

This Plan provides an opportunity to address a number of system deficiencies that currently exist; therefore, the strategic servicing strategies developed in this report do not view the Plan Area in isolation from the external areas. With exception to perhaps the sanitary system, all servicing has some level of beneficiaries external to the Plan Area. As such, the financial strategy must consider cost sharing and revenue sources both directly attributed to development, as well as from a specified area, or the community as a whole. Development Cost Charges, Latecomer Agreements, Specified Area Charges, Capital Funds, Utility Fees, and the like, are all mechanisms that may be considered in formulating the overall financial strategy.

PART E:
HARBOUR AREA
PLAN

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This document draws on work produced as part of previous Harbour Area studies , including the Gibsons Harbour Master Plan, prepared by Civitas Urban Design and Planning, 2001 and “Fresh Eyes on Gibsons,” produced by UBC Urban Studio, Fall 2000. Though the Harbour Area Plan was realized through many much appreciated contributions by many individuals over many years, the Town wishes to thank the following individuals for their involvement:

Best Coast Initiatives (Michael McLaughlin, Economic Development Coordinator)

- Contributed existing conditions and suggested policy directions for economic development in the Landing

Sunshine Coast Museum and Archive Society

- Provided text and images in Section 1.3

C-Change, Coastal Climate Adaptation Strategies (Nathan Vadeboncoeur)

- Contributed Existing Climatic Conditions Text and Policy Suggestions for Climate Adaptation

Jennifer Mauel, Summer Intern

- Conducted land use survey and land classification study of the Gibsons Harbour Area

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- Selected Photographs

Note: The Harbour Area Plan was edited as part of OCP Update process 2014 in response to comments from the community and the OCP Steering Committee by Robert Barrs (Modus Planning Design & Engagement) and André Boel (Director of Planning, Town of Gibsons).



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EXECUTIVE SUMMARY

The scenic beauty of Gibsons' Harbour Area has both attracted development interest and captured the imagination of the community, which has come together frequently to envision ways to enliven and enhance the Harbour. The many ideas in this Plan have been cultivating in the minds of the community for some time. Aspirations and wishes for the Harbour have ranged from a pedestrian ferry service going from the Government Wharf to the Sea Bus terminal in downtown Vancouver, to a hotel convention centre, to new facilities for a working waterfront, to new parks and natural areas. Ideas have been visionary (a transit system linking the water to Upper Gibsons) and they have been pragmatic (discussing revenue potential for the Town). Every study of the Harbour to date has recognized the tremendous significance of the area to the Town's image and livelihood, and has endeavored to find ways to develop and enhance the area while retaining the existing scale and character that make the Harbour desirable to residents and visitors.

We hope that this Harbour Area Plan captures both the visionary spirit of the community and at the same time puts forth a practical and realistic vision that provides direction for the development and improvement of the Harbour over the next 10 - 20 years. Through this plan the Town envisions a sustainable and vibrant Harbour Area by pursuing the following five goals:

1. Preserve the scale and character of the Harbour Area.
2. Make the waterfront fully accessible, physically and visually, retaining the sense of proximity to nature.
3. Ensure environmentally responsible and sustainable planning and development.
4. Support and enhance social and cultural activity in the Harbour Area.
5. Ensure the economic viability of the Harbour Area, recognizing the unique role the Harbour plays in the local economy and the economic history of the area.

1 INTRODUCTION

1.1 Plan Purpose and Context

Across British Columbia coastal towns are being confronted with new challenges: changes in fishing and resource based industries, aging populations, and growing environmental impacts are but a few of the emerging trends that demand proactive responses. The Gibsons Harbour Area Plan is intended to spur and guide healthy development while addressing these trends to ensure the long-term stability and prosperity of the Town. The plan seeks to balance vision with viability to identify opportunities for investment and improvement to preserve and enhance the character and appeal of the area as it grows over time.

The planning area extends from the Town boundaries to the north, south past Camelia Way and runs the length of the harbour, including two to three blocks of upland area (see “Figure 1.1 Harbour Plan Study Area”). The planning study area includes the Gibsons Landing and Heritage Hills neighbourhoods.

Gibsons Landing has tremendous potential to become a more vibrant and successful centre with a specialized role in the community. The waterfront setting, active harbour front, and mix of small businesses are distinct characteristics and assets for future development. However, the historic development pattern with small, steep lots presents a considerable challenge for new development. Providing for development and services while still retaining the Harbour Area’s ambience is a major focus of the Plan, but one that will require considerable design effort to implement.



Figure 1-1: Harbour Plan Study Area

1.2 Planning Process and Public Engagement

The Harbour Area Plan was initiated by the Town of Gibsons in 2009 to address development pressures by establishing a vision for the Harbour Area. The planning process builds on previous studies for the area, including the 2001 Harbour Area Master Plan, and was conducted in two phases: the first phase identified issues and established the overall direction and themes; the second phase was intended to address the form and mix of development in the Harbour Area while ensuring that the proposed development is sustainable and economically viable. As part of the public engagement process, the Town commissioned a digital model of the Harbour Area, which is being used to visualize the scale and grain of development in the Harbour and to develop detailed design guidelines for new development.



Figure 1-2: 3-D Model of the Harbour Area

Phase I

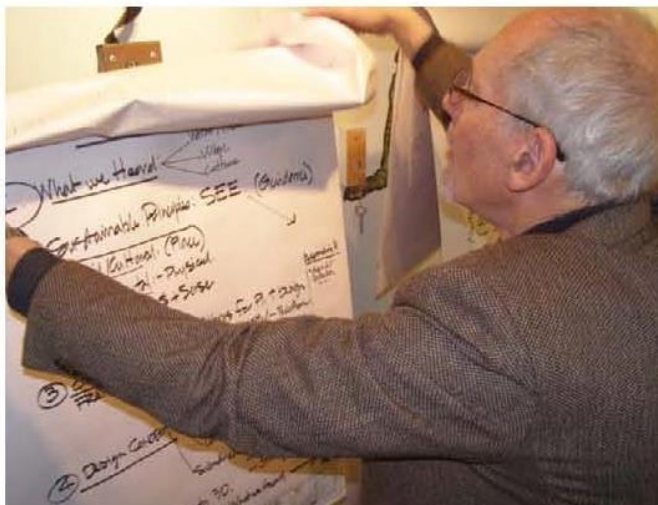
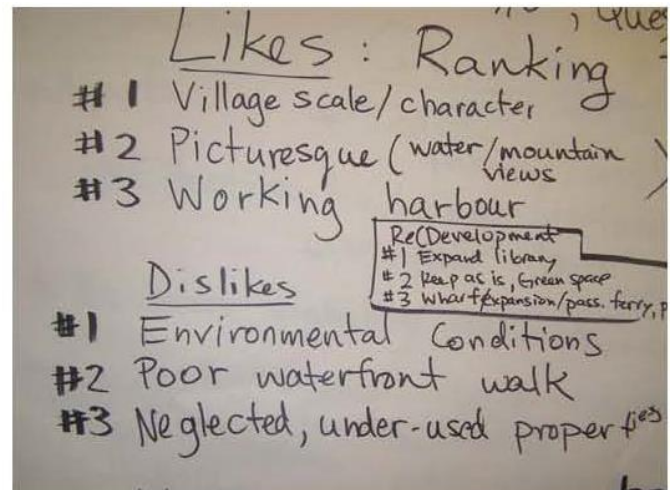
An open house was held on 24 September 2009 and included table discussions using the PARK approach: participants identified elements to (P)reserve, (A)dd, (R)emove and (K)ee out. Following this initial meeting, a three day intensive charette was held 28 - 29 of October 2009 and attended by 49 residents and stakeholders who identified many of the issues of importance in the Harbour Area. An open house event summarizing the results of the charette was held 7 December 2009 and was attended by 82 residents and other stakeholders.

Phase II

G.P. Rollo and Associates Land Economists were retained to assess whether the proposed land use designations in the plan would result in viable development opportunities. The "Residual Land Value Analysis" produced during this stage of the study informed the densities and development patterns recommended in this plan. A public information session held 23 February 2011 was attended by 81 people who provided comments which were recorded and incorporated into the planning process.

An online discussion forum, "Open Harbour," was launched in June 2011 to facilitate ongoing discussion and generate new ideas for the Harbour Area.

Figure 1-3: Intensive Design Charette and Visioning Sessions



1.3 History of the Area

First Nations History

The landing area has always been a site of strategic importance. The Squamish First Nation ('Skwxwú7mesh' in the Squamish language) settled the area to the north of Gibsons Landing as a seasonal fishing village, Chek-welp. The Chek-welp villagers also used the Gibsons Landing area as a lookout for providing advance notice of invaders visible through the West Howe Sound gap. Outbreaks of small pox led to the eventual abandonment of the Chek-welp village in the early 1900s.

Pioneer Spirit: Early Settlers

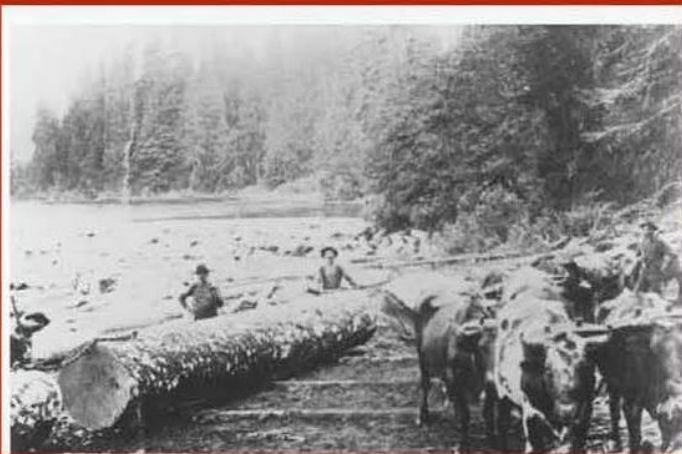
While European explorers and fur traders visited the area in the 1800s, the first European settler to the Gibsons area, almost one hundred years after initial exploration, was George Gibson, an ex- British naval officer. In 1886 George Gibson built his homestead and began encouraging other settlers to come and live around him and form a community. Within two years, Gibson had built a two-storey house, planted 100 fruit trees and cultivated four acres of his land, enough to ship his produce to Vancouver to sell and enticed other early pre-emptors including the Soames, Winegarden and Glassford families.

A Working Harbour: Logging and Fishing Industries

The landing was dependent on water transportation and contact with the mainland was maintained by tugboats. In 1891 the Union Steamship Company began to call at the dock in Gibson's Landing, making the area more accessible from the mainland.

The mainstay of employment for the early pioneers was related to logging and producing shakes or shingles. Fishing was another means of earning a living. Gillnetters were thick in the Rivers Inlet area, and almost every Vancouver fish company had a subsidiary camp in Gibsons Harbour. When fishing or logging was not productive, residents practiced subsistence agriculture to make ends meet. "Stump farming" as it was locally known, required the blasting out of tree stumps in order to create an appropriate landscape to farm.

As the population grew between 1910 and 1930, shops and services such as a bakery, a delivery service, a post office and drug store sprung up in the landing.



Logging with oxen on the Chek-welp Reserve between Gibsons Landing and Granthams Landing



A view of the fishing fleet anchored in Gibsons harbor waiting for the area opening. Taken from the Bluff looking across the harbor to the wharf, circa 1930. A union steam- ship Co. vessel approaches the wharf.

Later Development

Until after World War II, Gibsons and area remained a small rural community based on logging, fishing and a limited amount of agriculture. Better roads and ferry connections spurred development in the 1950s: at this point, growth became much more rapid. Much of the more recent development in Gibsons has occurred in “Upper Gibsons”, where flat land allowed expansion and adequate parking compared to the old business area around the wharf at the waterfront. This trend in development continued, and today most commercial activity is located in Upper Gibsons while the waterfront has become increasingly oriented towards tourism and cultural activities.



The Gibsons Landing post office at the corner of School Road and Gower Point Road, circa 1962, just before move to new location at corner of Winn Road.



The businesses on the north side of Gower Point Road, just west of the main intersection. The Heron Cafe, Florest and Gifts, Gibsons Landing Professional Building, Hunter Gallery, Granny's sweets, N.D.P. Bookstore.

1.4 Relationship to Smart Plan

Town of Gibsons' Official Community Plan, "Smart Plan," adopted in 2005 (updated 2014), includes a number of objectives and policies pertaining to the Gibsons Landing area. These objectives, in turn, were related to the Smart Plan's Smart Growth framework, which seeks to address economic, social and environmental goals.

The Smart Plan recognized the unique function of the Gibsons Landing area and seeks to maintain the "small-town atmosphere," while addressing the challenges of providing diverse housing and creating economic opportunities.

Policies presented in the Smart Plan, including the protection of the marine shoreline, creating new pedestrian and cycling linkages, protecting views, encouraging an active mix of uses, and enhancing streams and habitat, were incorporated into this Harbour Area Plan, which forms part of the Official Community Plan. The Harbour Area Plan refines and provides a greater level of detail to guide the development of the Harbour Area.

1.5 Relationship to Other Planning Processes

The Harbour Area has been the subject of a number of studies over the past few decades (see “Figure 1.4 Previous Studies of the Harbour Area” below).

A Revitalization Concept Plan was developed in 1995 by the Gibsons Landing Merchants Association in conjunction with the provincial Revitalization Program and the Town of Gibsons. This detailed plan provided guidance on design standards, parking, traffic circulation and other issues related to maintaining and developing the unique character of the Gibsons Landing area. In 2000/2001 a Harbour Master Plan was prepared, which proposed a direction for the future development of land and water uses. The Harbour Master Plan suggested more public land uses, and encouraged a floating market, restaurants/pubs and additional pleasure craft moorage.

This document draws on the context provided in these past studies and integrates with the recommendations in the following more recent plans, studies and reports pertaining to the Harbour Area:

- *2006 Gibsons Landing Parking Study*
- *2006 Mini-bus Shuttle Service Feasibility Study*
- *2010 Parks Master Plan (not yet formally adopted)*
- *2007 Coriolis Consulting Report: Approvals Process for Three Major Development Proposals in Gibsons*

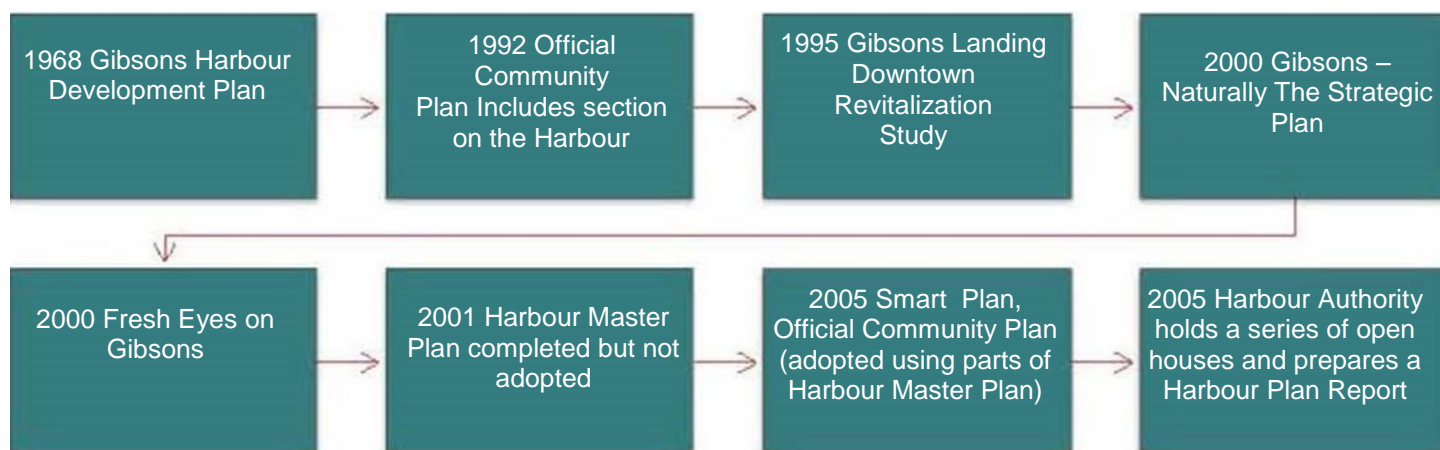


Figure 1-4: Previous Studies of the Harbour Area

2 THEMES & VISION

Throughout the public involvement process and study of the Harbour Area of the past several years, a number of common themes or issues have consistently arisen and are presented in Section 2.1 below.

2.1 Themes

Village Scale & Character

Embraced as a precious aspect of life in Gibsons, the Harbour Area has been variously described as “quaint”, “historic”, “small scale”, and “a quaint seaside village”. The area is characterized by its waterfront adjacency, harbour views, physical permeability (frequent spaces between and amongst built areas), visual permeability (the ability to see through to the water and other vistas), low building heights especially adjacent to pedestrian pathways, small scale commercial establishments, materials, architectural form, and the nature of the streetscape.

Accessible Waterfront

Along with Village scale and character, this issue consistently ranks as the highest area of concern for residents. The waterfront is both a community and public asset that forms a backdrop to life in the Harbour Area.

Environmental Sensitivity

Every community has a responsibility to foster environmentally sensitive and sustainable planning and development. Gibsons, and the Harbour Area in particular, is no exception. As a coastal community, the Harbour Area is custodian to the adjacent marine environment and the upland features that contribute to its wellbeing. In addition, the coastline will be particularly susceptible to the impact of climate change. Renowned for the quality of its water, the area’s aquifer is an important asset that requires special consideration.

Proximity to Nature

Many of the Town’s residents chose to live in Gibsons because of the Town’s and surrounding area’s spectacular natural beauty. The community is mindful of the need to protect these environmental assets.

Social Activity

Both residents and visitors to the Harbour Area enjoy a high degree of social activity supported by the “walkability” of the area and facilities such as the museum, library, waterfront walk, public wharf and parks.

Heritage / The Working Harbour

Some marine service activities and a significant remnant of the commercial fishing fleet remain in the Harbour. While these are unlikely to return to their prominent place in the economic life of the town, the working harbour remains as an important part of the community’s collective identity.

Views

Views of the harbour and landforms beyond are key to the character of the Harbour Area. The topography of the area lends itself well to the capturing of these views from a variety of vantage points.

Economic Viability

The degree to which the social, cultural, and environmental goals of the community may be met through renewal and enhancement depends critically on the economic viability of development in the Harbour Area.

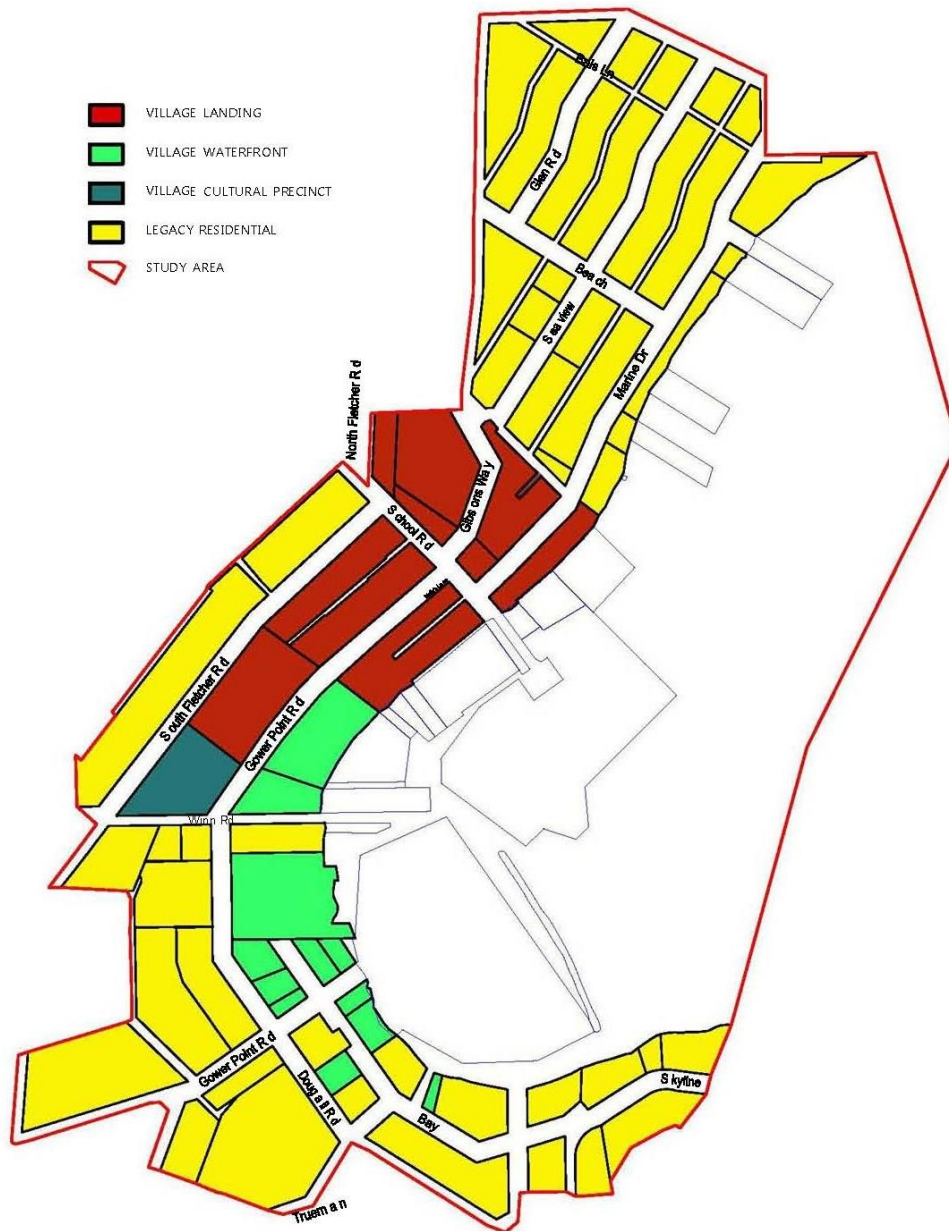


Figure 2-1: Character Areas

2.2 Character Areas

Based on current and potential land use, scale and character, the Harbour Area was divided into four Character Areas, as shown in the map in “Figure 2.1 Character Areas”. The darker coloured areas within each of these indicates locations that were specifically examined as key prototypes within each Character Area.



Cultural Precinct: Currently contains the Library, Museum and Archives and is earmarked in the plan for expansion and enhancement of cultural /institutional uses.



Village Landing: The commercial core and heart of the Harbour Area.



Legacy Residential: an array of varied housing types which has been developed organically over time, and offers potential for infill.



Village Waterfront: is an essential adjunct to the Landing, and contains major components of public waterfront open space and marine activities.

2.3 Vision Statement

Facilitate balanced development that ensures the ongoing attractiveness and the social, cultural, economic and environmental vitality of the Harbour Area, recognizing the unique and crucial role it plays in the life and economy of Gibsons.

3 EXISTING & EMERGING CONDITIONS

The following section provides a snapshot of relevant facts and trends impacting the Harbour Area, in the areas of land use, environment, economy, urban design, transportation and circulation, and infrastructure. Trends in the use of community facilities and demographic changes are covered in Part A of the Smart Plan OCP. These current conditions aid in the identification of opportunities and constraints which are responded to through the goals, objectives and policies outlined in this document.

3.1 Land Use

The Harbour area is characterized by a mix of land uses and building types, including approximately 70 commercial establishments in 11,500 sq.m. of floor area¹, 10 marine businesses, 107 Single Family residences, 93 Multi-Family residential units, eight parks, a range of civic and institutional uses including Town Hall, a Library, Museum, Post Office, Museum and Day Care, and approximately 17 undeveloped lots.

There are several heritage buildings located within the planning area, including the Inglis House, built in the first decades of the 20th century, which was central to both the early history of Gibsons and has national significance: at this location Inglis and Woodsworth discussed the ideas that resulted in the manifesto for the CCF party, which Woodsworth founded in 1932.

Land ownership is concentrated with several parties, with the Town of Gibsons owning and controlling significant holdings, including the Marina Lands, Holland Lands, Winegarden Park and a number of smaller parks in the area. The Gibsons Landing Harbour Authority manages and operates the Government Wharf. Directors of the Harbour Authority are appointed by the Town with a mandate to provide moorage and services to commercial fishing.

Though residential activities are predominant in the planning area (see "Figure 3.1 Current Activities in the Harbour Area, by Percentage of Land Area (2011)"), residential densities for the area are relatively low with approximately 200 residential units within the 57 acre planning area, neighbourhood density in the area is 3.5 units / acre. Neighbourhood densities of 4.5 are typical for mixed-use neighbourhoods and a typical single family neighbourhood has a density of up to 5 units per acre².

The construction of the Wharfinger Building at the Government Wharf in 2000 and the redevelopment of Winegarden Park were the last significant land use changes in the area. A study conducted in 2011 by G.P. Rollo and Associates examined the economics of developing within the Landing Area and found that the land costs are too high and the densities permitted under the Smart Plan too low to attract development, particularly for townhouse sites.

5.75% of the land in the study area is bare (does not contain structures). Though no statistics are available on historical commercial vacancy rates and business turnover, the number of currently vacant shop fronts in the landing suggests that vacancy rates are high. While many of the commercial uses in the Landing area are oriented towards tourism, a survey of the Landing merchants conducted in 2011 suggests that many merchants' businesses depend on support from the local market³. Vacancy rates could be partially attributable to the provision of an unsustainable amount of commercial gross leasable floor area relative to residential densities.

¹ Gibsons Economic Development Partnership Report, 9 June 1999

² Berke, Godschalk, et. al. Urban Land Use Planning, 2006

³ Best Coast Initiatives. Gibsons Landing Merchant Survey, April 2011

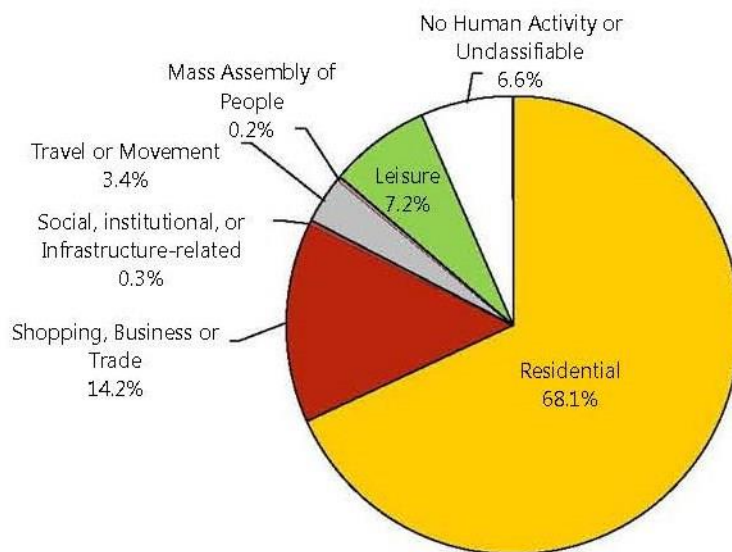


Figure 3-1: Current Activities in the Harbour Area, by Percentage of Land Area (2011)

Marine Uses

The marine environment is an integral part of the Town of Gibsons municipal limits. The municipal boundary extends some 305 metres (1000 feet) seaward from the high tide mark. The Town of Gibsons has a Public Recreation Lease on the majority (not including Government Wharf) of the foreshore (101.7 ha) of Gibsons Harbour and a major portion of Shoal Channel granted in 1976. Within this overall lease, numerous sub-leases have been issued by the province for commercial marine uses.

Land along the Gibsons waterfront consists largely of residential use, except within the Gibsons Landing or harbour area. Gibsons Harbour is extensively developed inside the current breakwaters, with the two most prominent uses being the Government Wharf and Gibsons Marina. Other commercial uses include Smitty's Marina, Hyak Marine, and a marine pub at the foot of School Road. The harbour has played an historic commercial role, providing a home port for the commercial fishing fleet, and as a marine service centre for businesses serving the nearby islands (Keats, Gambier and other coastal locations). The economic role of the harbour is covered in "3.3 Economy".

PRIMARY ACTIVITY

- Household Activities
- Goods and Services Shopping
- Restaurant
- Office Activities
- Power Generation, Control, Monitor, or Distribution
- Vehicular Parking, Storage, etc.
- Boat Mooring, Docking or Servicing
- Leisure, Sports, etc.
- No Activity or Unclassifiable

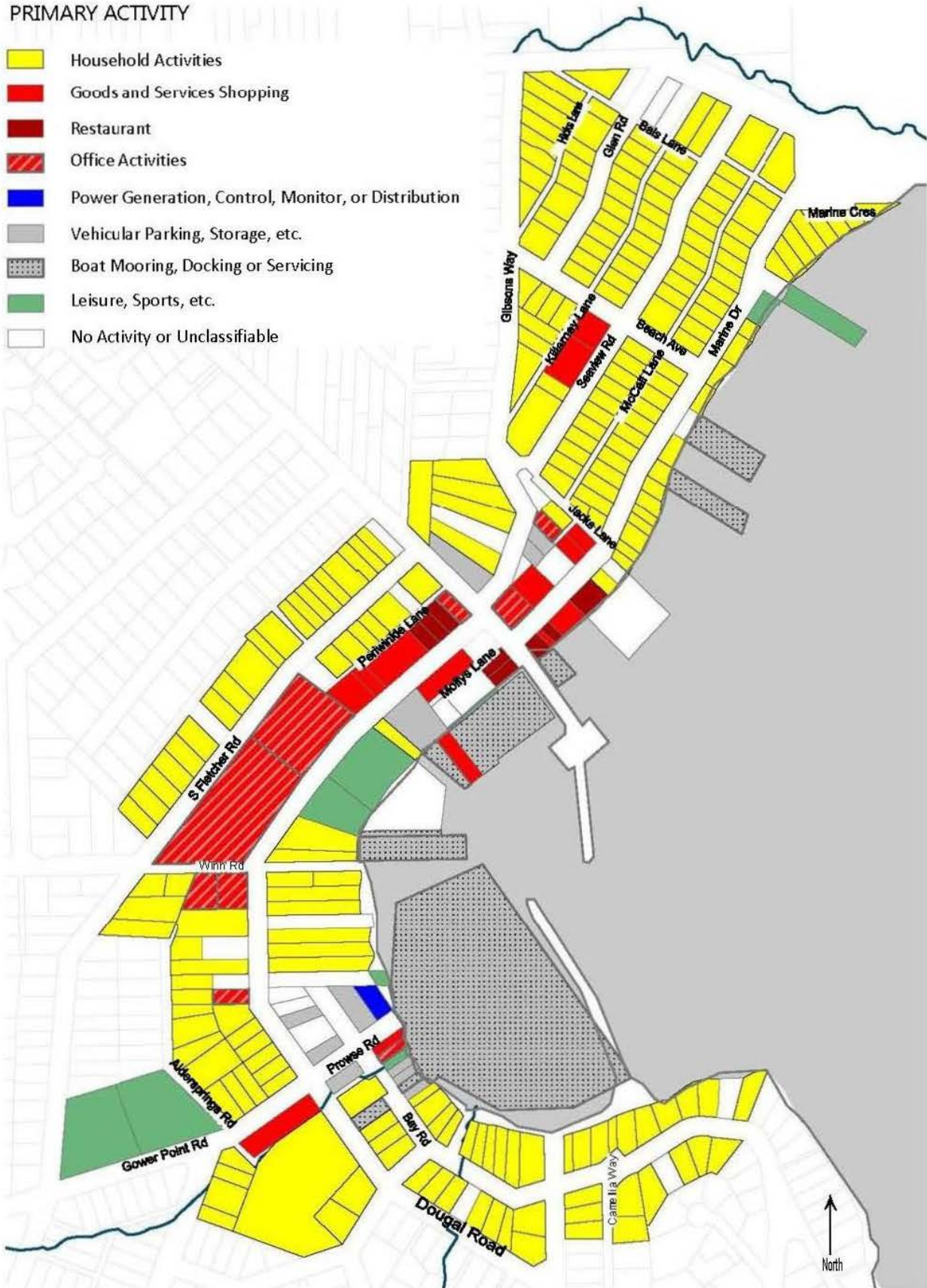


Figure 3-2: Current Land Use Activity in the Harbour Area (July 2011)

3.2 Environment

Gibsons Landing is endowed with many natural assets. As a coastal community, the ocean and its aquatic life are defining natural features. Sedges, grasses, and shrubs are present along the waterfront and beach area. Distinctive hillside topography and vegetation surround the Landing area and define the character of the Town. A number of streams, including Goosebird Creek and Charman Creek, lead down through the Gibsons Landing area.

Water

Two principal water courses flow through the study area: Charman Creek and Goosebird Creek. Gibsons Creek is immediately north of the study area. A number of tributaries, ditches and other watercourses can be found throughout the low lying areas within the study area, some carrying water intermittently, or seasonally. Conditions along these creeks vary but both are heavily impacted by urbanization. Some areas along these streams have been remediated with secondary growth of riparian vegetation and a natural stream bed, whereas other parts are culverted or channelized without vegetation cover. Combined, these streams provide a drainage channel for overland flow for a large portion of Gibsons.

The Gibsons Aquifer extends beneath the Harbour Area, north to the base of Mt. Elphinstone and supplies excellent quality drinking water to two thirds of the Town's residents. A thin layer of glacial till (Vashon Till) caps the aquifer in the Harbour Area, protecting the water supply from saltwater intrusion⁴. Protecting the Gibsons Aquifer from over use, contamination and salt-water intrusion are high priorities. Stormwater runoff,



sewer outfalls, heavy use of the marine area by boaters, and low water exchange rates have raised concerns about the water quality in the Harbour. The Town is currently mapping the Gibsons Aquifer to identify its extent and monitor its capacity and recharge rates. The most significant discharge for the aquifer is the Harbour Area in the vicinity of Winegarden Park. A report on the condition of the Gibsons Aquifer indicates that the aquifer is very shallow in Gibsons Landing; caution should be taken when reviewing any development requiring pilings or significant excavation, both on land and within the floor of the harbour itself.

Figure 3-3: Goosebird Creek

Brownfields/Contaminated Sites

In urban areas, soils and groundwater can become contaminated with various metals, hydrocarbons and other contaminants. Brownfields are sites of former commercial or industrial use which are underutilized and that may or may not be contaminated. The province has an incentive program for the use of brownfields, including guidance for municipalities⁵. The assessment and cleanup of these areas is governed by the BC

⁴ Interim Report, Aquifer Mapping Study, Town of Gibsons, Waterline Resources, June 2010

⁵ www.brownfieldrenewal.gov.bc.ca

Waste Management Act, Contaminated Soils Regulation. The onus is on proponents for any new development or property transfers to retain an environmental consultant to assess and plan remediation for a site.

Habitat

Both Charman Creek and Goosebird Creek corridors provide aquatic, wildlife and riparian habitat. Eelgrass provides very valuable marine habitat for juvenile fish and other species, and is likely the most important natural asset in the Harbour area. The health of the marine eelgrass (*zostera*) present in some areas of the Harbour has been a concern. Through an agreement between the Gibsons Landing Harbour Authority (GLHA) and the federal Department of Fisheries and Oceans (DFO), the Gibsons Landing Environmental Management Plan (GLEMP) outlines best management practices for protection of the environmental health of the harbour.

In addition to providing habitat area for a wide array of aquatic species, the upland areas are home to both terrestrial and marine species of birds. These include the presence of Great Blue Heron, a blue listed species known to be in decline. A Heron Rookery has been documented north of the marina on the waterfront property between Winn Road and Gibsons Marina. Other species at risk may be present in the Harbour area (including the alligator lizard) and the species at risk databases should be reviewed before any new development is approved.⁶

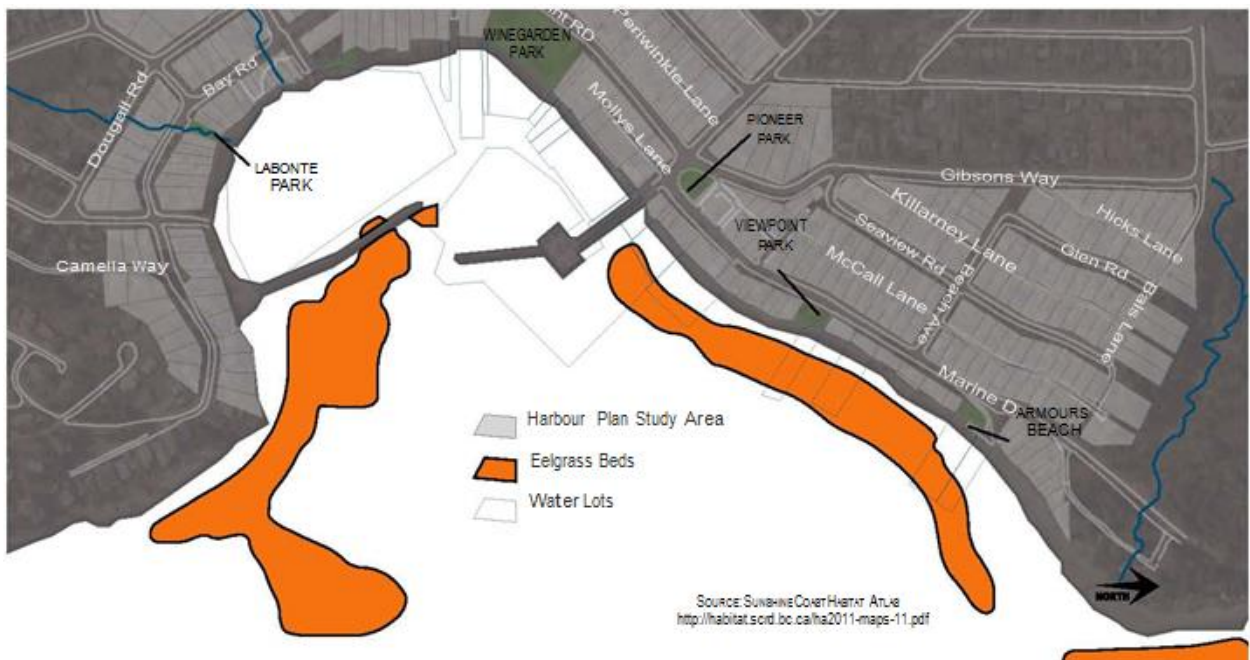


Figure 3-4: Eelgrass Bed Locations

Climate Change / Sea Level Rise

Climate change and sea level rise were identified as emerging conditions in the 2012 Harbour Area Plan. The current introduction and policies are now included in Part B of the Smart Plan.

⁶ www.env.gov.bc.ca/cdc; www.sararegistry.gc.ca

3.3 Economy

Gibsons Harbour and Landing make the Town of Gibsons distinct and serve a unique economic function which adds diversity to the economy: almost every economic activity in the harbour depends on services that can only be provided via the Landing. Economic activities in the harbour and Landing are inextricably linked and are built primarily on the marine and tourism industries. The harbour and Landing are the principle tourism draw in Gibsons.

Economic Activities in the Landing

A 2010 survey revealed that tourism contributes 30% of store revenues, with nearly half of stores reporting 50% or more of their revenue drawn from tourism related activities. Comparatively, stores in Upper Gibsons report tourism spending represents 10% of revenues, with no stores reporting more than 25%.

The Landing is the location where most of Gibsons' major events are held. These events are sources of revenue for Landing merchants and the organizations that organize the events.

Nonetheless, tourism to the Landing is underexploited. The harbour and Landing are picturesque and unique, but the assemblage of shopping and activities is insufficient to attract and retain visitors. Marine and motor tourism meet at the Landing. Growth in either affects the other and both contribute to congestion in the harbour and the Landing.

In addition to tourism activity, the Landing houses an array of services to residents of Gibsons and the Sunshine Coast and businesses in the Landing depend on local shopping for 70% of their revenues. Most of the Landing's stores are family run businesses, which has social and economic benefits. Few merchants own their building, but more than half of the retail space is locally owned. This pattern of resident shopkeepers and resident building owners makes the Landing a cornerstone of the local economy.

The Landing is also a centre for professional services including accounting, law, real estate sales and a variety of consulting and information technology firms.

Economic Activities in the Harbour: Moorage

There are approximately 360 resident (local) and 100 non-resident pleasure craft moored in the harbour year round. Annual revenue from permanent pleasure craft moorage is approximately \$570,000 per year, and moorage fees and purchases made by vessel owners are new dollars brought into the local economy.

The Small Craft Harbour and Gibsons Marina berth transient vessels visiting over-night and for stop-overs. Transient vessel owners are an important source of tourism spending, adding approximately \$800,000 to the Landing economy annually. There are not enough berths in the harbour to accommodate the marine tourism market and a significant amount of revenue is lost to the local economy as a result.

Approximately 20 fishing vessels moor in the Small Craft Harbour. Other commercial craft moored in the harbour include water taxis, tour boats and rental and training craft. These vessels take up little space, but they are active.

Demand for berths far exceeds the harbour's capacity. The Gibsons Landing Harbour Authority (GLHA) has a plan to expand by 100 berths, but lacks the capital to construct. Other locations for expansion have been suggested, but all are more capital intensive than expanding the Small Craft Harbour. Currently, the likelihood of obtaining the necessary funds is low and expanded moorage at other proposed locations would

require very high private sector investment and extensions of the shoreline or new roads and does not seem a likely scenario. Adding 100 berths would provide additional funds for the operational and maintenance of the Small Craft Harbour. Expansion would also have implications in terms of vehicle traffic and parking.

Economic Activities in the Harbour: Commercial Fishing

The commercial fishing fleet employs approximately 60 persons seasonally and spends an estimated \$500,000 annually on marine services. The fishing fleet has shrunk over the past decades and expansion seems unlikely.

Economic Activities in the Harbour: Marine Services

There are limited marine services supplied in the harbour and therefore revenue from regular vessel maintenance is largely lost to the local economy, because the harbour does not have a marine services facility with a haul-out capability. Resident craft typically travel long distances for their routine maintenance needs. A conservative estimate of annual lost spending on maintenance for all permanent pleasure craft is \$500,000.

In 2010, Best Coast Initiatives (BCI) surveyed 28 Small Craft Harbours and private marinas in order to assess the demand and supply of vessel berths and routine vessel maintenance services in the Georgia Strait region. The analysis determined that there is a shortage of both. Thousands of vessels do not have berths. Vessels travel long distances to obtain services and waiting times for services are getting longer. The existing marine services industry serving Gibsons Harbour will remain vigorous and would expand if harbour capacity is increased.

Currently, there are no marine congestion issues and future marine congestion is unlikely, even with the expansion of the small craft harbour.

Economic Activities in the Harbour: Commercial Services

Commercial services contribute to a working harbour, to tourism appeal and are high value additions to the economy. Existing services include water taxis, tours, sail and motor boat rentals and training, cargo transport, fuel sales and retail sales. We include sailing clubs and paddling clubs in commercial operations because they have economic benefits.

The Small Craft Harbour is a hub of commercial services and a logical place for additional services, especially those used by tourists. Consideration should be given to the impact on the fishing fleet of busy tourism activity. Gibsons Marina is the preferred location for sailing and paddling clubs and the likely place for their expansion. Armours Beach has potential to become more active as a club and training facility.

The sole fuel facility in the harbour is at Hyak Marine. Across the Georgia Strait region, marine fuelling facilities are becoming fewer, which could mean more activity at the Hyak depot and increased activity in Gibsons Harbour.

Economic Activities in the Harbour: Marine Transport

Cargo transport is an essential service of the Small Craft Harbour and the Small Craft Harbour is a primary cargo transfer facility for residents of Keats and Gambier Islands. The only boat launch facility is located at Gibsons Marina. Some barge cargo is unloaded at that location.

Economic Activities in the Harbour: Marine Tourism

The potential for growth in marine tourism is great. Powell River Economic Development estimates that 16,000 pleasure craft tour the Sunshine Coast each season. Currently, the total capacity of Gibsons Harbour is limited to about 25 and vessels are occasionally turned away.

This influx of spending is what is needed to support commercial development at the harbour landing interface. It gives rationale to improving amenities such as the seawall walk and avenues between the seawall and the streets above. Marine tourism does not generate a need for parking space. Marine tourism may be hampered in the future by large increases in the cost of diesel fuel; however, rising fuel costs might increase regional, short cruises, which would somewhat compensate for an overall decline. Cautious assessment of the future market for transient pleasure craft moorage should be made prior to investment in expanded facilities. In the short term, establishing mooring buoys has a low capital cost that is recoverable from moorage fees and would provide new facilities for visiting boaters.

New Commercial and Residential

Investment in new commercial space depends on an increased customer base via higher tourism volumes, increased population in the Harbour Area and increased Sunshine Coast resident shopping. Increased marine and motor tourism will be important drivers of commercial expansion and viability. An additional source of commercial occupancy that is not dependent on those factors is professional services.

3.4 Circulation

Transportation to, from and within the Gibsons Landing area is heavily reliant on the private automobile, with some degree of traffic congestion occurring near the commercial node along Marine Drive throughout the summer peak season. Vehicle traffic in the Landing, and the lack of viable transportation alternatives, have led to a number of concerns including the availability and adequacy of parking and pedestrian safety.

Parking

Historical development of the area prior to the introduction of the automobile or bylaw regulations has resulted in many existing uses that have no parking at all. Despite this, a 2007 study indicates that there is adequate parking capacity within the Landing Area in 236 on-street spaces and 80 spaces in public parking lots. The 2007 study raised several on-going parking issues: road blockages due to loading activity; low parking fines that do not act as deterrents and inadequate signage have all combined to result in a parking management issue⁷.

Bicycle Facilities

The bicycle network within the Landing Area is poorly developed: there are currently no designated bicycle routes, signage, lanes, or other facilities. The lack of bike racks, lockers, and signage are identified in Gibsons Landing Parking Study, 2007.

Significant road improvements have been designed for Gower Point Road from Winn Road, east to Prowse Road. These improvements will provide grade separated bicycle lanes and a sidewalk separated from the cycle lane by boulevard wherever possible. Narrow vehicle lanes will provide physical incentive for slower traffic speeds. The completion of this improvement will introduce the first segment of cycling infrastructure, in the form of a grade separated bicycle way that will form a piece of an eventual continuous coastal route from Langdale through to Elphinstone and beyond.

⁷ Gibsons Landing Parking Study, 2007

Transit

Gibsons Landing is currently served by BC Transit. 48 buses per day are routed through the area and take passengers to Langdale or Sechelt. A 2007 study found that 26% of trips originating in Gibsons Landing are destined for Upper Gibsons⁸. An implementation study has indicated that a Community Shuttle, linking Gibsons Landing and Upper Gibsons, could recover operating costs through fare revenues. A Transportation Survey Report completed in 2007 indicated that 51% of Gibsons respondents would be interested in a car share arrangement⁹.

Pedestrian Circulation

The combined activity from residents living in the Landing, tourists, and vehicle traffic has created pedestrian conflicts and safety issues in the Landing. A 1995 Study called the Gower Point Road/Marine Drive intersection ('Five Corners') "a dangerous situation, especially for pedestrians."

A continuous sea walk along the water's edge between Armours Beach Park to the north and the proposed Breakwater Park to the south has been developed in segments over time and the Town has made a policy of acquiring this right-of-way for pedestrian access as development applications come forward.

3.5 Infrastructure

Some of the critical infrastructure in the Harbour Area is nearing its replacement age. The Prowse Road Pump Station, which lifts sewage up to the Sewage Treatment Plant on Stewart Road, has reached its safe capacity and is at the end of its life expectancy. The station will need to be completely rebuilt and upsized; funding opportunities for this work are being actively investigated. The shoreline trunk sewer, a main sewer line that runs parallel to the shoreline in Gibsons Landing requires a detailed assessment to determine its condition.

Safety improvements are proposed at Five Corners, including the possible closure or restriction of turning movements at the School Road leg. In addition, it is planned to convert the existing 3-way stop for the main intersection into a more traditional 4-way stop. Narrowing of Marine Drive is proposed at the existing crosswalk at Pioneer Park.

Marine Drive within Gibsons is proposed to have a reduced speed limit of 30km/h, and this lower speed limit has also been contemplated for all of Gibsons Landing. The Sunshine Coast Regional Transportation Plan is proposing to downgrade Marine Drive from the BC Ferry Terminal to Gibsons from arterial to collector status while supporting improvements that emphasize pedestrian and cyclist use.

An upgraded storm drainage system down School Road is planned with the outfall to be constructed under the Molly's Lane stairs which are budgeted for replacement in 2011.

Various watermains will require upgrading or replacement in Gibsons Landing. The Town conducts an annual replacement program for its aging watermains in both Upper Gibsons and Gibsons Landing and will upsize identified mains where the opportunity exists. Development may also trigger upgrades in order to provide adequate water for fire and domestic supply.

⁸ Gibsons Transit Feasibility Study, 2007

⁹ Corbett, D. Sunshine Coast Transportation Survey. April 2007

3.6 Urban Design

There are many definitions of “urban design”. Most of them are similar to the following, from the Planning Department of the City of Auckland, New Zealand:

“Urban design is the multi-disciplinary skill of designing and arranging all the physical elements that make up cities to create harmonious, vibrant and successful places for people.”

Built Form

From an urban design perspective, the Harbour Area is in transition, somewhere in the middle of a rural urban continuum. What is referred to as the Village Scale and Character of the Harbour Area, variously described as “quaint”, “historic”, “small scale”, ...is to some degree a reflection of this condition. As evidenced in “Figure 3.5 Figure Ground Image Showing Building Footprints in Black”, the Harbour Area is sparsely built, setbacks are inconsistent, and, in general, the Area lacks the organization and efficient use of land that characterizes an urban environment. A significant urban design challenge is to retain the essential village scale and character while moving closer to urbanity, accepting and embracing the growth necessary for an economically viable, sustainable and vibrant community.

Grain and Physical and Visual Permeability

A fine-grained urban environment is one that is both physically and visually permeable. It implies a rich network of opportunities for pedestrian movement and many opportunities for views or glimpses through and between buildings. The Harbour Area appears to have such a grain. In fact, this grain and permeability is a function of a “pre-urban” condition, and is mostly visual since real opportunities for enhanced physical permeability are limited by ownership patterns. It is possible to retain and enhance the characteristics of fine grain in a more urban, or village, setting and this is another facet of the urban design challenge.

Scale

While to some degree the scale of the Area is a function of its “pre-urban” grain, other factors contribute to scale:

- *building heights are low – mostly one and two storeys with some fairly recent exceptions at the four storey wood frame maximum¹⁰*
- *site coverage is low*
- *retail frontages are small*
- *street level transparency in the commercial part of the Area is good*

Siting (Orientation, Axis, Landmarks)

The topography of the area supports building orientation that allows for good sunlight exposure and capturing of distant views (often of the harbour and land forms beyond). The street pattern, in response to topography and shoreline offers opportunities to create visual foci, or special architectural events at the ends of visual axes to create landmarks for physical and visual orientation and enhanced visual interest.

¹⁰ Until recently the maximum height for wood frame buildings under the Provincial Building Code, was four storeys. The maximum has been increased to six storeys.

Materials, Massing, Colour, Architectural Form

The great variety of materials, massing, colour and architectural style in the Area provides variety on one level, but lacks a coherence that could enhance the Area's brand.

Since adoption of guidelines in the 2005 Smart Plan, recent development – e.g. Gower Gardens, or The Landing, have begun to provide that coherence.

Streetscape (Street Furniture, Street Lighting, Paving, Scale, Planting)

In the Village Landing, as a result of past Downtown Revitalization projects the streetscape is of a reasonably high quality. Elsewhere in the Harbour Area, streetscape enhancements are needed. The scale of the road that results from angled or perpendicular parking is inefficient and detracts from the desired small scale village character.

Figure 3-5: Figure Ground Image Showing Building Footprints in Black



4 GOALS & OBJECTIVES

Major themes discussed in Section 2 of the Harbour Area Plan and in the existing and emerging conditions in the Harbour Area (Section 3), give rise to a corresponding set of goals for planning and development of the Harbour Area which respond to these challenges. The five goals below follow the principles outlined in the 2005 Smart Plan, which seek to create balanced development which furthers the social, cultural, economic and environmental aspects of sustainability.

GOAL 1

RETAIN THE SCALE AND CHARACTER OF THE HARBOUR AREA

- Objective 1.1 Ensure new development is compatible in scale with existing development in the Harbour Area.
- Objective 1.2 Ensure new development evokes a west-coast, seaside village feel.
- Objective 1.3 Maintain a pedestrian focus through street-oriented buildings developed to a high quality design standard.

GOAL 2

MAKE THE WATERFRONT FULLY ACCESSIBLE, PHYSICALLY AND VISUALLY, RETAINING THE SENSE OF PROXIMITY TO NATURE

- Objective 2.1 Complete and enhance the Town's pedestrian and cycling network, creating a bicycle and pedestrian friendly Harbour Area.
- Objective 2.2 Ensure that the waterfront is physically and continuously accessible to the public along its entire length.
- Objective 2.3 Upgrade and improve the existing park system and waterfront walkway.
- Objective 2.4 Create and protect public and private views through to the water.

GOAL 3

ENSURE ENVIRONMENTALLY RESPONSIBLE AND SUSTAINABLE PLANNING AND DEVELOPMENT

- Objective 3.1 Protect the Gibsons Aquifer and water quality in the Harbour Area.
- Objective 3.2 Implement climate adaptation strategies which account for the short and long term effects of climate change.
- Objective 3.3 Support ecologically sensitive development, adding an environmental restoration and enhancement component to new development, where appropriate.
- Objective 3.4 Take a "no-net-loss" or "net gain" approach to existing habitat and ecological function.
- Objective 3.5 Assess the impacts to water quality of all new development.

GOAL 4

SUPPORT AND ENHANCE SOCIAL AND CULTURAL ACTIVITY IN THE HARBOUR AREA

- Objective 4.1 Plan for a mix of housing types to accommodate social diversity in the Harbour Area.
- Objective 4.2 Upgrade and add to existing cultural facilities (library, museum, etc.) in the Harbour Area and encourage an increase in the number of amenities and sites of interest.
- Objective 4.3 Improve connections to and from the Harbour Area, particularly connections via transit and other alternative transportation options.
- Objective 4.4 Design for a range of ages, creating accommodating, accessible and desirable spaces for children, families, and seniors.

GOAL 5

ENSURE THE ECONOMIC VIABILITY OF THE HARBOUR AREA, RECOGNIZING THE UNIQUE ROLE THE HARBOUR PLAYS IN THE LOCAL ECONOMY AND THE ECONOMIC HISTORY OF THE AREA

- Objective 5.1 Plan for increased parking and traffic and allow for an acceptable impact from these activities.
- Objective 5.2 Facilitate growth to accommodate additional population in the Harbour Area.
- Objective 5.3 Expand the capacity of the marine harbour for transient boaters, resident boaters, and commercial vessels.
- Objective 5.4 Support the development of tourist accommodation and meeting facilities in the Harbour Area.
- Objective 5.5 Support increased, year-round commercial and tourist activity in the Harbour Area.
- Objective 5.6 Retain and enhance working harbour activities and maintain a diversity of commercial activity in the Harbour Area, while taking steps to mitigate possible impacts on the natural environment and residential areas.
- Objective 5.7 Maintain and improve existing infrastructure, expanding its capacity to accommodate growth.

5 PLAN POLICIES

The goals and objectives outlined in the previous Chapter will be implemented incrementally through both public and private actions guided by the policies presented below. These policies include land use designations controlling density and the locations where specific uses will be permitted, the desired character of new development, environmental policies, and policies to guide future investment in transportation and infrastructure. Other policies concerning more general areas of concern are outlined in the 2005 Smart Plan.

5.1 Land Use Plan

The original 2012 neighbourhood land use plan is shown in “Figure 5.2 Harbour Area Neighbourhood Design Concept”. Since then, Land Use Designations for this area have been merged and consolidated with the land use designations of the Smart Plan (Part B, Section 5).

Land Use Designation	Area (Square Metres)	Area (Acres)	Percentage of Area
Single Family Residential	28,679	7.1	8%
Low Density Infill 1	69,166	17.1	19%
Multi-Family Residential Special Character	20,826	5.1	6%
Low Density Multi-Family Residential 1	31,944	7.9	9%
Medium Density Multi-Family Residential 2	10,448	2.6	3%
Public / Community Uses	9,908	2.4	3%
Mixed Use Residential / Commercial	31,941	7.9	9%
High Density Multi-Family Residential 3	5,872	1.5	2%
Park and Recreation	22,391	5.5	6%
Commercial Harbour	106,534	26.3	29%
Residential / Tourist Accommodation	23,555	5.8	6%
Marine	3,132	0.8	1%
TOTAL	364,396		90

Figure 5-1: Harbour Area Land Use Plan by Total Area and Percentage

Figure 5-2: Harbour Area Neighbourhood Design Concept



Build out

The proposed land use frame work results in more than 900 residential units within the Harbour Area study boundaries at full buildout, assuming average unit sizes of 140 sq. m. for units in multiple unit development (shown in “Figure 5.4 Potential Future Development of the Harbour Area” below). This represents a possible 700 unit increase over existing development in 2011 and a net increase of 135 units over the build-out anticipated under the land use regulations for the area depicted in the 2005 Smart Plan.

Commercial Harbour

Within the Commercial Harbour designation a wide range of marine uses are supported. These include both visitor oriented activities such as marinas and associated upland uses, boat sales, charters and marine fuel sales, as well as marine industrial/transportation uses such as public boat moorage, commercial fishing moorage, boat building and repairs, marine ways, water taxis, float plane docks and tug/barge operations. Due to the nature of marine activities, some noise and visual impacts will be an inevitable part of the Commercial Harbour uses. The Marine Recreation designation encompasses the shoreline area north of the government dock and out to the harbour entrance light. This area is considered to be a secondary marine use area where limited or seasonal marine uses may take place in the future. Due to the more shallow water depths, lack of sufficient upland for parking or buildings and impacts on adjacent residential uses, this area is not considered suitable for general commercial marine use. The Commercial Harbour includes the water area between the break- waters where most commercial marine activities now take place.

Form and Character

“Maintaining a “village scale and character” for the Harbour Area is clearly of importance to Gibsons residents. A “village” is usually characterized by pedestrian-orientated development, which in turn encourages walking and cycling as well as social interaction. “Village scale” generally refers to smaller built forms that are low rise in nature, usually up to 3 or 4 storeys. Additional storeys or partial storeys may fit with the idea of “village Scale” if stepped back sufficiently or terraced, and integrated into the topography and roof forms of the building and with minimum impacts on public and private views.

“Village character” refers to built form that is pedestrian-friendly as well as human in scale. This includes closely spaced buildings located at or near sidewalks and paths, with active uses at grade and building forms that are compatible with existing and future nearby structures.

Policies

- 5.1.1 Rezoning applications must be consistent with the land uses and densities indicated in Part B of the Smart Plan OCP.
- 5.1.2 In order to maintain a village scale and character in Gibsons Harbour area, building heights should be limited to 1 or 2 storeys on the higher side of the lot and 3 to 4 storeys as seen from the lower side of the lot depending on the degree of slope. Exceptions to this may be considered through an OCP amendment on a case by case basis.
- 5.1.3 The form and character of multi-unit residential and commercial development in the Harbour Area is subject to the guidelines of Development Permit Area 5.
- 5.1.4 Development proposals requiring rezoning shall be required to comply with the Town’s Affordable Housing and Community Amenity Policy and the Town will negotiate specific community amenities that developers will be required to provide to the Town on a case by case basis in accordance with the terms of the Affordable Housing and Community Amenity Policy.

- 5.1.5 Acquire and secure land in public ownership for a waterfront linear park between Winegarden Park and the Marina Lands, in the location generally indicated on the Land Use Plan Map.
- 5.1.6 Land required for public access to the water will be acquired as redevelopment occurs.
- 5.1.7 Support the long-term development of the northern portion of the Holland Lands (where the school district building is currently located), for a range of commercial and residential uses.
- 5.1.8 Support a mix of uses along and on the water's edge including a fish market, restaurants, and floating markets, along with 'working harbour' uses and marine businesses.
- 5.1.9 Limit the extent of retail and service commercial development in Gibsons Landing to Gower Point Road and Marine Drive, designated as 'Mixed-Use Residential / Commercial' on the Land Use Plan to ensure pedestrian accessibility and enjoyment and to create a concentrated shopping core.
- 5.1.10 Support an integrated mix of commercial and multi-family housing in the Mixed Use – Residential/ Commercial designation, in accordance with the following provisions:
- other than as may be required for access and / or egress for the residential component of any building, ground floor use is to be exclusively commercial;
 - multi-family housing may consist of apartments or townhomes integrated with the commercial use, and may be located above or below the commercial use depending on the site location;
 - no overall density for mixed commercial and residential use is established due to the diversity of lot sizes and situations. However, it should be noted that many smaller properties will require consolidation in order to meet bylaw standards for parking, access, etc.
- 5.1.11 Provide for a combination of housing units, including single-family and two-family homes, townhouses, and apartments in the Gibsons Landing area to support a viable and lively village heart and to accommodate the needs of different age groups.
- 5.1.12 Encourage densification through infill development in the areas designated as Low Density infill through further exploration of appropriate mechanisms for introducing accessory dwelling units (carriage/coach housing) which are compatible in scale, form and character with surrounding development.
- 5.1.13 In conjunction with a larger harbour, consider allowing the use of float homes and other live aboard vessels for permanent residences in the harbour area. This is subject to appropriate regulations to prevent adverse environmental impacts which may include the use of holding tanks and pump out stations. This may also require a study to understand the impacts, and amendments to the Zoning Bylaw.
- 5.1.14 Development will respect Crime Prevention Through Environmental Design Principles (CPTED), by clearly delineating public and private space, maximizing ability to view public spaces, and providing appropriate lighting.

Figure 5-3: Existing Development in the Harbour Area (2011)



Figure 5-4: Potential Future Development of the Harbour Area





Figure 5-5: Illustration of Potential Village Landing Development

5.2 Environmental Building

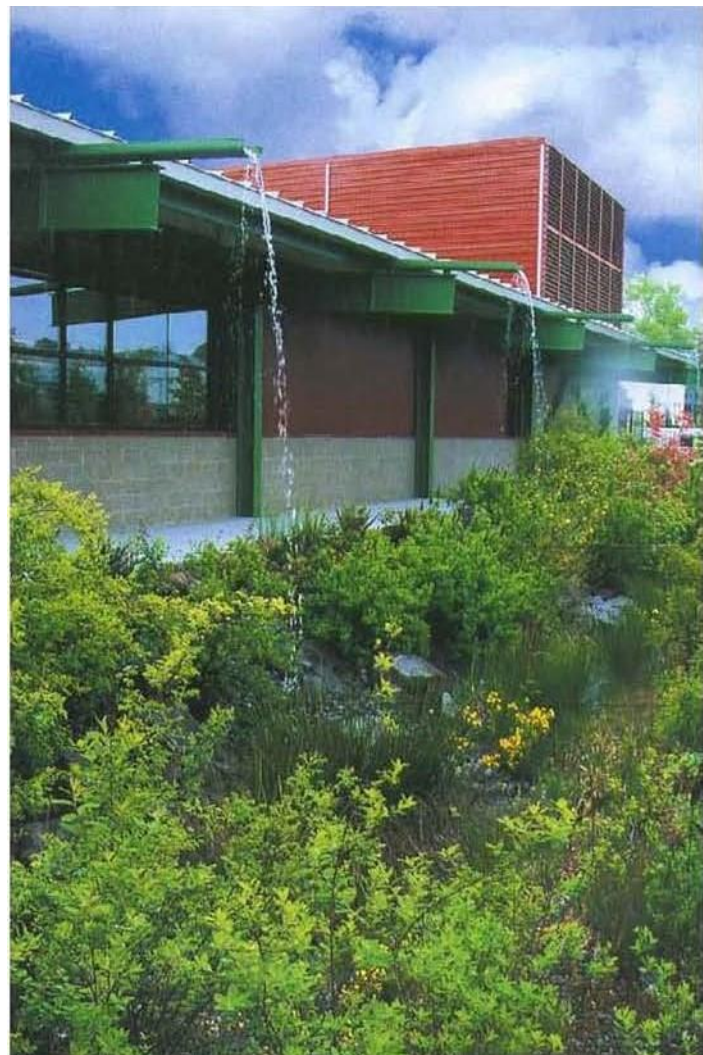
Many Gibsons residents were early adopters of environmentally responsible design, installing solar panels, solar hot water collectors, rain barrels and other low impact technologies many years before these technologies entered into the mainstream. It was not surprising, then, that a host of environmental issues came to the forefront in the community discussions that led to the creation of this plan. The policies outlined below are intended to ensure that Gibsons' future built environment keeps with this spirit of innovation and continues to demonstrate leadership in environmental design, building technologies, energy conservation and energy production.

Policies

- 5.2.1 All new development (rezoning or development permit applications) should be required to demonstrate a sustainable or low impact development approach, using one of several existing systems, such as but not limited to LEED™ and Built Green™. The main categories for consideration include: sustainable sites, water efficiency, energy efficiency, reuse and recycling of materials and resources, indoor air quality, certification is not required, but documentation of "equivalency" will be expected to accompany all submissions.
- 5.2.2 Develop a sustainability checklist specific to the Harbour Area.

- 5.2.3 Renewable energy production should be explored in all major new developments in the Harbour Area, including district energy systems using ground or ocean sourced geo-exchange heating and cooling, tidal energy, wind energy, solar energy or other low carbon energy production.
- 5.2.4 Encourage the development of car co-ops, supporting reductions in parking requirements where shared vehicles are provided.
- 5.2.5 Promote the cleanup and redevelopment of brownfield sites within the Harbour Area and pursue grants and funding for this purpose, including provincial assistance available through the Provincial Brownfield Redevelopment Strategy (2008).
- 5.2.6 Stormwater management and sediment and erosion control plans will be provided with all new developments, and will incorporate site planning measures or technologies to control surface run-off.
- 5.2.7 For sites within the aquifer area, require development proponents to engage a hydrogeologist to prepare and substantiate strategies for the aquifer protection throughout all stages of development.

Figure 5-6: Environmental Best Management Practices, Such as on-site Stormwater Retention and Bio-filtration



5.3 Natural Environment

There are four main elements needed to achieve the overall goal of environmental protection of the natural assets of the Harbour area: identification, assessment, approvals guidance and mitigation/enhancement options.

Identification

A study by Thurber Engineering (1991) of the entire Town identified environmentally sensitive areas, which were then assigned a Development Permit Area or Greenbelt designation. A detailed inventory of environmentally sensitive areas in the Harbour area should be maintained by the Town and updated regularly. There are several provincial databases that can be used as the basis for this inventory, but a finer detail of mapping is required to protect smaller natural elements, as are typically found in an urban area. By maintaining a publicly available inventory, decisions can be made both by private individuals and Town representatives that routinely consider the environment when making decisions. Environmental information provided by development applications can be used to update the Harbour Area inventory. As is contemplated in the Smart Plan (2005), a tree inventory and tree protection by-law can be used to complement the environmental inventory. Any routine monitoring (i.e. water quality) should be added to the inventory, as it provides a valuable baseline for assessing impacts of proposed actions. The province maintains a registry of sites with contamination, and remediation of them as the opportunities arise will lead to gradual improvement of soil and groundwater quality.

Assessment

To achieve the greatest protection of the environment, all decisions, whether new development or ongoing maintenance and operations, public or private, should be required to assess the potential impact of their proposed actions. There are prescriptive methods for assessment of some elements (i.e. the Riparian Area Regulations for stream setbacks), but the general method of impact assessment should be required for all actions. By requiring some identification of potential impacts, the onus is on the proponent to propose measures for avoidance or mitigation of impacts.

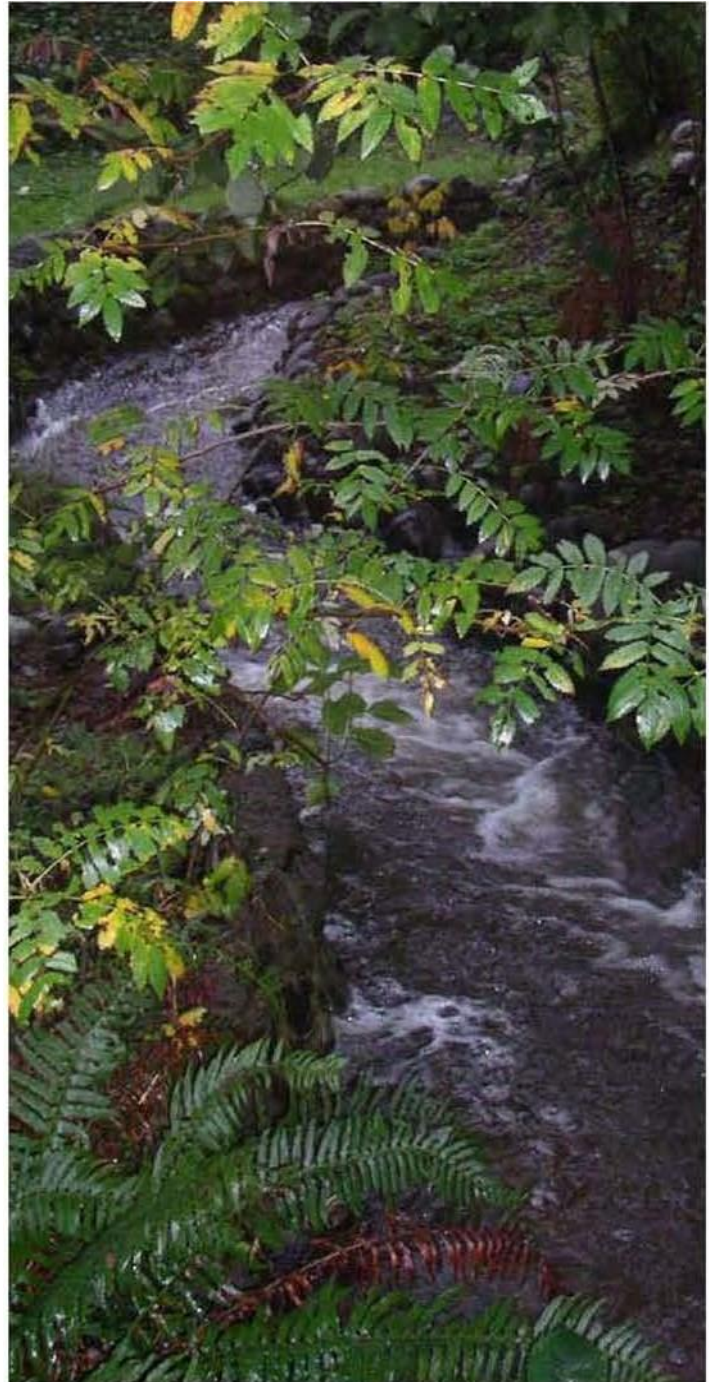


Figure 5-7: Naturalization of Watercourses (Charman Creek)

Potential developers are directed to consult guidance documents which describe best management practices and techniques for avoidance and mitigation, including:

- *Develop with care: Environmental Guidelines for Urban and Rural Land Development in BC*
- *Best management Practices for Amphibians and Reptiles in Urban and Rural Environments in BC*
- *Riparian Areas Regulation Assessment Methods; Stream Stewardship: A Guide for Planners and Developers*
- *Access Near Aquatic Areas: A Guide to Sensitive Planning, Design and Management*

Approvals

The Town's main tools for environmental protection include the designated Environmental Development Permit Areas and existing Tree Protection Bylaw.

Mitigation/Enhancement

Many of the guidance documents listed above provide best management practices and mitigation measures. The Town could develop and maintain a list of standard best management practices that are required with all developments (ie-oil/water separators for all parking areas). While the onus should be on the proponent of a given project to propose an appropriate mitigation, then Town could be proactive and maintain a list of potential enhancement projects. Local environmental and stream keeper groups typically have suggestions for potential projects.

Policies

- 5.3.1 The Town will maintain a publicly accessible and periodically updated inventory of sensitive environmental features identified in the Harbour Area.
- 5.3.2 Require environmental impact studies in all rezonings in the Harbour Area.
- 5.3.3 Maintain and enhance the natural shoreline and aquatic zone through planting, by avoiding 'hard' infrastructure in the foreshore, and by creating wetlands and marsh areas for habitat and to protect shorelines against erosion from currents, fetches and wakes.
- 5.3.4 Formulate and implement a revegetation and enhancement plan for streams within the Harbour Area including streambank stabilization to reduce erosion and sediment flow to the harbour, daylighting culverted streams, removing obstructions, and creating new habitat and spawning areas.
- 5.3.5 Protect existing natural assets and habitat areas such as the known Heron Rookery north of the Marina Lands, and the eelgrass (zostera) areas which function as nursery grounds for many species.
- 5.3.6 Clearly mark eel grass areas with physical signage, maps in locations along the Harbour walk, and by providing downloadable documents and GPS coordinates.
- 5.3.7 Explore measures to improve the quality of water in the Harbour (such as increasing tidal flushing by opening booms at Armours Beach in the winter, monitoring live-aboards to ensure they are self-contained, and improving spill control response at all marina sites).
- 5.3.8 Install Oil-Water Separators, for the removal of floatable petroleum based contaminants from small areas of concentrated activity (e.g. gas stations and parking lots).
- 5.3.9 Increase environmental education and signage focused on the foreshore area, including installing yellow fish markers on curbside storm drains, which indicate that drains empty into nearby creeks and foreshore areas that likely contain fish habitat.



Figure 5-8: Eelgrass (source Mayne Island Conservancy Society)



Figure 5-9: Concept Sketch of Waterfront Walkway (View Towards Hyak Marine Site)

5.4 Pedestrian and Bicycle Circulation

Bike routes should not require cyclists to make detours which add significantly to the distance or difficulty of getting from A to B. In the Gibsons Landing context, bicycle routes that require avoidable hill climbing will not be used. It is therefore recommended that Marine Drive / Molly's Lane/ Winegarden / Linear Park along Hyak be designated as a bike route. Desired future bicycle and pedestrian routes are shown on "Figure 5.10 Pedestrian Circulation Plan" and on "Figure 5.11 Bicycle Circulation Plan". Town-wide bicycle routes are shown on the "Bicycle and Trails Master Plan" included elsewhere in the Official Community Plan.

Pedestrian Circulation Policies

- 5.4.1 Through the development process, acquire pedestrian routes as Town Right-of-Ways as shown on the Pedestrian Circulation Plan Map.
- 5.4.2 For pedestrians, provide an extensive pedestrian pathway system designed to filter throughout the Landing area. This will provide options for pedestrian movement both across the length of the Landing area and from the upper residential areas down to the waterfront – creating linkages to civic and park spaces and related developments, such as the proposed cultural precinct on Holland Lands.
- 5.4.3 Future improvements to all roads shall be designed to accommodate a range of transportation modes, prioritizing travel on foot, bicycles, scooters and transit vehicles, while allowing for automobile circulation.
- 5.4.4 Provide a continuous disabled-friendly footpath following the shoreline from the south-eastern breakwater (Breakwater Park) in the south to Armour's Swimming Beach in the north. Use a variety of treatments along the Harbour front walkway to create a natural feel and extend the walkway onto elevated boardwalks, where feasible.

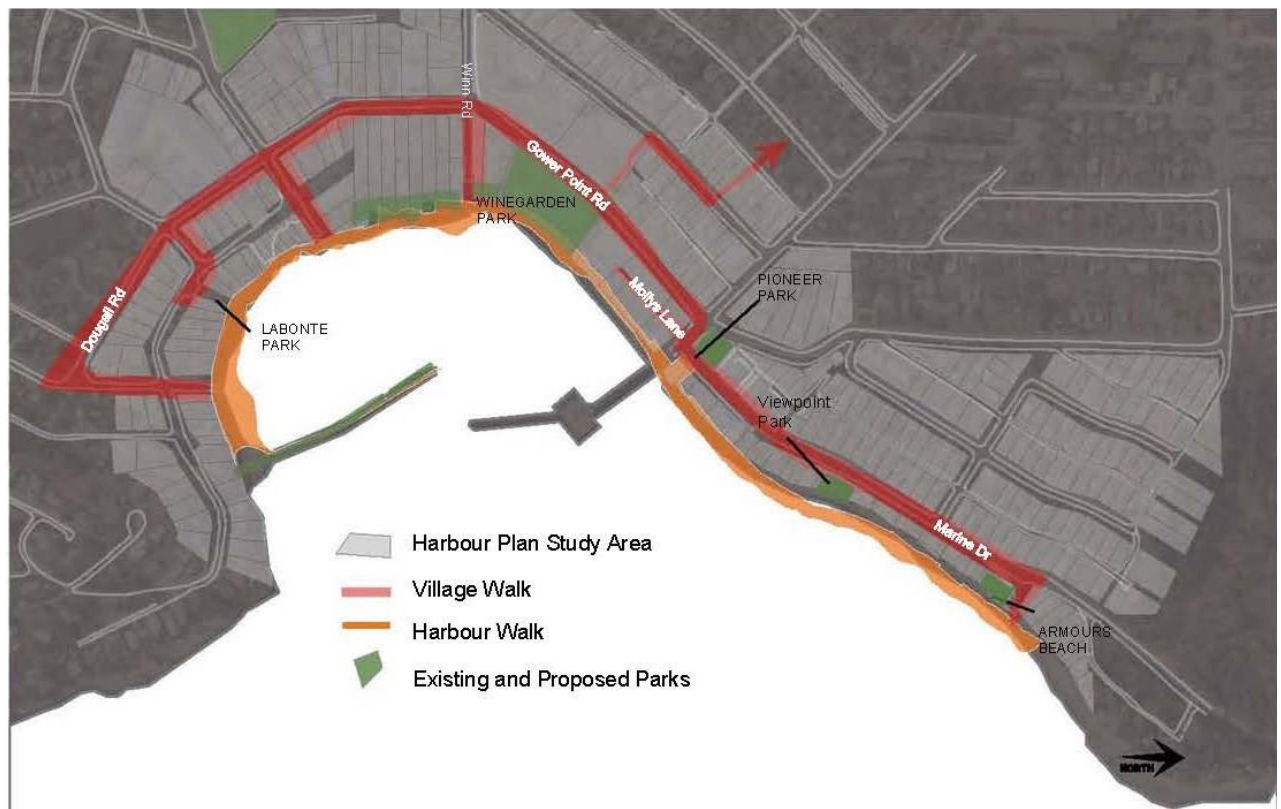


Figure 5-10: Pedestrian Circulation Plan

- 5.4.5 Provide sidewalks on both sides of Gower Point Road / Marine Drive from Dougall Road in the south to Town's boundary in the north. From Dougall Road to Jacks Lane, where possible these should be at least two metres wide. Varying cross-section width, with setbacks alongside newer buildings could provide variety and interest.
- 5.4.6 Provide sidewalks on both sides of South Fletcher Road (School Road to Winn Road).
- 5.4.7 Improve accessibility by providing disabled-friendly ramps at key intersections and trails, including "five corners".
- 5.4.8 Provide lane access midway between School Road and Winn Road from Winegarden Park and Gower Point Road (Harbour Steps) to link with the walking path leading up to Upper Gibsons (on the 500 block of South Fletcher).
- 5.4.9 At key intersections and mid block where pedestrian routes cross arterials/collectors, consider terminating parking lane and providing corner bulges or roadway narrowing for clearly visible, raised or textured, pedestrian crossings.
- 5.4.10 To ensure continuous public access to the waterfront, no new licenses for private wharfs will be issued between Gibsons Marina and the southern boundary of the Town and between Gramma's Pub and the northern boundary of the Town.
- 5.4.11 Site development should create and enhance public pedestrian linkages between major roads and the shoreline; and both the shoreline edge and the streetscape along Gower Point Road/Marine Drive should be considered as the focal points of any development.
- 5.4.12 Create a series of 'nodes' focused on water uses that add interest and variety to the waterfront. These 'nodes' include:
 - Armour's Swimming Beach
 - Future moorage and potential marina for transient boaters
 - Government Wharf with existing community facilities as well as the terminus of the future public transit linkage from Gibsons Landing to Upper Gibsons
 - floating markets (including day moorage slips in a central harbour location)
 - floating maritime museum and restaurant
 - Hyak Marine
 - Marina
 - extended harbour-front walkway to southern breakwater and gazebo
- 5.4.13 Create a pedestrian, market plaza at the foot of School Road, which could also incorporate parking.
- 5.4.14 Enhance connections from the Landing to provide safe routes to schools.

Bicycle Circulation Policies

- 5.4.15 Through the development process, acquire bicycle routes as shown on the Bicycle Circulation Plan Map.
- 5.4.16 Actively support the development of a safe, continuous bicycle route from the Langdale Ferry Terminal to the Harbour Area.
- 5.4.17 Budget for improved cycling facilities as indicated on the Bicycle Circulation Plan Map and, where possible, provide for separated bicycle lanes. As an interim measure, install signage and maps indicating the safest and least steep routes for cyclists.

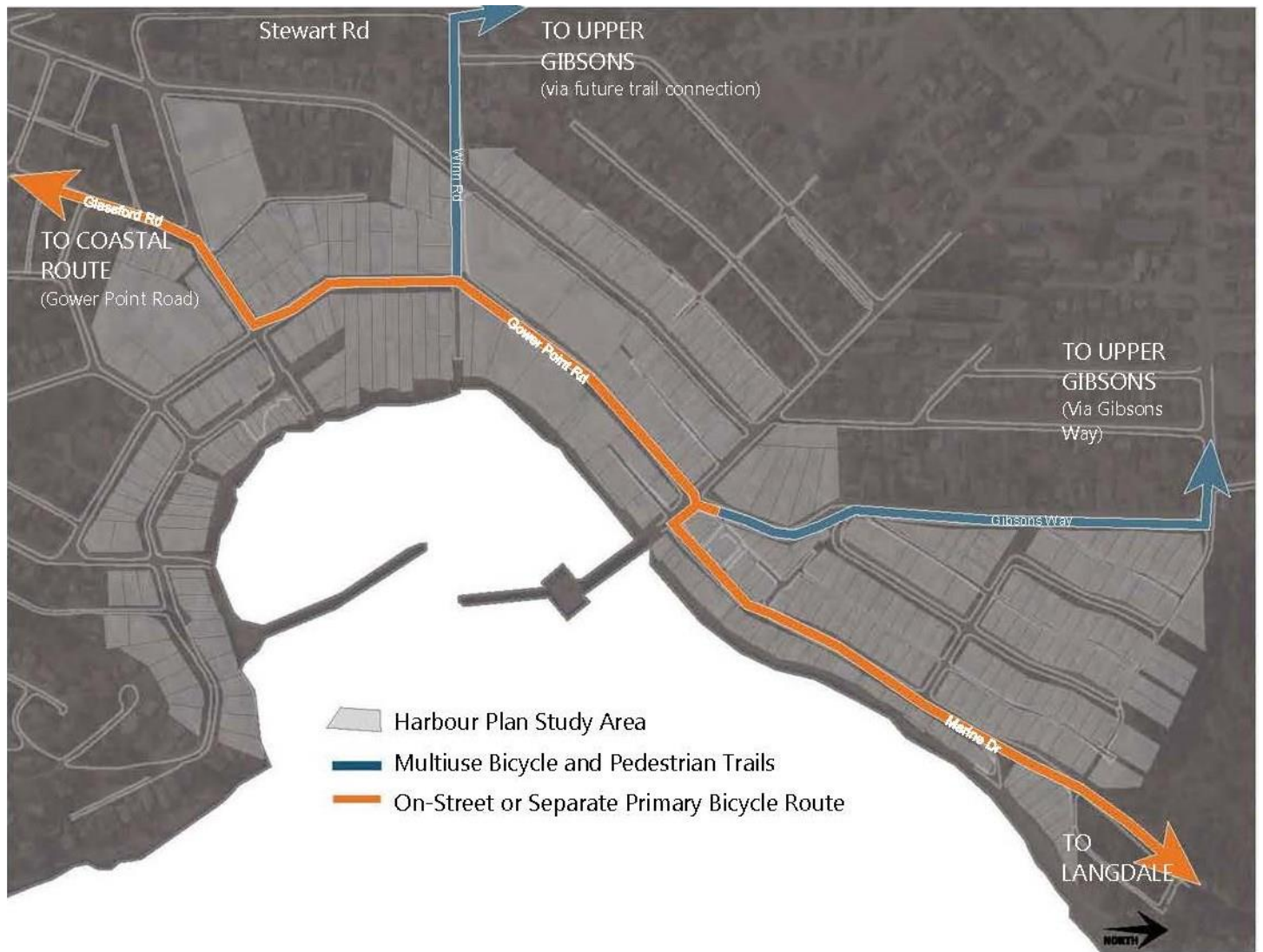


Figure 5-11: Bicycle Circulation Plan

5.5 Vehicle Circulation and Parking

Vehicle Circulation Policies

- 5.5.1 Explore funding options for the creation of a Community Shuttle Bus linking Upper Gibsons to the Harbour Area, facilitating the balanced growth and differentiation of business types between the two areas.
- 5.5.2 Develop strategies to discourage vehicle traffic from short cutting through residential areas on local roads.
- 5.5.3 Ensure that all approaches to the Downtown area are sign posted at 30 km/h.
- 5.5.4 Explore the closure of School Road, disallowing through traffic from School Road south into the “five corners” intersection.
- 5.5.5 Implement traffic calming (or pedestrian favouring) measures in the downtown area to keep traffic speeds low and minimize negative impacts from moving traffic, especially between “five corners” and the northern Town boundary.
- 5.5.6 Narrow cross-sections of minor roads approaching an intersection with a more important road, or use other visual cues, such as gateways, pillars, arches or banners, to indicate entrances to neighbourhoods.

Parking Policies

- 5.5.7 Install clear signage directing visitors to public parking areas (on street and in lots and parkades).
- 5.5.8 Retain and expand on-street parking to provide buffers between moving traffic and pedestrians on sidewalks.
- 5.5.9 Encourage high turnover for on-street parking spaces to facilitate commercial activity and reserve off-street spaces for longer term parking.
- 5.5.10 Prepare a parking plan that considers:
 - sufficient off-street parking for residential properties
 - provision of off-street parking for users of Winegarden Park and other public open spaces
 - a reasonable amount of parking in the Marina area so as to avoid spillover into residential areas

5.6 Economic and Cultural Initiatives

Design and development of the Harbour should enhance appeal for visitors and residents by enabling an experience of the waterfront and intimately connecting it with commercial operations.

The commercial area of Gibsons Landing is heavily dependent on pedestrian activity in order to ensure the viability of both existing and future commercial development. While the commercial land use policies in Lower Gibsons continue to support visitor related businesses, the emphasis in the Plan supports those uses which will serve the local (year round) population, as well as visitors. It is important that both residential and commercial uses are introduced in a manner which will enhance the image of Gibsons Landing, and in locations where the potential conflict of such higher densities with surrounding areas will be minimized. The Plan envisions a vibrant and varied economy in the Landing and a range of activities and public spaces that make the area appealing, safe and exciting for children and adults of all ages.

Policies

- 5.6.1 Create and implement a “Gibsons Landing Enhancement Strategy” focused on low cost investments aimed at making the Landing a more welcoming and appealing destination for residents and visitors.
- 5.6.2 Actively encourage the initiation of a Harbour to Harbour, Gibsons Landing to Vancouver, passenger ferry.
- 5.6.3 Explore the use of targeted incentives to encourage innovative development including DCC reductions, property tax holidays, reduced parking requirements and other means.
- 5.6.4 Work with Harbour user groups and Harbour Authority to pursue funding and develop a long term financial plan aimed at expanding marina capacity for the purpose of accommodating additional pleasure craft and commercial vessels.
- 5.6.5 Install mooring buoys in the harbour (possibly northeast of the government Wharf) to accommodate additional transient vessels.
- 5.6.6 Mitigate the impacts of additional moorage in the location north of Government Wharf, through regulations and signage at the marina prohibiting refuelling, pumping out of bilges, engines idling for long periods of time, and informing boaters that a public swimming beach is nearby.
- 5.6.7 Evaluate future expansion of the Harbour for potential to interfere with the operation of the fishing fleet.
- 5.6.8 Increase tourist accommodation within walking distance of the Harbour area.
- 5.6.9 Fund and coordinate improvements to Molly's Lane to increase its appeal as a pedestrian-oriented destination shopping area (see “Figure 5-13 Concept Sketch of Molly's Lane”).
- 5.6.10 Maintain reduced moorage fees for Commercial Fishing Fleet offered by the Small Craft Harbour as an incentive to remain.
- 5.6.11 Encourage cultural and institutional uses to act as vital anchors to the day-to-day activities of the area and to establish the Landing as a “village centre”.
- 5.6.12 Encourage a mix of day-to-day retailers.
- 5.6.13 Encourage ‘festival’ retail in the Gibsons Landing area in consultation with the Harbour Authority by locating a floating market / restaurant along the waterfront beside the Government Wharf where seafood, fresh produce and other food and craft items would be sold. Merchants would be encouraged to vend from boats adapted for such purposes reflecting the ‘festival nature’ of the market.
- 5.6.14 Provide for the day-to-day needs of residents of all ages in the Landing by encouraging a broad base of shops, restaurants and services (e.g. green grocers, meat/fish, canned goods and specialty foods, drugstores and convenience); specialty retailers (durable, semi-durable and apparel); and service commercial activities.
- 5.6.15 Retain a mix of uses serving both commercial and recreation activities in the harbour to guard against the harbour becoming dominated by uses catering to seasonal tourism.
- 5.6.16 Support small scale on-shore fuel facilities associated with marina use. Floating fuel barges are not permitted within the Town's Recreational Foreshore Lease boundary.



Figure 5-12: View South Down Molly's Lane (2011)



Figure 5-13: Concept Sketch of Molly's Lane

Cultural Facilities and Amenities

- *Ensure that households with small children have nearby, convenient play and park spaces, shopping and educational resources. Low and medium density residential areas should be near shopping, parks, recreational areas, and educational programs.*
- *Ground-oriented townhouse development should feature shared courtyards as well as private yard spaces suitable for a family living environment, including children.*
- *Child play facilities in waterfront park spaces should be considered in future recreation planning.*
- *Acquire a right of way, through amenity contribution, density bonusing, or purchase of land along the waterfront, a minimum of 15 metres in width, for a linear waterfront park joining the current park adjacent to Gibsons Marina to Winegarden Park.*
- *Increase public space and amenities in the area designated as the "Village Cultural Precinct" on the Harbour Area-Sub Areas Plan ("Figure 2.1 Character Areas"). This will complement the existing public facilities by creating a cultural precinct possibly utilizing roofs as public terraces.*
- *Encourage cultural, recreation and festival events within the Cultural Precinct, Dougall and Winegarden Parks, encourage the varied use of public space and streets for year round community markets, performances, and other activities and support existing festivals and cultural activities.*
- *Improve Winegarden Park's design such that it functions as a festival park supporting an array of events and activities.*
- *Support the rental of powerboats, sailboats, sailboards, canoes, kayaks and other recreational equipment in the Commercial Harbour Area.*
- *Relocate the Maritime Museum, if possible, to a waterfront or water site to increase its visibility, strengthen its relationship to marine activities, and combine this use with a restaurant or café to aid in promoting self-sufficiency in its operations.*
- *Retain and integrate heritage buildings, such as Doc Inglis house, into the village. Through redevelopment, such heritage features can be protected yet integrated with adjacent development. Adaptive reuse of heritage buildings should be considered and designed consistent and complimentary to the heritage character.*
- *Support a local arts centre, arts school, or local arts association, exhibition and sales, and public education facility.*
- *Support the development of Armour's Beach as a destination 'hub' providing services and recreational activities that add to the appeal of the waterfront.*
- *Recognize the area to the south end of the breakwater as a public swimming beach.*
- *Support the expansion of a visitor information centre that provides easy access and parking.*

5.7 Development Management

- *Development will be coordinated with investment in infrastructure to meet future municipal servicing needs.*
- *Development approvals will be subject to ongoing monitoring of the capacity of the aquifer, which may include developers providing additional monitoring points via new or existing wells.*

6 IMPLEMENTATION & MONITORING

The Town will develop an implementation strategy including short term, medium term and long term actions to further the goals and objectives outlined in the Harbour Area Plan. The implementation strategy will allocate budget to selected projects, assign responsibilities to Town departments, include time frames for capital improvements, and contain benchmarks and milestones for measuring success.

Council will monitor the progress of the Harbour Area Plan by requesting staff to prepare a report card every two years that would assess the Harbour Area from the perspective of a number of sustainability factors, assess progress towards the goals and objectives outlined in the Harbour Area Plan and include benchmarks and milestones.

The Harbour Area Plan will be reviewed and updated approximately every five years.

Figure 6-1: Possible Implementation and Monitoring Framework

Loren Ipsum Designation					Description	Status	Priority Year	Responsibility	Estimated Completion
Goal	Objective	Policy	Action						
1	1.1	Loren Ipsum Loren Ipsum Loren Ipsum	Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum	Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum	Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum Loren Ipsum	Loren Loren Loren Loren Loren		2013 Department	2013

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PART F:
GOSPEL ROCK
NEIGHBOURHOOD
PLAN

CONTRIBUTIONS AND CREDITS

This document draws on work produced by the Gospel Rock Refinement Committee, the Gospel Rock Select Committee and the reports and studies prepared during these processes by Michael Rosen, Planning Consultant, and Holland Barrs Planning Group.



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1 INTRODUCTION & BACKGROUND

1.1 General Description of Area

This document presents a plan for the area known as the Gospel Rock / Shaw Road Neighbourhood described in the Town of Gibsons Official Community Plan (OCP). The OCP was previously amended to include the waterfront area south of Gower Point Road within the Gospel Rock Neighbourhood Plan area.

The location of the Plan area within the context of the overall Town boundaries and the specific boundaries of the Plan area are illustrated in “Figure 1.1 Gospel Rock Neighbourhood Plan Area Boundaries”. The area covers approximately 140 acres and has fragmented property ownership held in 14 different titles.

1.2 Context of Official Community Plan

The Town’s Official Community Plan provides an essential context for the planning and development of the Gospel Rock/Shaw Road Neighbourhood. The neighbourhood is identified as a Neighbourhood Plan Area on Schedule A – Land Use Plan, and Section 7.6 of the OCP contemplates that the Gospel Rock area will be considered for future residential development in the longer term.

The OCP recognizes both the environmental and recreational attributes of the area as well as the development interests of the private property owners. Policy statements in the OCP speak to the potential acquisition of park land by way of the Town utilizing its tools as well as community interest groups seeking ways to raise funds.

There are a number of policies within the OCP that speak directly to the Gospel Rock Neighbourhood Plan, briefly described as follows:

- *incorporate energy efficiency, smart growth, and sustainability principles in the plan*
- *address land use, building design, transportation, and servicing matters in the plan*
- *consider including a hotel / retreat destination and arts and cultural centre / park in the plan area*
- *support park land acquisition by way of the Town utilizing its own statutory tools as well as providing assistance to community interest groups seeking ways to raise funds*
- *designate all multi-family and commercial development as development permit areas*

Portions of the Gospel Rock Neighbourhood are situated within Development Permit Area No. 1 (Geotechnical Hazard) and Development Permit Area No. 2 (Environmentally Sensitive). This signals that these issues need to be addressed both in the planning of the neighbourhood and the development of the lands.

1.3 Purpose and Goals of the Neighbourhood Plan

The purpose of the Gospel Rock Neighbourhood Plan (Plan) is to manage the growth and development of the neighbourhood by defining and designating land uses for the area as well as describing policies, standards and guidelines to protect the natural environment, allow for the provision of affordable housing, and control the form and quality of development within both the public and private realms. Given the modest growth rate that Gibsons is expected to experience of the next 20 years and given the other growth areas in the Town (Upper Gibsons and the Harbour Area), the build out period of the Gospel Rock Neighbourhood is anticipated to be in the 25 - 50 year range.

1.4 Overview of Planning Process

In November 2005, The Town of Gibsons began the Gospel Rock Neighbourhood Plan process. The Town was committed to a highly engaging, participatory process that would lead to a Plan based on the principles of smart growth and sustainability. The Plan must be well supported, technically robust and balance the needs of different stakeholders including landowners, residents of Gibsons and Elphinstone, the Town and other government agencies.

The Council appointed a community-based Gospel Rock Select Committee to work with a consulting team in preparing the Plan. Several concept plans were developed and evaluated. In 2008, the Town asked the community by way of a survey to express their preference for either one of two concept plans (Plans A and B prepared by the consulting firm Holland Barrs). Based upon the results, Town Council decided not to proceed with either option.

In 2009, the Council appointed the Gospel Rock Refinement Working Committee consisting of three members of Council, the Town's Planner, a planner representing the major property owners in the area, and a planning consultant representing the Town. The Committee's mandate was to recommend a revised land use concept to Council as the basis for the Gospel Rock Neighbourhood Plan. Taking input from the landowners in the Plan area, participating stakeholders, and adjacent residents and supported by technical advice, the Committee provided its recommendations to Council in December 2010. These recommendations formed the basis for Council discussions throughout 2011 which resulted in a draft of Gospel Rock Neighbourhood Plan put forward for public consideration and comment.

Figure 1-1: Gospel Rock Neighbourhood Plan Boundaries

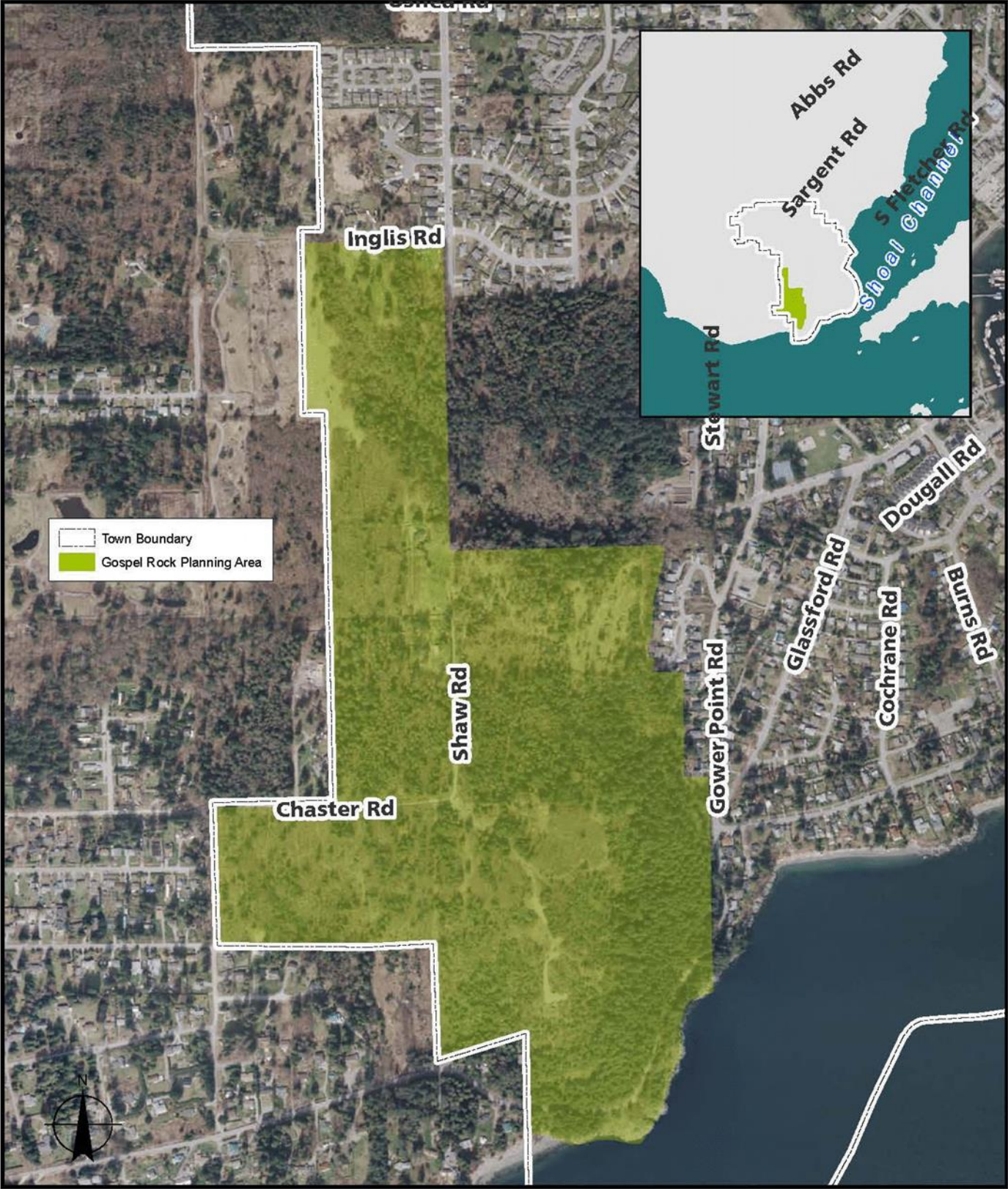


Figure 1-2: Workshop Sessions



2 PLANNING GOALS & PRINCIPLES

2.1 Planning Goals

Drawing from community input and previous studies, nine major goals have been identified which indicate the Plan's broad direction.

GOAL 1

PROTECT AND ENHANCE NATURAL ECOLOGICAL SYSTEMS AND BIODIVERSITY IN AND AROUND THE GOSPEL ROCK LANDS

GOAL 2

ENSURE LOW-IMPACT DEVELOPMENT THAT USES RESOURCES EFFICIENTLY AND HARMONIZES WITH NATURAL ENVIRONMENTAL SYSTEMS

GOAL 3

REDUCE FOSSIL FUEL ENERGY CONSUMPTION AND IMPACTS ON AIR QUALITY AND CLIMATE CHANGE

GOAL 4

CONTRIBUTE TO LOCAL COMMUNITY ECONOMIC VITALITY

GOAL 5

ENSURE MUNICIPAL FISCAL VIABILITY AND COST RECOVERY

GOAL 6

BUILD ECONOMIC VALUE FOR ALL LANDOWNERS AND ENSURE FAIRNESS AND BALANCE

GOAL 7

BUILD A VIBRANT AND HEALTHY COMMUNITY

GOAL 8

RESPECT AND ENHANCE THE UNIQUE CULTURE AND SENSE OF COMMUNITY IN GIBSONS AND ELPHINSTONE

GOAL 9

CREATE AN INCLUSIVE AND DIVERSE COMMUNITY

2.2 Planning Principles

The planning principles are more specific than the broad-based goals and provide direction for land use policy and ultimate Council decision making.

- Create a neighbourhood with a complimentary mix of land uses
- Provide a land use pattern that respects the character of the adjacent neighbourhoods
- Provide a diversity of housing types and tenures for all ages, incomes, and household compositions
- Provide private and public amenities that benefit the new residents of Gospel Rock and also the broader community
- Promote pedestrian mobility, bicycling and transit use by organizing the neighbourhood on an integral pattern of streets and public pathways
- Provide a pedestrian network that is accessible to everyone
- Promote environmental sustainability and ensure environmentally sensitive areas are incorporated into the trail network and open space
- Provide a quality public realm through the use of pedestrian-friendly streetscapes, walkways and public gathering spaces
- Implement a green building strategy that will assist in reducing the environmental impacts of new development on the local environment
- Create a neighbourhood that is environmentally, socially and economically sustainable
- Recognize that the waterfront land on the south side of Gower Point Road has significant potential for community/park use
- Provide linkages to trails and roads to the Town and the Sunshine Coast Regional District (SCRD) that are complementary to the SCRD's plans and are predicated on environmental considerations

3 NEIGHBOURHOOD LAND USE PLAN & POLICY FRAMEWORK

3.1 Major Land Use Issues

During the course of the Plan preparation process, a number of major issues surfaced that significantly influenced the direction of the Plan.

Use of the Waterfront Land

Approximately 4.1 acres (1.65 ha) of land consisting of 1552 feet (473.3 metres) of shoreline lying south of Gower Point Road is situated within the Plan area. Community groups such as the Friends of Gospel Rock Society and the Sunshine Coast Conservation Association as well as general community sentiment have expressed the view that the waterfront land should be preserved in its natural state due to its environmental attributes and should be dedicated to the Town as public land. On the other hand, the land is privately held and successive owners have expressed an interest in developing a portion of the waterfront land and a willingness to transfer ownership of the remaining portion to the Town as park.

A report regarding the environmental sensitivity of the waterfront land was completed by Mr. Paul Van Poppelen and was received by the Town in April 2010 and subsequently peer reviewed by Whitehead Environmental Consultants Ltd.

Though these reports concluded that portions of the waterfront lands were of lesser environmental significance, considering the perspectives from the various stakeholders and public input, it was recognized that housing development is not a desired use on these lands.

Traffic Flow and Access

Due to its location within the Town on a rock promontory, the Gospel Rock area is currently not serviced with a well developed road system. The only current access to the area is off of Chaster Road that lies outside of the Town's jurisdiction within the adjacent Elphinstone rural area. Should the Gospel Rock area be developed at the densities anticipated within the Town's Official Community Plan, improved road access will be required.

A variety of road options to accommodate improved road access were examined. The options were considered within the context of a number of factors including impacts upon existing neighbourhoods, topographic and environmental constraints, and development phasing and sequencing. Providing a major access by extending Shaw Road southward would require a major crossing of the Charman Creek Ravine. Extending Bayview Heights Road as a major access road westward and up the hill would impose upon the existing neighbourhood and would be extremely intrusive both visually and environmentally.

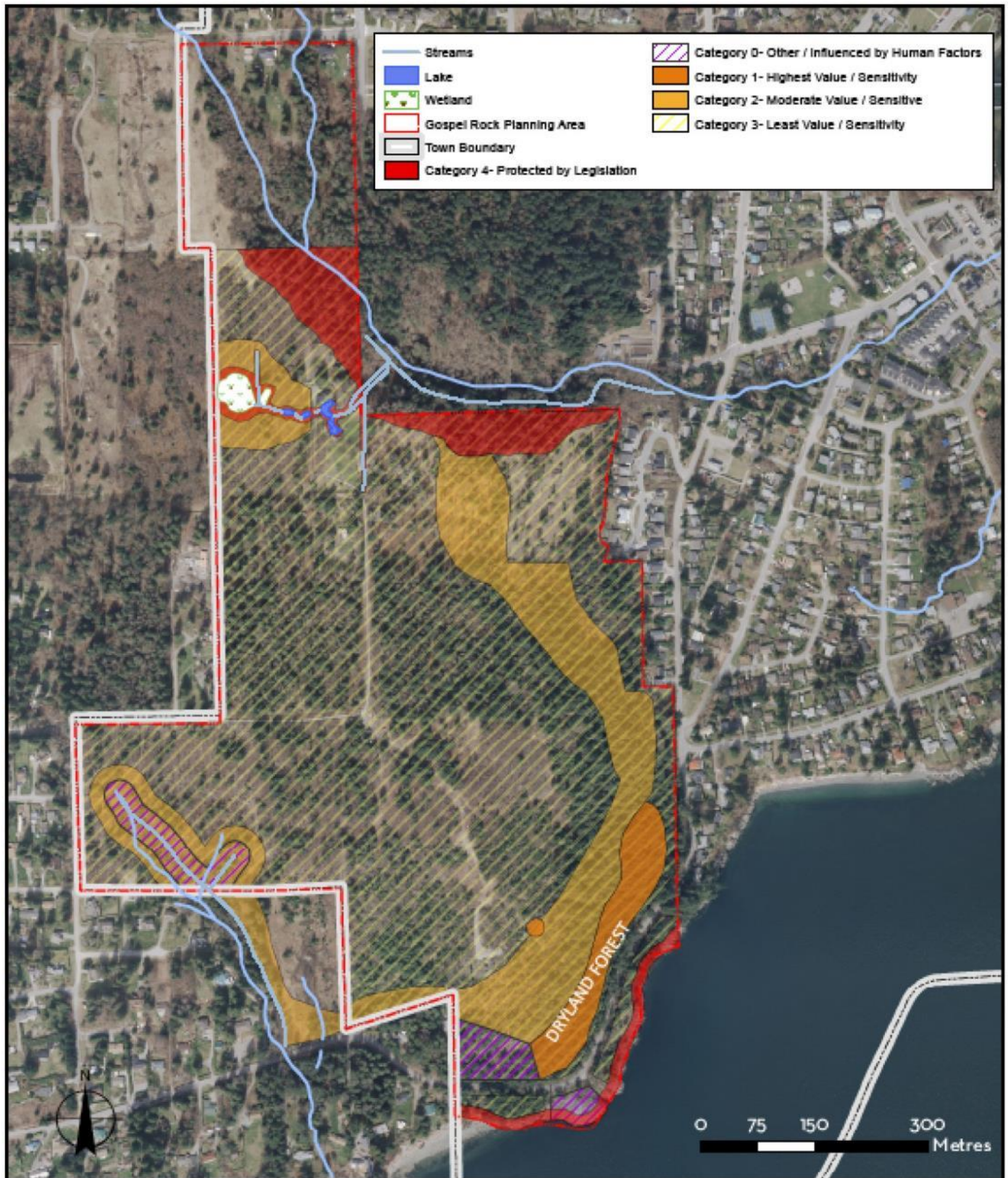
It became clear that there was no one option that would meet all the interests from all the various stakeholders and therefore the Neighbourhood Plan would need to provide for a balanced solution incorporating both a short term and long term approach for managing traffic flow generated by the Gospel Rock neighbourhood.

Environmental Considerations and Open Space

Although portions of the Gospel Rock area have been altered over the years, the area still has a number of environmental features that need to be respected in the planning of a new neighbourhood as identified on "Figure 3.1 Gospel Rock Environmentally Sensitive Areas". The Charman Creek Ravine, some small wetlands dotting the northern portion of the area, the dry land forest along the eastern escarpment, and the shoreline foreshore are all environmentally sensitive areas that have been identified in Paul van Poppelen's report entitled "Gospel Rock Neighbourhood Plan Area: Ecosystem and Wildlife Area Use Classification" dated October 2009. All these features provide important habitat for wildlife in the area. The Neighbourhood Plan policy framework needs to speak to protecting these areas and minimizing the impact that development would have on them.

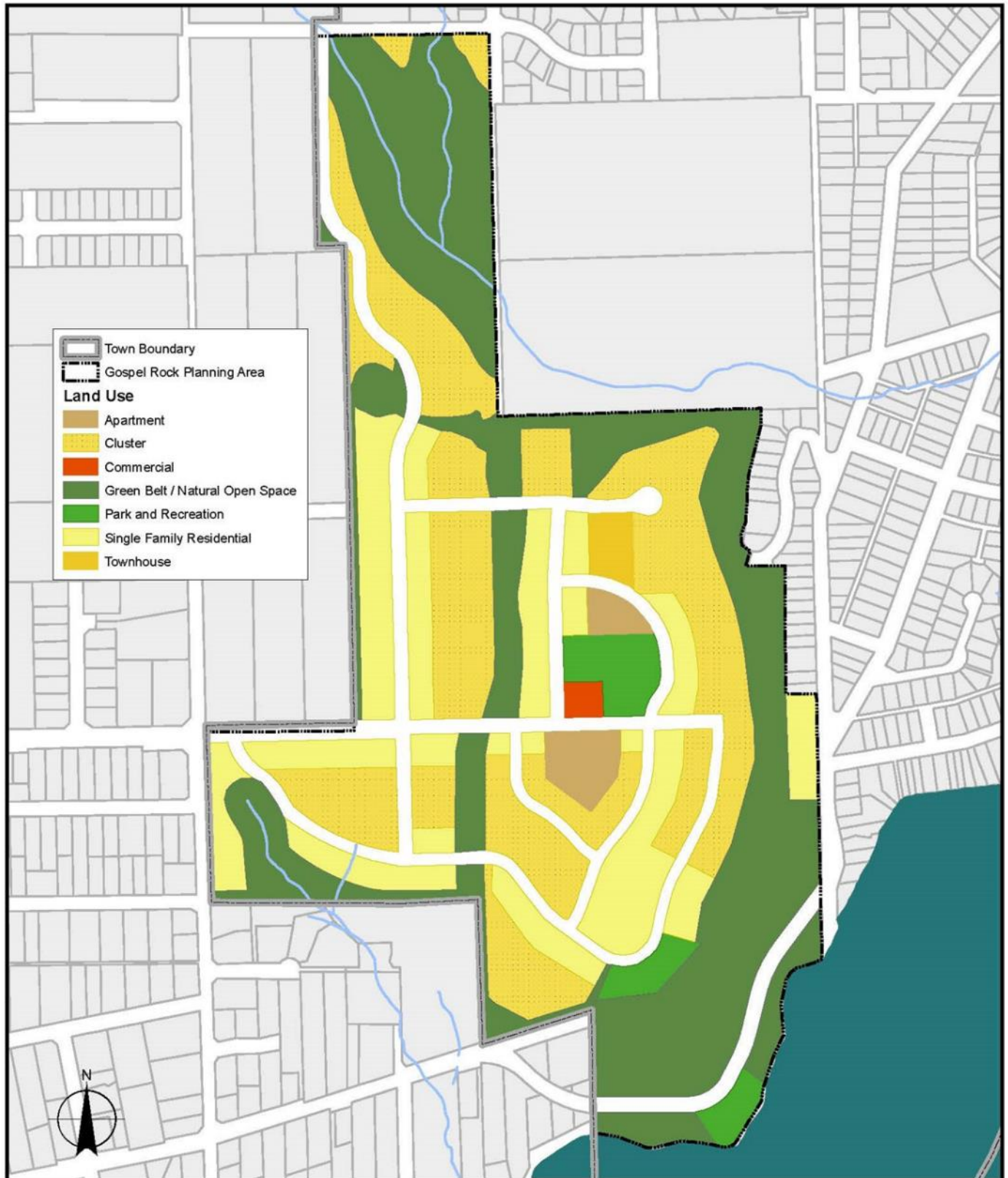
Although held privately, the general public has historically enjoyed use of the Gospel Rock area, both "Little Africa" and the "Cross Rock" in the upper bench, and the Gospel Rock viewpoint south of Gower Point Road. Given the importance of these particular areas to the community, it was determined that it would be critical for these areas to be identified as public use areas within the Neighbourhood Plan with the consent of the respective landowners.

Figure 3-1: Gospel Rock Environmentally Sensitive Areas



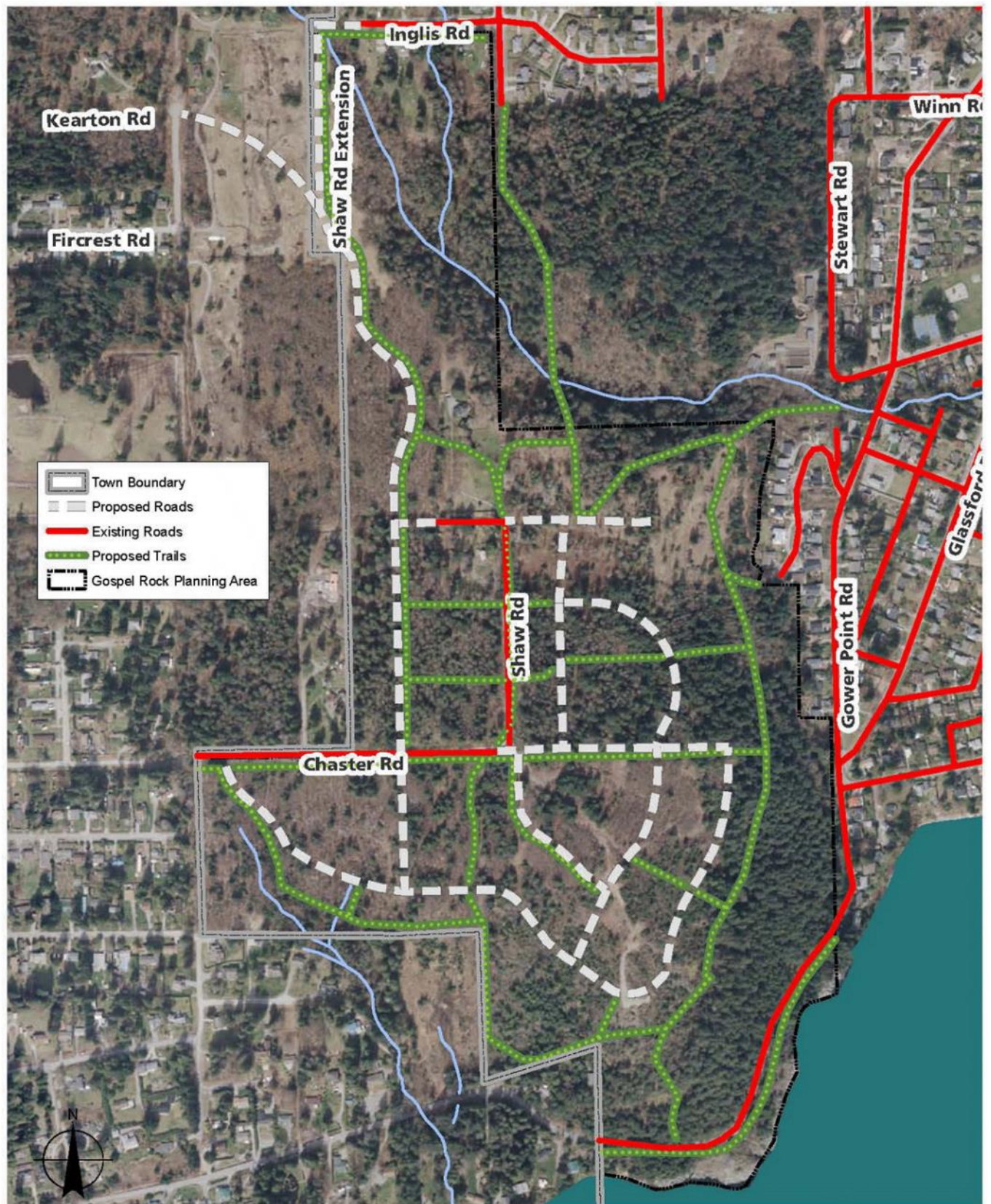
Data Provided By Paul van Poppelen, RPBio, 6 October 2009.

Figure 3-2: Gospel Rock Neighbourhood Design Concept



The Neighbourhood Design is conceptual: future development is to be generally consistent with the Neighbourhood Design, though exact locations of roadways, parks, greenspaces, etc. are subject to further detailed study and negotiation at the appropriate juncture. See Land Use Policies in Section 3.4.

Figure 3-3: Circulation



Future circulation is conceptual: the exact locations of roadways and trails, are subject to further detailed study and negotiation at the appropriate juncture. See relevant Policies in Section 3.5.1 and 3.4.4.

3.2 Land Use Plan Map

Applying the planning goals and principles and in considering the various issues, a Land Use Plan was generated and is shown in Figure 3-2, the highlights of which are as follows:

- *designation of the Charman Creek riparian area as greenbelt*
- *designation of two north-south wildlife corridors*
- *protection of the dry land forest and geotechnically challenged steep slopes on the east side of the area*
- *accommodation of both north-south and east-west trail networks*
- *designation of viewpoint parks in “Little Africa” and at Gospel Rock*
- *provision of landscaped buffers and increased lot depth along the ALR / non-ALR boundary on the west side of the plan area*
- *designation of a small centralized commercial / community gathering point along with an active park*
- *provision for a mix of housing types ranging from larger single family lots along the south and west perimeters, smaller single family lots in the interior, and cluster housing, townhouses, and apartments*
- *provision of sustainable servicing standards (reduced road widths, rain gardens, etc.) and energy sources (geothermal)*
- *no major road access connections to Bayview Heights Road or to Gower Point Road*
- *development of a new north south road linking the Gospel Rock area with Shaw Road (north) via Inglis Road*

3.3 Land Use Statistics

The boundaries of the Neighbourhood Design Concept are not meant to be exact and may be modified. Changes to the boundaries of the Design Concept must be consistent with the goals, principles, and policies of this Neighbourhood Plan. Current Land Use Designations for the neighbourhood area are located in the Smart Plan (Part B, Section 5).

The following chart provides some basic statistics for the Land Use Plan, recognizing that all the figures are approximate.

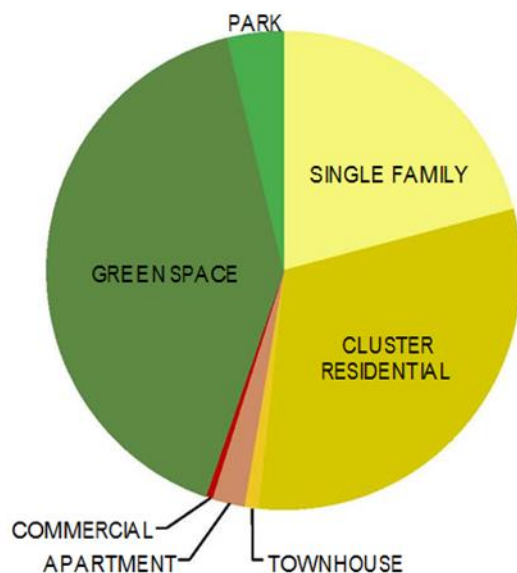


Figure 3-4: Land Uses by Percentage of Planning Area

	AREA IN ACRES	AREA IN HECTARES	PERCENTAGE OF PLANNING AREA ¹	MAXIMUM RESIDENTIAL BUILD-OUT / YIELD	DENSITY (UNITS PER ACRE)
Parks and Open Space					
Parks	4.9	2.0	3.8	n/a	n/a
Greenbelt / Natural Open Space	53.9	21.8	41.9	n/a	n/a
Total Parks and Open Space	58.8	23.8	45.7	n/a	n/a
Residential Land Uses					
Single Family w/ Secondary Suites	26.9	10.9	20.9	327	11.8
Cluster	38.5	15.6	29.9	692	18
Townhouse	1.2	0.5	1.0	20	16.2
Apartment	2.8	1.2	2.2	57	20.2
Total Residential	69.4	28.2	54.0	1096	15.8 (net)
Roads	19.8	8.0	13.3	n/a	n/a
Commercial	0.6	0.2	0.5	7 inc. in apar	n/a
TOTAL	149	60.2	100	1103	7.4 (gross)

Figure 3-5: Land Use, Buildout and Density Summary Statistics

¹ Gross Planning Area Based 148.7 acres

² The mix of housing units and the net average density in fits in favourably with suggested Smart Growth average densities of 10.5 units per acre with 25 percent open space.



Figure 3-6: Small-Lot Residential Character



Figure 3-7: Townhome Concept Image

3.4 Land Use Policies

The following policies will be used by Council in making decisions regarding land use and development matters.

- 3.4.1. Rezoning applications must be consistent with the land uses and densities indicated in Part B of the Smart Plan OCP.

Residential Land Use Policies

- 3.4.2. To achieve a diverse neighbourhood, a variety of housing choices will be provided with the various housing forms and densities to be developed generally consistent with the locations identified on Land Use Plan.
- 3.4.3. The highest density residential development shall be concentrated within and around the neighbourhood's community focal point which consists of a small commercial / community gathering area and an active park / open space in the central portion of the neighbourhood.
- 3.4.4. Land designated Single Family shall be used for single family lots with lot sizes not greater than 4,000 square feet in accordance with the guidelines within Development Permit Area No. 8, except along the perimeter of the neighbourhood adjacent to the acreage lots in Elphinstone within the Agriculture Land Reserve, in which case the minimum lot size shall be 8,600 square feet.
- 3.4.5. Land designated Cluster Housing may accommodate up to a maximum of 16 units per acre consisting of any combination of single family dwellings, row houses, granny flats, coach houses and secondary suites, the intent of which is to provide alternative housing opportunities, in particular affordable rental housing, and to maintain the single-family character of the neighbourhood. Cluster housing shall be developed in accordance with the guidelines within Development Permit Area No. 8.
- 3.4.6. Land designated Townhouse shall be developed to a maximum net density of 16 units per acre and in accordance with the guidelines within Gospel Rock Village Development Permit Area No. 10.
- 3.4.7. Land designated Apartment shall be developed to a maximum net density of 36 units per acre and in accordance with the guidelines within Gospel Rock Village Development Permit Area No. 10.
- 3.4.8. Appropriate development densities will be reviewed in five years with consideration given to the aquifer capacity, road access, infrastructure maintenance costs and the financial plan.



Figure 3-8: Neighbourhood Focal Point Concept Image

Commercial Land Use Policies

- 3.4.9. To enhance the walkability and livability of the neighbourhood, a small commercial area in the range of up to 5,000 square feet serving the needs of the neighbourhood will serve as a focal point and gathering space for the neighbourhood, at a location generally consistent with the Land Use Plan Map.
- 3.4.10. The commercial floor space may be accommodated within a mixed use building with residential units placed above the commercial space.
- 3.4.11. Commercial and mixed-use development shall be developed in accordance with the guidelines within Gospel Rock Village Development Permit Area No. 10.

Institutional Land Use Policies

- 3.4.12. To create a diverse neighbourhood, institutional land uses such as places of worship, community facilities, educational facilities, and similar types of uses shall be accommodated within any of the land use designations within the Gospel Rock neighbourhood, subject to rezoning.
- 3.4.13. The development of a new church on the site, stand alone or in combination with a residential

component, shall be considered as an appropriate neighbourhood use subject to rezoning.

- 3.4.14. In accordance with Section 6.2 of the Official Community Plan, land will not be reserved for a new elementary school site within the Gospel Rock neighbourhood given the expected reduction in school enrollment within the School District.



Figure 3-9: "Cross Rock" Proposed Park Area

Park and Trail Policies

- 3.4.15. As development of the neighbourhood evolves, the Town will secure parks and open space in locations generally consistent with the Park and Greenbelt/Natural Open Space designations on the Land Use Plan Map.
- 3.4.16. Land required for public access and designated as Park on the Land Use Plan shall be acquired by the Town as park land as a condition of either rezoning or subdivision approval. Of particular importance is the Little Africa / Cross Rock area on the high side of Gower Point Road and the Gospel Rock viewpoint area on the low side of Gower Point Road.
- 3.4.17. The actual boundaries of the park dedication areas will be determined based upon site specific survey, the intent being that the configuration of the parks will be based upon maximizing park values and limiting intrusion from adjacent non-park uses.
- 3.4.18. Regarding the land below Gower Point Road, the area around Gospel Rock shall be dedicated as Park and the surrounding area shall be designated as Greenbelt / Natural Open Space as indicated on the Land Use Map.
- 3.4.19. To reinforce the function of the neighbourhood's central community gathering point, land will be reserved for a neighbourhood park to accommodate the recreational needs of the residents of the neighbourhood.

- 3.4.20. The neighbourhood shall be serviced with a comprehensive trail network, which is shown on the Circulation Map. The trail network is intended to connect the various residential areas with the community gathering points and park areas as well as provide linkages with the adjacent areas.

Open Space and Environmental Policies

- 3.4.21. Land designated Greenbelt / Natural Open Space on the Land Use Plan Map shall not be developed due to its environmental sensitivity, its function as a vegetated buffer and its aesthetic value. The Charman Creek ravine and its riparian area, the dryland forest on the east flank of neighbourhood, two north south greenbelts / wildlife corridors and a small wetland in the northern portion of the neighbourhood are designated Greenbelt / Natural Open Space on the Land Use Plan Map and shall be protected through the administration of applicable federal and provincial legislation and the Town's development permit mechanism.
- 3.4.22. Should a development be proposed on a parcel of land which is partially designated Greenbelt / Natural Open Space, the Town will require that the proponent submit detailed environmental impact studies conducted by qualified environmental professionals to rationalize the boundaries of the development area and the measures that will be undertaken to mitigate any impacts.
- 3.4.23. When development proposals are being considered for specific parcels, the Town will decide whether the protection of areas designated Greenbelt / Natural Open Space shall be achieved by either acquiring the land in public ownership or by requiring that conservation restrictive covenants be registered and the land remain in private ownership.
- 3.4.24. The two north south greenbelt / wildlife corridors designated Greenbelt / Natural Open Space shall remain free of development but may be traversed by trails and minor access roads / driveways where deemed necessary by the Town. A minimum 50 metre wide greenbelt measured on the horizontal along the easterly flank of the neighbourhood shall be maintained, but that the width of the greenbelt may be reduced to not less than 30 meters on the horizontal based upon detailed site- specific study by a qualified environmental professional acceptable to the Town at the time a rezoning or subdivision application is being considered. The study should rationalize the boundaries of the development area and the measures that will be undertake to mitigate any impacts on the greenbelt. A second north south Greenbelt is envisioned in the centre of the plan area, connecting the Charman Creek Ravine to the dryland forest to the south.
- 3.4.25. Proponents for development proposals for land identified as Environmentally Sensitive and within Development Permit Area No. 2 shall be required to obtain a Development Permit.



Figure 3-10: Multi-Use Trail Concept Image

Agricultural, Wildland Fire, and Archaeological Impact Policies

- 3.4.26. To minimize the impact of development and the Shaw Road extension on the rural properties within the Agriculture Land Reserve immediately adjacent to Town's municipal boundaries on the west side of the neighbourhood, proponents will be required to provide buffers acceptable to the Town and the Agricultural Land Commission. These buffers may take the form of increased building setbacks, planting of vegetation screens, erection of fences, or other similar techniques.
- 3.4.27. The preparation of a Wildland Fire Interface Protection Plan will be required for all major developments. The Plan shall address forest fire protection measures such as: non-combustible roofing and siding material, green spaces and landscape vegetation, perimeter protection buffers, evacuation routes and water supplies. At the time of rezoning or subdivision, restrictive covenants will establish specific requirements for building within Wildland Interface areas and will be implemented during the subdivision and/or building permit approval process.
- 3.4.28. The preparation of an archaeological impact assessment may be required as a condition of development approvals.

Hazard Land Policies

- 3.4.29. The Town shall encourage new development to be located outside of the 200 year floodplain for any creek traversing the neighbourhood. In cases where development is located within the floodplain, flood protection measures shall be required.
- 3.4.30. Although geotechnical issues were taken into account in the identification of the development areas on the Land Use Plan Map, during subsequent rezoning, subdivision and/or building permit approval processes, detailed technical studies will be required for lands that may be subject to soil instability, rock fall, debris flows, etc., particularly along the east flank and the Charman Creek ravine.



Figure 3-11: Low Impact Road Design, Concept Image

3.5 Infrastructure Policies

The following policies will be utilized by Council in making decisions regarding infrastructure matters.

Transportation Use Policies

- 3.5.1. The southern extension of Shaw Road via Inglis Road shall function as the primary access for the Gospel Rock neighbourhood.
- 3.5.2. Given that the Shaw Road extension requires the cooperation of a number of property owners for both the dedication of land to accommodate the road and its construction, as an interim measure Chaster Road will function as the primary access into the neighbourhood until the Shaw / Inglis Road extension is achieved. A cap of 250 units has been established as the maximum amount of development that can take place within the neighbourhood that would utilize the Chaster Road access without the Shaw / Inglis Road extension being in place.
- 3.5.3. Bayview Heights Road is not a preferred access option for upland development.
- 3.5.4. All roads shall be designed and constructed in a manner that encompasses sustainability principles as reflected in the Town's road standards.
- 3.5.5. Development specific traffic impact studies may be required as the neighbourhood builds out and to track traffic patterns relative to the primary access routes.
- 3.5.6. The Gospel Rock neighbourhood shall be designed to accommodate alternative modes of transportation including transit buses, bicycles, scooters and walking by creating a compact neighbourhood that contains a mix of uses and housing densities, and provides different choices for people to move around their neighbourhood. As well, consideration shall be given to accommodating multi-purpose use of off-road trails where conditions are appropriate.

Municipal Service Policies

- 3.5.7. The developers within the Gospel Rock neighbourhood shall be required to extend and / or upgrade the Town's water supply, sewage disposal, and drainage systems to municipal standards, the extent of which will be determined in conjunction with a development application.
- 3.5.8. Given that a significant investment in infrastructure will be required at the inception phases of the neighbourhood, the Town will consider utilizing latecomer agreements and phased development agreements to facilitate the servicing of the neighbourhood.
- 3.5.9. In considering specific development proposals and required stormwater works, Council will determine if and when a Master Stormwater Management Plan will be required in order to examine stormwater impacts within the context of the overall neighbourhood.
- 3.5.10. Development approvals may be subject to ongoing monitoring of the capacity of the aquifer, which may include a requirement that developers provide additional monitoring points via new or existing wells.

District Energy Policies

- *The feasibility of the installation of a district energy system for the Gospel Rock neighbourhood will be explored.*

3.6 Cultural Policies

- *Evaluate and recognize the physical and cultural heritage value of the area by incorporating plaques, art works or other elements in developments or as the opportunity arises.*

3.7 Development Permit Areas

- *The form and character of commercial, multi-family residential, and mixed-use development shall be subject to the guidelines within Gospel Rock Village Development Permit Area No. 10.*
- *The form and character of small lot residential development shall be subject to the guidelines in Development Permit Area No. 8.*
- *The form and character of cluster housing residential development shall be subject to the guidelines in Development Permit Area No. 8.*

3.8 Community Amenities

- *Development proposals requiring rezoning shall be required to comply with the Town's Affordable Housing and Community Amenity Policy.*
- *Specific community amenities that developers will be required to provide to the Town will be negotiated on a case by case basis in accordance with the terms of the Affordable Housing and Community Amenity Policy.*

4 IMPLEMENTATION & MONITORING

Zoning Bylaw

- *Council will consider amendments to the Zoning Bylaw in accordance with the policy framework outlined in this Plan.*

Liaison

- *Council will maintain liaison with the community, local neighbourhood, and key stakeholders as the Gospel Rock neighbourhood grows and evolves.*

Benchmarking

- *Council will monitor the progress of the Neighbourhood Plan by requesting staff to prepare a report card every five years that would assess the neighbourhood from a the perspective of a number of sustainability factors.*

Update

- *The Neighbourhood Plan will be reviewed and updated approximately every five years.*