



Town of Gibsons

OCP & Zoning Bylaw Update 2025-2045

Community Profile - Baseline Assessment

Prepared for the Town of Gibsons

Prepared by McElhanney

April 2024

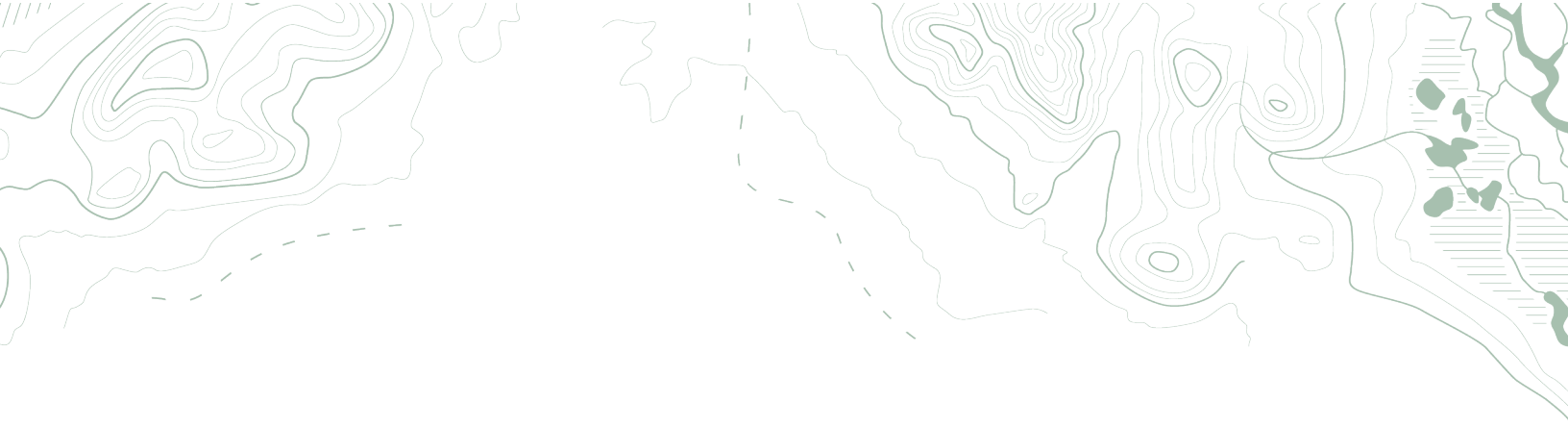
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**Your Challenge.
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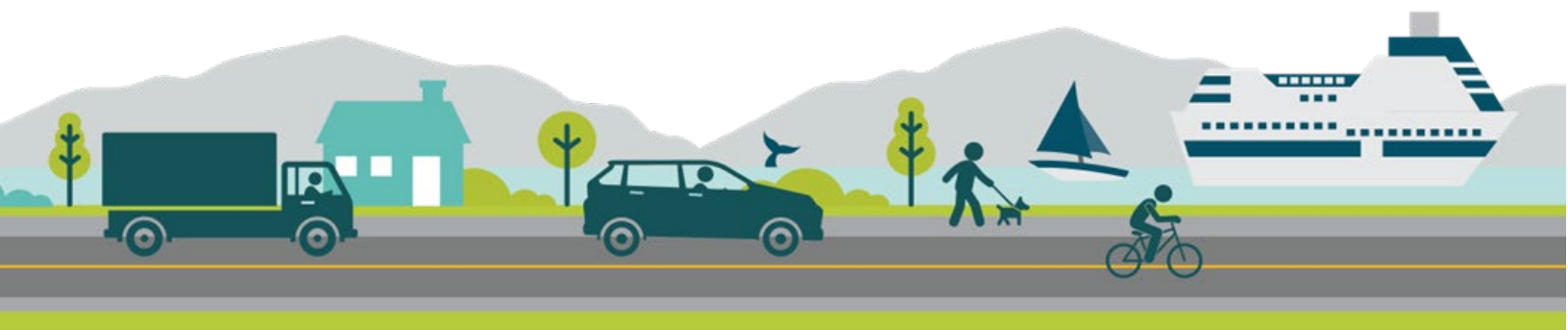


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"We respectfully acknowledge the unceded and ancestral territories of the Skwxwú7mesh (Squamish) Nation and the traditional keepers of their land. We thank the Skwxwú7mesh (Squamish) Nation for allowing us to work, live, and play on their lands"



1. INTRODUCTION

1.1 BACKGROUND

The Town of Gibsons (ToG) Official Community Plan (OCP), adopted in 2015, requires updating to bring it in line with current community needs and to comply with the recently amended Local Government Act. McElhanney Ltd. (McElhanney) will complete these updates on behalf of the ToG. The Community Profile is a key report required to inform updates to the OCP.

1.2 PURPOSE

The Community Profile (Profile) is a background document that provides baseline demographic, socio-economic, and housing data. The Profile will inform the OCP process moving forward and will provide historical context and important background information for the public engagement process and the development of OCP policies. The Profile has been compiled using the most recent Statistics Canada Census data (2021), data available from previous Censuses (such as 2016), and BC Stats.

The OCP is a comprehensive long-term plan for the physical development community prepared by the local government. The OCP must contain policies and maps regarding residential development and housing that include affordable housing, rental housing, and special needs housing. The OCP must also include other land uses such as commercial, industrial, institutional, agriculture, recreational, and public utilities. Prior to developing these policies and maps, it is important to determine and understand the historical context of change - growth or decline- in a community and its current and potential growth or decline including any changes to the demographic profile, housing, and labor force.

1.3 REPORT STRUCTURE

This Profile is organized into six chapters. Each chapter provides a summary of data collected for ToG. At the end of each chapter, a summary is provided regarding the data and potential implications and directions with respect to the OCP (OCP implications). The chapters included are:

1. **Chapter 1: Introduction** – background, purpose and report structure.
2. **Chapter 2: Demographic Profile** – past and current (2021) population, age, and household characteristic data.
3. **Chapter 3: Housing Profile** – past and current data on dwellings, housing types and tenure, and age of housing stock.
4. **Chapter 4: Labour Force and Employment** – past and current data on employment rates and employment by industry.
5. **Chapter 5: Growth and Development Snapshot** – past and current data on housing within the ToG OCP planning area.
6. **Chapter 6: Potential Growth Options** – high level growth potential options for the ToG.



1.4 DATA

To better understand the data presented in the Profile, the following background information and considerations regarding the data is provided.

1. **Census Years** – The Census is conducted every five years by Statistics Canada in years ending in “1” and “6” (i.e., 2016, 2021). Due to the time required to complete analysis of the considerable amount of data gathered for any given census, data sets are not generally released immediately after the census is completed. Data sets are released by topic area over several years following the actual Census.
2. **Census Data** – Two forms were used in the 2021 Census: a “short-form” and a “long-form”. A sample of 25% of Canadian households received the long-form questionnaire, while the remaining 75% received the short-form. Short-form questions included date of birth, sex, relationship of household members, and languages spoken. In addition to the questions on the short-form, the long-form included questions regarding housing and labour force activity. In 2011, the Census did not include a long-form, therefore labour force data is either limited or not available.
3. **Data Availability** – Given the small size of the ToG population, information in several data categories has been suppressed (i.e. not published) by Statistics Canada. This is done for two reasons: (1) to ensure that the identity and characteristics of respondents is not disclosed to ensure the confidentiality of respondents is maintained and (2) to limit the dissemination of data of unacceptable quality. The thresholds for data suppression (i.e. sample size) depend on the type of data. Additionally, information from the Census only includes data regarding “usual residents” or permanent full-time residents.

As this Community Profile is not a Housing Needs Assessment, the provincial requirements for housing needs reports were referenced, but this report is not fully consistent with those requirements. The data presented in this report is provided for informational purposes and, unless stated otherwise, it should be assumed that the provincial requirements for Housing Needs Assessments may not necessarily be applicable to or supportive of the conclusions drawn in this report.

2. DEMOGRAPHIC PROFILE

2.1 POPULATION

The population trend for the ToG OCP area and the Sunshine Coast Regional District (SCRD) is provided in *Table 1* with the percent change between 2016 and 2021. ToG is a municipality within the SCRD. The ToG and the greater SCRD permanent populations have been increasing. The historical population between 1996 and 2021 is provided in *Figure 1*.

Table 1: Historical Population 2016-2021

Location	2016	2021	% Change
Sunshine Coast (regional district)	29,970	32,170	7.3
Town of Gibsons (OCP Area)	4,605	4,758	3.3

Source: Statistics Canada, Census Data 2016-2021.

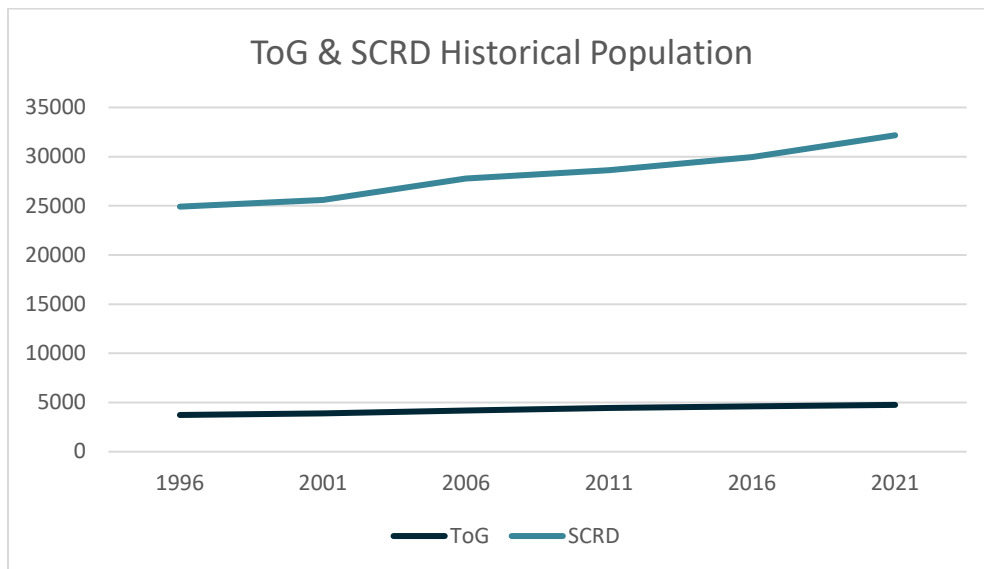


Figure 1: The ToG & SCR D Historical Population 1996-2021

Source: Statistics Canada, Census Data 1996-2021.

2.2 AGE CHARACTERISTICS

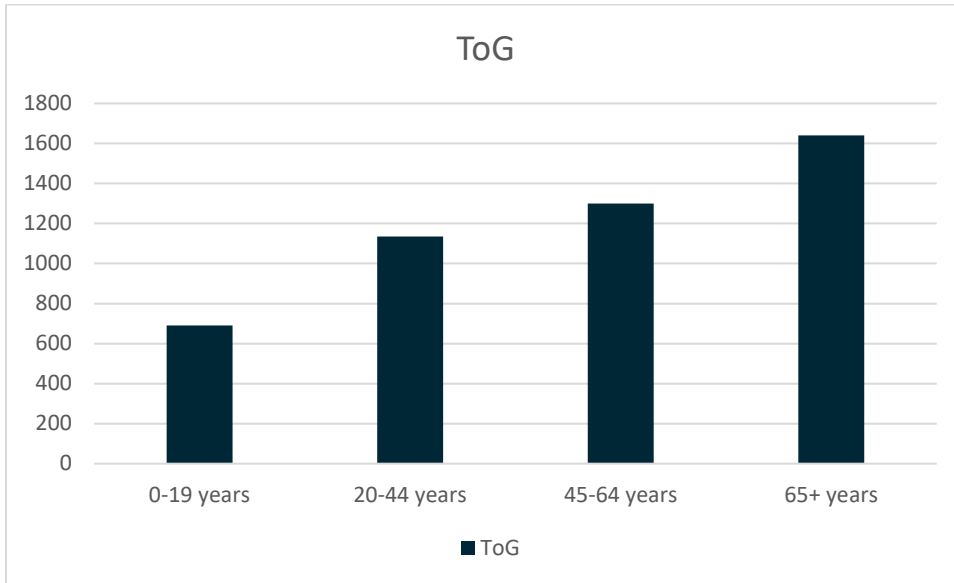
The average age of people living in communities across Canada and BC is increasing and the ToG is no exception. According to Statistics Canada Census data, the median age of ToG residents has increased from 54.8 in 2016 to 56.0 in 2021 (*Table 2*). Approximately 34% of the ToG’s population is over the age of 65 and 11% are 14 years or younger. Thus, approximately 45% of the population are likely not members of the workforce (*Figure 2*).

Table 2: Median Age, 2016-2021

Location	2016	2021
Town of Gibsons (OCP Area)	54.8	56.0

Source: Statistics Canada, Census 2016 and 2021.

Figure 2: Population by Age Group – 2021



Source: Statistics Canada, Census 2021.

2.3 HOUSEHOLD CHARACTERISTICS

Household characteristic data contains information about residents living in dwellings and includes the number of people and household incomes. “Household” refers to a person or group of people who occupy the same dwelling and do not have a usual place of residence elsewhere.

2.3.1 Average Household Size

Average household size (persons per household) has been decreasing over the decades at all geographic levels. This trend is typical for aging populations that contain households without children or spouses. The ToG household size remained constant between 2016 and 2021 at 2.0 persons per household (*Table 3*).

Table 3: Average Number of Persons per Household – 2016, 2021

Location	2016	2021
Town of Gibsons (OCP Area)	2.0	2.0

Source: Statistics Canada, Census 2016-2021.

2.3.2 Households by Household Size

Further details on household size are provided by the Census regarding the number of households relative to the number of persons living there. Within ToG, all household sizes increased by a small number from 2016 - 2021 (*Table 4*).

Table 4: The ToG Total Households by Household Size – 2016, 2021

Household Size	ToG 2016	% of Households	ToG 2021	% of Households
1 person	880	39	885	39
2 persons	850	38	895	39
3 persons	245	11	250	11
4 persons	190	9	185	8
5 or more persons	65	3	70	3
Total private households	2,220	100	2,280	100%
Total number of persons	4,400	n/a	4,570	n/a

Source: Statistics Canada, Census 2016-2021.

2.3.3 Average Household Income

Household income includes salaries, wages, retirement income, and government transfers for all persons residing in a household. Average household income in the ToG after-tax is \$76,600 (Table 5).

Table 5: Average Household Income (after tax), 2021

Location	2021
Town of Gibsons	\$76,600

Source: Statistics Canada, Census 2021.

2.4 ETHNIC ORIGIN

The Census term 'Ethnic Origin' refers to the ethnic or cultural origins of a person's ancestors. An ancestor is usually more distant than a grandparent. For additional information on collection and dissemination of ethnic origin data, refer to *Ethnic Origin Reference Guide, Census of Population, 2021*.

Table 6: Ethnic Origins

Ethnic Origin	Counts
European origins	7,525
Asian origins	435
Indigenous origins	245
African origins	80
Latin, Central and South American origins	10
Oceania origins	10
TOTAL (Ethnic origin for the population in private households - 25% sample data)	*4,575

* The sum of the ethnic groups in this table is more than the total population estimate because a person may report more than one ethnic origin in the census, or the ethnic origin was not captured in this table.

2.5 OCP IMPLICATIONS

From 1996 – 2021, there has been a slight increase in population within the ToG, indicating an upward trend. Between 2016 and 2021, the population increased by 3.3%, demonstrating that this trend is continuing in recent years.

Age characteristic data indicates that the ToG’s population, like the rest of BC and Canada, continues to age. The design of public facilities and provision of public services will need to consider this demographic shift, including other daily services and amenities to help residents “age in place” and to support ongoing independent living. This has implications for accessibility and mobility considerations such as barrier free construction, renovations and retrofits that improve overall levels of accessibility in private and public buildings, and infrastructure such as sidewalks.

The implications of the aging population will also put further pressure on currently available senior’s housing in the ToG, which indicates the need to plan for additional senior’s housing in the coming years.

The median after-tax income of households in the ToG in 2021 was \$76,600, which is very comparable to the median after-tax income in British Columbia of \$76,000. Given the lack of affordable housing for the middle-class in British Columbia, affordability should be considered when planning for future residential built forms.

The *Ethnic Origins* table ([Table 6](#)) reveals a noteworthy demographic characteristic in the community: a substantial and comparatively higher presence of Indigenous peoples and people with European origins when contrasted with other ethnic counts. This recognition is essential for developing community strategies that are inclusive of the higher presence of the Indigenous population and any unique needs they may have.

3. HOUSING PROFILE

3.1 DWELLINGS

The Census defines “dwellings” as meeting conditions for year-round occupancy. There are three major dwelling groups:

- Occupied dwellings that are occupied by usual (year-round) residents
- Dwellings occupied by temporary residents
- Unoccupied dwellings

3.1.1 Dwellings and Dwelling Occupancy

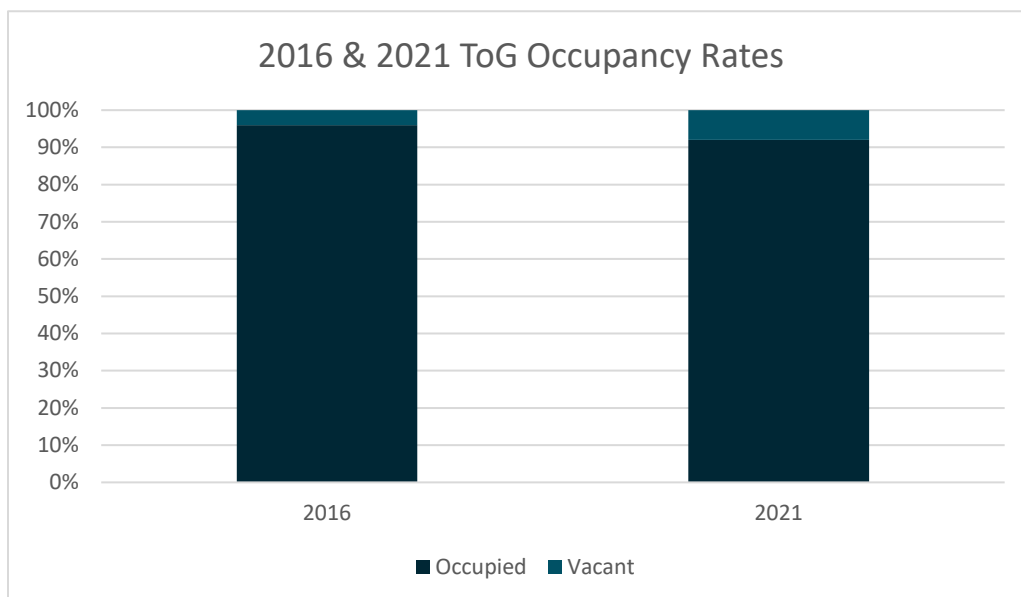
Total dwellings and occupied dwelling data for the ToG for the 2001-2021 Censuses are identified in *Table 7*. Occupancy rates of dwellings are derived from comparison of total dwellings to occupied dwellings, see Figure 3. The total number of dwellings and occupied dwellings increased between 2001 – 2016. From 2016 – 2021, the total number of dwellings continued to increase while the total % of occupied dwellings decreased (See Figure 3).

Table 7: The ToG Dwellings and Full-time Occupancy Rates, 2001-2021

Location	2001	2006	2011	2016	2021
Total Dwellings	1,936	2,023	2,180	2,320	2,482
Total Occupied Dwellings	N/A	1,880	2,013	2,221	2,282
Full-time Occupancy Rate	N/A	93%	92%	96%	92%

Source: Statistics Canada, Census 2001-2021.

Figure 3: Percent Dwelling Full-time Occupancy, 2016, 2021



Source: Statistics Canada, Census 2016 and 2021.

3.1.2 Housing Types

Over the past two census periods, the majority (59% in 2021) of ToG dwellings are single-detached. Another notable trend involves apartments in buildings with fewer than five storeys, which are the second highest category at 21% in 2016 and a subsequent decrease to 20% in 2021. All dwelling types increased between the two census periods, except for apartment dwellings that have fewer than five stories, with a minor decrease of 1% from 2016 to 2021, as shown in *Table 8*.

It should be noted that in 2022 and 2023, since the 2021 Census Data collection, there have been an additional 28 Development Permit Approvals in the ToG. Not accounted for in the below table are an additional 146 apartment units approved in 2022 and 36 additional apartment units approved in 2023.

Table 8: The ToG Occupied Dwellings by Structural Type - 2016, 2021

Structural (Dwelling) type	2016	%	2021	%
Single-detached house	1,215	58.41	1,270	59.07
Apartment in a building that has five or more storeys	5	0.24	5	0.23
Apartment in a building that has fewer than five storeys	440	21.15	435	20.23
Row house	280	13.46	285	13.26
Semi-detached house	140	6.73	155	7.21
Apartment or flat in a duplex	125	6.01	125	5.81
Other single-attached house	0	0	0	0
Movable dwelling	10	0.48	15	0.70
Total	2,080	100	2,150	100

Source: Statistics Canada, Census 2016-2021.

3.1.3 Age of Housing Stock

The highest percentage (25%) of the ToG housing was built between 1961-1980. Another 20% of the housing in the ToG was built between 1991 and 2000. The implications of this finding are that over the next decade homes may need major renovations or replacements, resulting in pressure to accommodate renewal of housing stock. Only 12% of the housing in the ToG was built since 2011, highlighting a lack of investment in new housing over the last decade. *Table 9 and Figure 4* present this information in table and pie chart form.

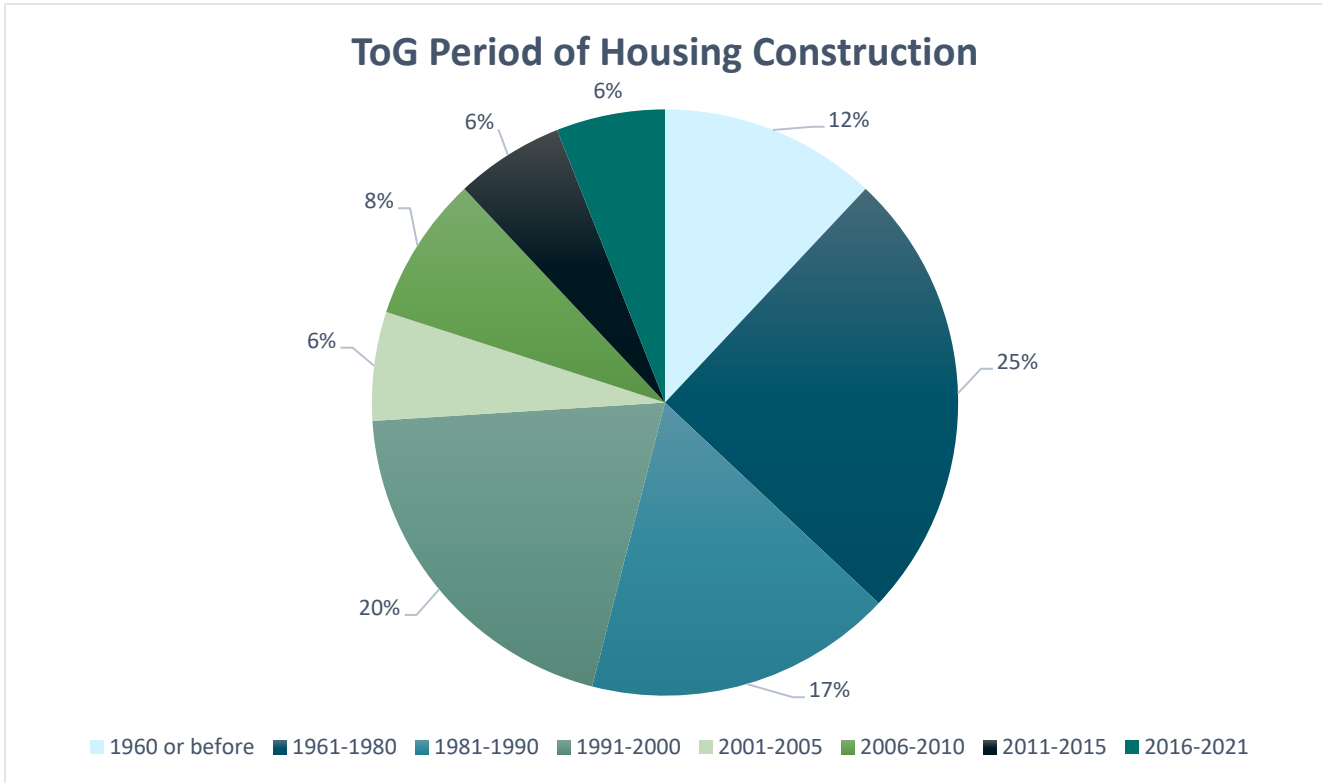
Table 9: Period of Construction - Percent (%) of Housing Stock, 2021

Time Period	ToG
1960 or before	12%
1961-1980	25%
1981-1990	17%
1991-2000	20%
2001-2005	6%
2006-2010	8%

Time Period	ToG
2011-2015	6%
2016-2021	6%
Total	100%

Source: Statistics Canada, Census 2021.

Figure 4: Period of Construction - Percent (%) of Housing Stock, 2021



3.1.4 Housing Value

Housing value refers to the amount an owner expects if the asset is sold and includes land and all structures located on it for single-detached dwellings. For multiple dwellings within a structure (i.e., apartments, row house), it includes only the individual dwelling. Average 2021 values for all ToG dwellings are provided in [Table 10](#) as well as the average value of dwellings from the 2016 Census. The data demonstrate that the value of dwellings and land has increased significantly (61%) since 2016.

Table 10 Housing Value – Average Value of Dwellings, 2016 and 2021

	ToG 2016	ToG 2021
Average Value of Dwellings	\$476,958	\$782,000

Source: Statistics Canada, Census 2016-2021.



3.2 HOUSING TENURE

Tenure refers to whether persons living in the dwelling own or rent it. In the ToG, 75% of dwellings are owner occupied. (Table 11).

Table 11: Housing Tenure, 2021

Location	% Owner occupied	% renter occupied	% band housing
ToG	75	25	0%

Source: Statistics Canada, Census 2021.

High ownership rates are also an indicator of housing affordability. Another housing indicator available from the Census is “housing suitability”. In the ToG, 97% of housing is considered suitable for persons occupying the housing, meaning the dwelling has enough bedrooms for the size and composition of the household.

3.2.1 Household Maintainers

Household maintainers refers to the primary person, whether or not they are residing in the household, who pays the rent, mortgage, taxes, and utilities. In the ToG, the majority (45%) of household maintainers are between the ages of 55-64 and 65-74 (Table 12).

Table 12: Total Households by Age of Primary Household Maintainer, 2021

Age Group	ToG	%
15 to 24 years	25	1
25 to 34 years	155	7
35 to 44 years	300	13
45 to 54 years	300	13
55 to 64 years	480	21
65 to 74 years	545	24
75 to 84 years	365	16
85 years and over	115	5
Total	2,285	100

Source: Statistics Canada, Census 2021.

3.3 HOUSING NEEDS

Housing needs come in a variety of different forms and considers indicators such as housing availability, condition, affordability, and suitability. Housing affordability is often measured as Core Housing Need and Extreme Housing Need.



3.3.1 Core Housing Need

Core Housing Need is defined as a household unable to find housing in their community that is suitable in size and in sufficiently good repair without spending 30% or more of their income on their housing costs.

Table 13: Core Housing Need, 2016 and 2021

Owner & Tenant Households	2016	%	2021	%
In Core Need	600	27	255	12
Not in Core Need	1,615	73	1960	88
Total	2,080	100	2,215	100

Source: Statistics Canada, Census 2016 and 2021.

The Census data found that in 2016, 73% of owner or tenant households were not in core housing need, while 27% were in core housing need. The number of owner and tenant households in core housing need decreased to 12% in 2021. The 2020 Sunshine Coast Housing Needs Report (HNR) also provided information on Core Housing Need. The findings for the Town of Gibsons were that 31% of renter households were in core housing need, and 4% of owned households were in core housing need. The discrepancies between these two findings may be clarified in future HNR updates.

3.3.2 Extreme Housing Need

Extreme Housing Need is defined as a household that is spending 50% or more of their income on their housing costs, are precariously housed and are in extreme housing need. These households are considered to be at increased risk of economic eviction with a change in their income or an increase in their rent having the potential to push them deeper into poverty and homelessness.

Federal census data was not yet available to assess if there are any households in extreme housing need within the ToG.

3.4 OCP IMPLICATIONS

Housing vacancy rates in ToG are low and housing prices since 2016 have increased by 61%. The majority of housing is owner occupied single-detached and was constructed between 1961-1980 and 1991-2000. Reflecting the aging population in the ToG, 45% of housing maintainers are between age 55 and 74 years. Those in core housing need have decreased from 27% in 2016 to 12% in 2021.

The largest concerns based on these findings are increasing housing prices, the number of aging dwellings that will require repair or replacement in the near future, and the significant number of housing maintainers over the age of 55. The ability to “age in place” and the provision of suitable senior’s housing is an important consideration as the age of primary household maintainers will continue to increase.

4. LABOUR FORCE AND EMPLOYMENT

4.1 EMPLOYMENT RATES

Labour force employment rates include all persons aged 15 and over who are participating in the labour force. In the ToG in 2021, there were 2,260 residents participating in the labour force, 92% of whom were employed (*Table 14*).

Of those that were employed, 41% worked full-time and 59% worked part-year and/or part-time. The overall participation rate (relative to full-time residents) for the ToG in 2021 was 56%. In comparison, the provincial participation rate is 63%. Participation rates are affected by a number of factors, including population age (retired vs. non-retired residents) and employment demand.

Historic participation rates for the ToG and BC are provided in *Table 15*. The participation rate is lower in the ToG than BC for 2001, 2006 and 2016.

Table 14: Labour Force Employment Rates, 2021

	ToG	BC
Employed	92%	92%
Unemployed	8%	8%

Source: Statistics Canada, Census 2021.

Table 15: The ToG Labour Force Participation Rates, 2006, 2016, 2021

	2006	2016	2021
ToG	57%	57%	56%
BC	65%	64%	63%

4.2 LABOUR FORCE BY INDUSTRY

Retail Trade (14%) and Health Care / Social Assistance (14%) are the two largest industries in the ToG (*Table 16*), followed by Professional Scientific and Technical Services (11%).

Historic labour force population data is provided in *Table 17*. In 2016 and 2021 Sales and Service occupations was the largest labour force class at 25% in 2016 and 27% in 2021.

Table 16: Labour Force Population by Industry – ToG, 2021

Industry	ToG	%
Agriculture; forestry; fishing and hunting	35	2
Mining; quarrying; oil and gas extraction	20	1
Utilities	10	0
Construction	180	8
Manufacturing	165	7
Wholesale trade	25	1
Retail trade	300	14
Transportation and warehousing	120	5
Information and cultural industries	40	2
Finance and insurance	55	2
Real estate and rental leasing	30	1
Professional; scientific and technical services	240	11
Management of companies and enterprises	0	0
Administrative and support; waste management and remediation services	110	5
Educational services	185	8
Health care and social assistance	300	14
Arts; entertainment and recreation	45	2
Accommodation and food services	185	8
Other services (except public administration)	55	2
Public administration	115	5
Total	2,215	100

Source: Statistics Canada, Census 2021.

Table 17: The ToG Labour Force Population by Industry, 2016, 2021

Industry	2016	%	2021	%
Management Occupation	220	10	30	1
Business, finance and administration occupations	210	10	280	13
Natural and applied sciences and related occupations	150	7	145	7
Health occupations	235	11	220	10
Occupations in education, law and social, community and government services	220	10	310	14
Occupations in art, culture, recreation, and sport	115	5	140	6
Sales and service occupations	540	25	590	27
Trades, transport and equipment operators and related occupations	305	14	370	17
Natural resources, agriculture and related production occupations	65	3	60	3
Occupations in manufacturing and utilities	135	6	65	3
Total	2,195	100	2,210	100

Source: Statistics Canada, Census 2016, 2021.

4.3 OCP IMPLICATIONS

It is important to note that Sales and Service occupations are the largest employment segment (27%) and continue to play a significant role in the ToG while Natural Resources, Agriculture, Production, Manufacturing, Utilities, Arts, Culture, Recreation, and Sport have been low throughout the years. This means that the OCP should consider providing adequate policy direction on these industry groupings and the land use concept should allow sufficient land area for these non-residential activities. To continue to support Sales and Service occupations there is a need for ongoing consideration of commercial and tourist focused lands and development.

The second largest employment sector is the Trades, Transport, and Equipment Operations sector (17%), which represents employment in businesses that support residents, industry, and services. Consideration of equipment storage and truck parking may be necessary to support this industry.

The largest drop in employment sectors is in the management sector, dropping from 10% in 2016 to 1% in 2021. This decline indicates a need to consider an appropriate supply of office space in the ToG.

5. GROWTH AND DEVELOPMENT SNAPSHOT

5.1 BUILDING AND DEVELOPMENT PERMITS

The scope of the data used for this report was primarily derived from census data; however, for this section, data on building permits and development permits was supplied by ToG. Information from 2016 through 2023 is captured below.

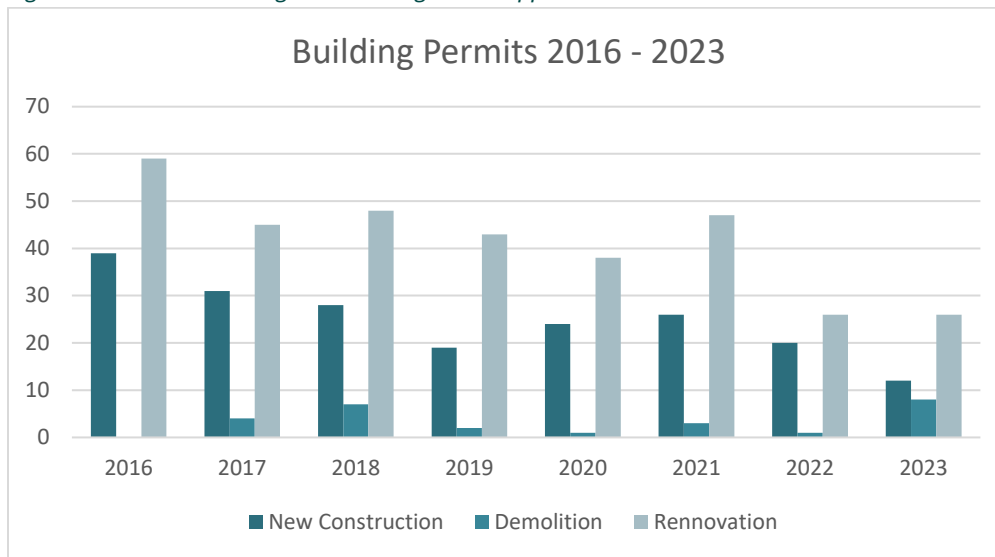
5.2 BUILDING PERMITS

Building permits are issued for the construction of new buildings, renovations to existing buildings and the safe demolition of buildings. The purpose of building permits is to ensure that work is done safely, in accordance with the provincial building code. Building permit highlights for ToG between 2016-2023 include:

- Between 2016-2023, 199 building permits issued for new construction.
- Between 2016-2023, 26 building permits issued for demolitions.
- Between 2016-2023, 332 building permits issued for renovations.

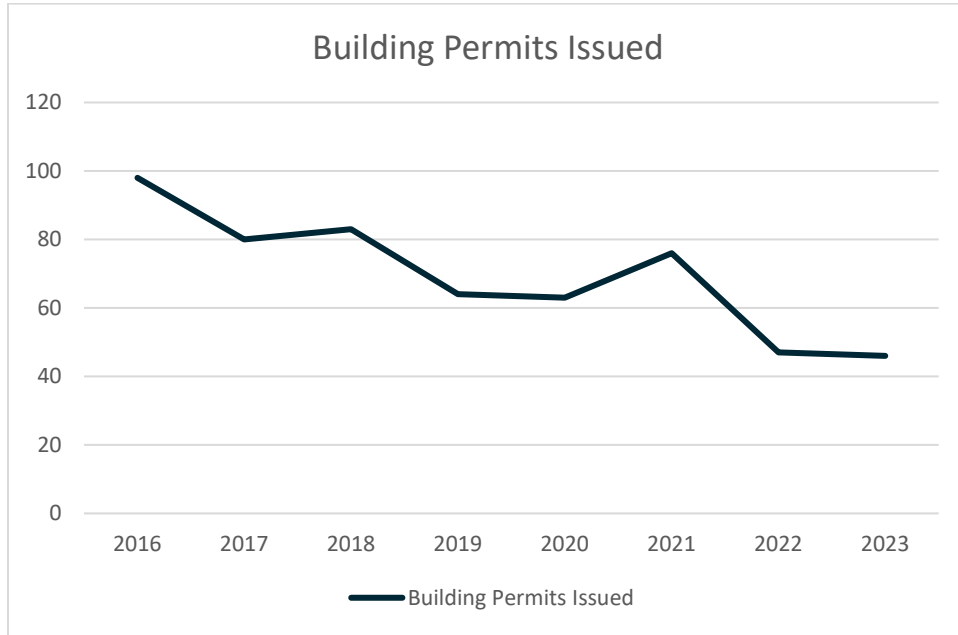
Figure 5 and Figure 6 below show an overall decline in building permits from 2016-2023.

Figure 5: ToG OCP Planning Area Building Permit Applications between 2016-2023



Source: ToG Development Stats 2016-2023

Figure 6: ToG OCP Planning Area – ToG Building Permit Applications between 2016-2023



Source: ToG Development Stats 2016-2023

5.3 DEVELOPMENT PERMITS

Development permits are issued when a proposed development is located within a Development Permit Area. The Local Government Act permits local governments to establish Development Permit Areas to protect the natural environment, protect development from hazards, protect farming, revitalize a commercial area, establish objectives for form and character of development, or establish objectives to promote energy conservation, water conservation and the reduction of greenhouse gases. Development permits are required in tandem or prior to a building permit; land cannot be subdivided without first obtaining a development permit. In the ToG OCP, there are Development Permit Areas for the following sections of the town:

- Geotechnical Hazard Development Permit Area No. 1
- Environmentally Sensitive Development Permit Area No. 2
- Upper Gibsons Commercial Development Permit Area No. 3
- Multi-Unit Residential Development Permit Area No. 4
- Gibsons Landing Development Permit Area No. 5
- Service Commercial / Light Industrial Development Permit Area No. 6
- Live/Work Development Permit Area No. 7
- Intensive Residential Development Permit Area No. 8
- Gibsons Aquifer Development Permit Area No. 9
- Gospel Rock Village Development Permit Area No. 10

Table 18 below shows that the number of Development Permits issued per year has declined since 2016, while the number of Development Variance Permits, Subdivision Approvals, and Rezoning Approvals have remained more consistent.

Table 18: ToG OCP Planning Area Development Approvals between 2016-2023

Year	Development Permit	Development Variance Permit	Subdivision	Zoning / OCP
2016	24	2	1	3
2017	30	10	3	2
2018	29	2	5	1
2019	25	6	1	6
2020	27	4	0	5
2021	20	10	6	3
2022	17	2	2	2
2023	11	1	1	2

Source: ToG Development Stats 2019-2023

5.4 OCP IMPLICATIONS

Looking into the future of the OCP update, questions such as what, where and how growth occurs and what it looks like are important community discussions to inform the development of clear policy directions. Those questions will be addressed during community outreach sessions as well as during additional policy analysis throughout the OCP development process.

Based on this community profile, the key issues to explore in detail include:

- Are the right development permit areas selected? Are additional development permit areas needed? Are there too many development permit areas?
- Do the development permit area guidelines meet the current needs of the community? Should there be simplification of development permit area guidelines?
- How can Aging in Place and Senior’s Housing be addressed?
- How can the ToG encourage reinvesting in housing stock renewal and renovations?
- What additional land area might be required for future residential, commercial, and industrial development, if any?
- What is the role of tourism focused development in the ToG’s future, and how can it be supported?
- What policies are needed for non-residential development and home-based business?
- Are there land consolidation considerations if the population remains stable or declines, i.e. are there areas with a current emphasis on specific types of development that should be removed or reconsidered?



6. POTENTIAL GROWTH OPTIONS

The updated ToG OCP will guide future growth and development decisions. This section highlights high level growth options (only residential land-uses) for the ToG based on the baseline assessment. They are intending to start a conversation on what, where and how growth could be accommodated in the community over the next 5 to 10 years.

6.1 UNDEVELOPED LANDS

Urban Residential designated but undeveloped lands inside the boundary of the OCP includes 52.23 ha land.

Commercial designated, but undeveloped lands inside the boundary of the OCP includes 6.24 ha of land.

Industrial designated, but undeveloped lands inside the boundary of the OCP include 2.88 ha of land.

Table 19: Pro / Con for Undeveloped Lands

Pro	Con
Land supply supports an increase in housing supply and a diversity of options	Uncertain of market activity/developer interest to enter into purchase / sale agreement
Connectivity with established neighbourhoods	Large investments in new infrastructure & increase in future maintenance
Significant capacity to support residential, commercial and industrial development in future decades.	New infrastructure will be required if residential, commercial or industrial expansion occurs.

6.2 GENTLE DENSITY

Gentle density through infill development in existing urban residential and rural residential neighbourhoods could occur in the ToG. Low density neighbourhoods could allow this form of densification. Types of gentle densification are:

- Accessory dwelling units (ADUs) – sometimes called carriage / laneway / garden homes.
- Secondary suites.
- Small lot homes/tiny homes.
- Multi-unit in single-detached form
- Duplexes

All these housing types have the potential to be built on an existing single-family lot given recent trends in affordability and legislative changes that enable these options. The recently adopted Bill 44, which provides the option of developing these dwelling types on existing single-family and duplex lots, only applies to communities with populations over 5000 people. Although the ToG does not currently qualify under the minimum population requirements, it is anticipated that their population will meet these requirements soon. As the OCP will plan to accommodate growth over the next 5-10 years, planning for additional suites should be considered. Gentle Density dwelling types are envisioned primarily for Lower Gibsons, the Harbour Area, and the Hillcrest Road Area.

Table 20: Pro / Con for Gentle Density

Pro	Con
Supports an increase in rental housing & homeowner affordability (i.e., mortgage helper)	Potential need to increase on-site parking, resulting in loss of greenspace
Efficient use of existing town infrastructure	Potential need to upgrade town services, although this has generally not been the case elsewhere
Gentle approach to densification	Potential neighbour concerns / resistance to change
	Increased building heights may result in impacts on views

6.3 VISIBLE DENSITY (GIBSONS WAY / UPPER GIBSONS)

Visible density through infill development in existing neighbourhoods could occur within the ToG. Areas along Gibsons Way and within the Upper Gibsons Neighbourhood Plan Area, which are currently designated for mixed-use commercial, could allow this form of densification and expand the variety of ownership opportunities.

Types of visible densification are:

- Walk-up townhomes or row housing
- Low rise apartments
- Mid rise apartments
- Mixed-use commercial

Table 21: Pro / Con for Visible Density

Pro	Con
Support an increase in housing tenures & smaller housing options	Requires thoughtful design & density to ensure positive integration into existing neighbourhoods
Smaller housing and yard sizes can be easier to maintain	May require enhanced servicing or fire suppression considerations
Efficient use of existing town infrastructure	Potential neighbor concerns / resistance to change

7. CONCLUSION

This community profile identifies key indicators with the ToG OCP Plan Area. Perhaps most significantly, the ToG is experiencing an aging population with 34% of residents over the age of 65 years. The average household size is 2.0 people, indicating that many residents may not have children living at home. The primary housing type are older detached single-family homes, with 74% constructed before the year 2000. Of all housing maintainers in the ToG, 45% are over the age of 55. In addition, 59% of participants in the labour market are part-time employees.

These statistics illustrate a need for housing that allows older residents to transition to smaller homes that are easier to maintain, allowing for aging in place. In addition, as of 2021, the ToG had a population of 4758 people. Bill 44, which is recently adopted provincial legislation that allows 3-4 units to be constructed on each single family or duplex lot, will apply to the ToG when the population meets or exceeds 5000 people. To plan ahead for housing in the community, the updated OCP should account for gentle density that will integrate additional units into existing and future neighbourhoods. The ToG may also consider more visible density that may be suitable to seniors and other residents in areas with convenient access to services, such as along Gibsons Way and in the Upper Gibsons Neighbourhood Plan Area.

The OCP update therefore can focus on updating the following aspects of the plan:

- Sharper focus on addressing land use and development considerations and issues and policies that address contemporary community concerns and focus areas.
- Identify a refreshed vision, contemporary community issues, values, needs, and objectives for the OCP update.
- Refreshed document layout with opportunity to shorten the document and organize from a user's perspective.
- Focus on good policy and clarity of decision-making structure for land use and development approvals.
- Updated Development Permit areas and Development Permit Guidelines that replace existing Neighbourhood Plans
- Prepare a new implementation plan for the OCP that can be used as a work-plan to implement the OCP and track progress using key performance indicators towards the community's objectives, and in the newly mandated 5 year update process.

APPENDIX A

Statement of Limitations

Statement of Limitations

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