

Bowen Island

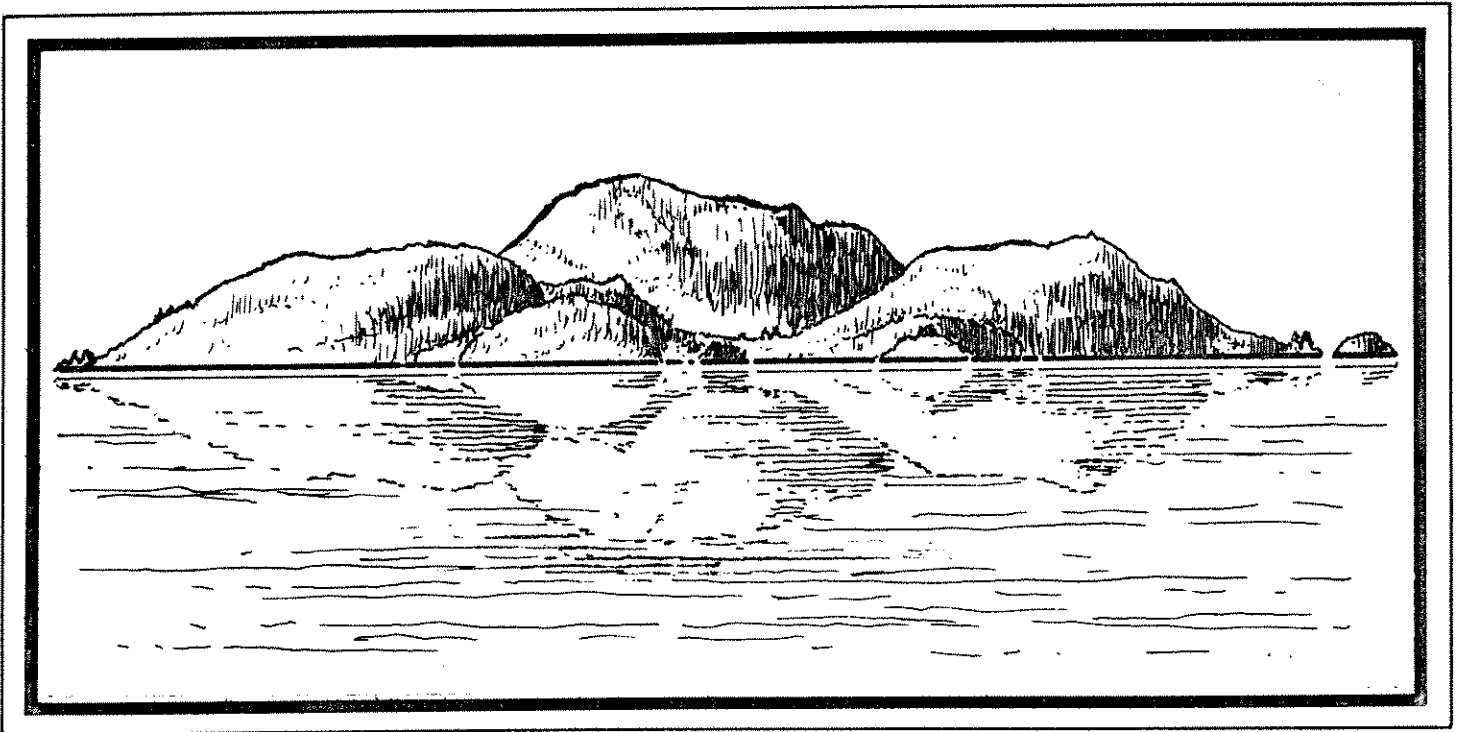
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ECOLOGICAL RESERVES COLLECTION
GOVERNMENT OF BRITISH COLUMBIA
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VICTORIA, B.C.

THE OFFICIAL COMMUNITY PLAN FOR BOWEN ISLAND



FEBRUARY 1976

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A. INTRODUCTION

A community plan is a statement of the values existing at a particular time in a community. As such it must evaluate the elements of the present community and decide what it wants to retain and what to alter. The final outcome should be a blueprint for the future. The blueprint simply specifies the way in which things should be constructed and provides an idea about what the end result will be.

It is the responsibility of the people of Bowen to produce and support a strong plan which will inspire governing bodies to respect our policies.

Development in an area will be uncontrollable and most likely chaotic without a community plan. A local government can try to control incompatible land uses with a zoning by-law, but unless the zoning by-law is related to an overall plan of how the community's land use should work, it will likely be changed to coincide with the most recent developer's proposal. It is hard to defend a zoning by-law which stands alone. It is even harder to adjudicate arbitrary land-use contracts when no written record of policy for the area exists. The Plan, then, is the record of the policies that the Advisory Planning Commission (APC), Island residents and various technical experts worked out in discussing the best future use of the Island. To utilize zoning and other regulatory tools without a community plan is very much like firing a rocket into space without a flight plan or ground control.

B. AN OFFICIAL COMMUNITY PLAN

The Bowen Island Community Plan, when completed, must have the approval of the Islands Trust and the Department of Municipal Affairs. It can then be adopted by a by-law of the Greater Vancouver Regional District through the provisions of Section 697 of The Municipal Act. An affirmative vote by two-thirds of the Board members in the Regional District and approval by the Lieutenant-Governor in Council will make the plan an Official Community Plan. Once the Plan has become the official community plan, no one can allow or undertake any works contrary to the Plan. (Of course, adoption of the Official Community Plan does not affect the rights and privilege to which an owner of land is otherwise lawfully entitled.) The Bowen Plan will be an Official Community Plan.

C. LEGAL BASIS FOR AN OFFICIAL COMMUNITY PLAN

Section 696 of Division (1) of Part XXI of "The Municipal Act" authorizes the Council of a Municipality to have community plans prepared or revised from time to time and allows these plans to be expressed in maps, plans, reports or any combination of these.

Section 697 allows the Council to designate any plan prepared under 696 as the official community plan or a part of the official community plan.

Section 798A allows the Regional Board to exercise powers - including those given in Section 696 and 697 - in areas of the Regional District not contained within a city, district, town or village. Bowen Island, as GVRD's "Electoral Area C," is such an area.

BOWEN ISLAND COMMUNITY PLAN

I STATEMENT OF PURPOSE

The purpose of this community plan is to provide goals, objectives and policies obtained by a consensus of opinion of the residents and property owners of Bowen Island and collated by the APC, by which the administering body (GVRD) can co-ordinate future development of Bowen Island, Electoral Area C, of the Greater Vancouver Regional District (GVRD).

This plan provides two parallel categories of policy - one focusing on the services that will ensure the kind of community envisioned by the plan goals and objectives, and a second category relating to the connected but more conventional land uses by which community plans regulate development. In addition to this, in order to clearly explain the technical ramifications of individual policies, development criteria have been included for clarification. People using the plan as a guide should regard the two categories and attached criteria as interrelated.

Islanders need land for a variety of residential, commercial, and institutional purposes. We also need open spaces for recreation and relaxation; for fish and wildlife sanctuaries; for watershed protection; for agricultural use and for natural forest growth. In short, we are faced with a land use dilemma. All too frequently, land use decisions of wide public concern are made strictly on the basis of short term economic advantage, political or personal expediency, ignoring long range environmentally and socially acceptable land use planning alternatives.

Short-sighted planning eventually creates an imbalance between man and nature, with man severely damaging his natural environment. Man becomes the exploiter; nature is the sensitive partner. We have not yet been able to increase our intelligence at a rate commensurate with our increase in power to destroy our environment.

The purpose of this Community Plan is to regulate development so that it has a minimum social and environmental impact while offering positive benefits to all concerned. Fortunately, the present generation inherited Bowen Island in a relatively unspoiled state. A key responsibility of the Plan will be to attempt to preserve Bowen's wholesome and unique environment for future generations as the Island settlements develop and grow.

II LIMITATIONS OF THE PLAN

The plan will not specify particular land use, nor does it attempt to define precise boundaries between permitted land uses. These are the functions of the regulating by-laws, which are to be drawn up to conform with the provisions of this Plan. These by-laws will be enacted with full and open discussion and with public hearings as required by the Municipal Act. The Plan will be reviewed within three years of its implementation, in order to test the efficiency and practicality of the components and in order to evaluate technical information that will become available in the intervening period. The Plan will be systematically reviewed at no more than five year intervals thereafter.

The Plan itself has no definite "lifespan". So long as it remains an accurate expression of community values and of governmental capability and willingness to carry out its operation, it will remain. Changes in attitude within the community and/or changes in policy within senior governments may result in changes in the Plan. Opportunity must be provided for public discussion of proposed changes.

III PLAN METHODOLOGY

A Plan normally goes through the following stages of development:

1. define purpose
2. formulate goals
3. collect data
4. analyze data
5. evaluate alternatives
6. set objectives
7. set policies and standards
8. determine implementation methods
9. draft and approve plan
10. monitor and review plan

The policies presented in this Plan are based on the factual knowledge of the resources of Bowen Island available at this time. But because this knowledge is at present limited, a cautious and conservative approach to development has been used in regard to managing growth in the initial stages of the Plan. Alternatives for future expansion may be considered as indicated by the results of studies at a later date. A list of studies required comprises Appendix B.

IV GOALS AND OBJECTIVES

Bowen Island is a marine-oriented rural community in close proximity to a major urban area. As such it has responsibilities not only to its own residents, but also to the urban public of Greater Vancouver. Since it is associated with the Gulf Islands, it is part of a unique provincial ecological and recreational resource. At present it possesses a mix of year-round and seasonal residents representing a fairly broad range of incomes and lifestyles. Its lands and waters provide a wealth of different landscapes of unusual variety and beauty.

A. GOALS:

- i) To preserve a marine-oriented rural community and atmosphere,
- ii) To establish a community service and land use pattern with high priority given to environmental and social factors,
- iii) To embody the principles of the Islands Trust Act and GVRD's Livable Region Program in accepting responsibility for regional and provincial values and needs, with particular respect to the preservation of amenities and the management of growth,
- iv) To ensure that land uses of various types are suitably located, compatibly related, aesthetically attractive, and in harmony with the natural environment,
- v) To encourage public access to shore, crown land, and other open space, consonant with the protection of the community and natural environment,
- vi) To encourage maintenance of a mixed population in income levels, life styles, age groups, and respect for the basic needs of full time residents, seasonal residents, commuters and visitors,
- vii) To ensure staged, gradual development of land to prevent those developments which would have a traumatic effect on the environment and the rural style of living,
- viii) To encourage a scale of light industry and small business to facilitate effective servicing of the consumer needs of Island residents and visitors,
- ix) To encourage conservation of agricultural land, forest land, water and other landscape resources.

B. OBJECTIVES:

The future development of Bowen Island, including community services, zoning, subdivision control and other by-laws, and Land Use Contracts must comply with the following objectives:

- i) Preservation of water purity,
- ii) Preservation of watershed and catchment areas,
- iii) Prohibition of any sewage disposal system requiring dispersal of effluent or piped outfall into water bodies, including tidal water,
- iv) Encouragement of low density of population within the area of the Island open to residential or commercial development,
- v) Prevention of strip or ribbon developments,
- vi) Limitation of multiple dwellings by means of density restrictions, without prohibiting cluster housing,
- vii) Prohibition of "apartment buildings" and "high-rise" types of construction,
- viii) Limitation of extractive industry, to ensure small scale operations only, to preserve the environment, and only to the extent required on the Island,
- ix) Limitation of light industry to labour intensive, small scale, non-polluting activities, with priority given to those servicing Island needs,
- x) Limitation of road and transportation systems to a rural size and nature,
- xi) Discouragement of the use of private motor vehicles, and the encouragement of alternative transportation systems to relieve congestion created by use of private motor vehicles,
- xii) Provision of suitable areas for recreational use, except for recreational practices related specifically to the use of motor vehicles,
- xiii) Organization of community facilities to avoid decentralization and single-use facilities,
- xiv) Retention of suitable land for present or future agriculture use,

- xv) Design of structures to harmonize with the natural environment, rural/marine atmosphere, and for the protection of the privacy of both the owners and their neighbours,
- xvi) Design of commercial developments including visitor accommodation where permitted, to support a rural or "village" atmosphere rather than "resort" or "on highway" atmosphere and to be in accord with the values inherent in the plan goals; scale of development should be kept small,
- xvii) To give special consideration to senior citizens' housing and to encourage this type of development for Island residents.

V POLICY GUIDELINES FOR COMMUNITY SERVICE

The services a community provides or needs are often under-emphasized in planning. Policies in this area, especially on Bowen Island with its relative isolation from urban services and economies of scale, have been given strict attention. Servicing of land by urban methods, given our landforms and the dispersal of the various communities on the Island, would make Bowen Island land and services very costly. Provision of police, fire protection and medical services will pose similar problems. The costs of providing services on Bowen as well as environmental concerns have determined the conservative policies in this area. Water and septic capacity studies planned for the future will clarify the development potential and costs.

Specific Community Services

1. Water Policy

- i) The various potentially major water resources must be protected in order to preserve their quality - specifically Josephine, Honeymoon, Grafton and Killarney Lakes and their tributary streams and all other watersheds known and potential.
- ii) A minimum water supply per household should be established in accordance with provincial standards.
- iii) It is essential that watersheds be designated as soon as possible on the basis of thorough technical information.

Development Criteria

- a) Minimum Available Water Supply - 500 imperial gallons per day per household.
- b) Septic tank absorption fields or any other source of pollution should be located no closer than 100 feet from any source of water supply.

- c) Bodies of water used for water supply should require a minimum setback for buildings and tree clearing of 50 feet with only selective clearing methods being used in this perimeter area for any access to a body of water.
- d) Livestock shall be kept fenced and at least 50 feet from a body of water or any stream bed.
- e) Boating, bathing or other recreational use should not be allowed on bodies of water used for water supply.
- f) Streams and creeks act as natural drainage canals for the Island. Where new development occurs, the storm drainage from such development should not be permitted to drain into streams and creeks when these channels are part of a watershed area. An underground pipe or open ditch system must be constructed in these cases, which will carry effluent away from the watershed area.

2. Sewage Disposal Policy:

- i) All sewage disposal systems should be contained within the boundaries of the given property and must conform with provincial standards. This is not intended to exclude community septic fields in strata-title development.
- ii) Hauled septic fields are generally undesirable and should be prohibited in designated watersheds.
- iii) No construction or additions to structures should be permitted until it has been shown to the authorities having jurisdiction that sewage can be disposed of as required by provincial standards.
- iv) Septic fields should be placed a sufficient distance from beaches and water courses to prevent pollution, and there should be no sewage outfalls into tidal water.
- v) There should be no publicly funded or publicly maintained sewers.

Development Criteria

The following criteria should be adhered to in using septic tank systems:

- a) Residential lots are not to be subdivided in increments of less than one unit per acre with a community water system and one unit per three acres without a community water system.
- b) All sewage disposal systems to be within the bounds of the property of the users of that system.
- c) Septic field systems are to contain four feet of natural soil or not less than two feet of natural soils and two feet of suitable fill which must have settled for a period of not less than six months prior to tests being made. Suitability of soil to be established by the individual landowners prior to subdivision taking place.

- d) Slopes of more than 25% may allow effluent to flow downhill before absorption can take place. Contours and slope information are to be established by landowner prior to subdivision taking place.
- e) No disposal field should be closer than 100 feet from the natural boundary of a stream, lake or from the high water mark of the ocean.
- f) Evidence should be required prior to any new development or subdivision that the proposed disposal field will have no effect on any water source either on the site to be subdivided or in adjacent properties.
- g) Where a grouping of commercial, public or community uses is to occur, then a sewage disposal system using a common holding tank should be allowed. Such a system must have regular maintenance and disposal dates to prevent overflows or the inefficient functioning of the plant as required by provincial regulations.
- h) Marina uses should be required to provide holding tanks for gathering of sewage from boats that dock, such tanks to be regularly emptied and serviced as required by provincial regulations.
- i) No discharge of sewage or effluent into tidal waters should be permitted.

3. Utility Services

Utility storage areas and structures, including present facilities, should be placed in suitably screened or landscaped areas to ensure the protection of the environment.

Gas and Power Transmission

Major pipelines or power transmission lines are not wanted on Bowen as they are visually undesirable.

4. Industrial Service

Light industrial services should ensure the following:

- i) that they provide for local needs and promote local employment,
- ii) that they are labour intensive relative to land consumption,
- iii) that they provide suitable landscaping or screening from view and adequate protection against pollution.

5. Home Occupation

Home occupation is to be encouraged. The premises must retain the appearance and characteristics of a private residence.

6. Sawmilling

Sawmilling should be restricted to small scale portable mills for land clearing and forest management consistent with the policies of the plan.

7. Commercial

Provision should be made for a centralized commercial area for the Island in the vicinity of Snug Cove as defined in Appendix D. Other commercial areas are to be discouraged except for neighbourhood retail operations which may be required where relevant for local needs.

8. Transportation

Discouragement of the excessive use of motor vehicles is a key objective of the plan. The following policies are to be pursued where consistent with public safety and convenience.

A. Roads

- A rural, well maintained, road system on the Island should be retained.
- An Island perimeter road should not be constructed as it would be in conflict with the rural character of the Island and would increase automobile congestion.
- Community walkways, bicycle and bridle paths should be encouraged.
- Road design should be based on topographical considerations rather than grid specification.
- Where possible the natural vegetation alongside the travelled portion should be maintained or retained undisturbed.
- Ditches should be put in and properly maintained to avoid pollution of watersheds.

Development Criteria

In keeping with the desire for a system of roads on Bowen that is rural, the following guidelines should be observed:

- a) Arterial Roads - 66 foot right-of-way with only the area used for roadway cleared. The road itself should be about 30 feet in width and paved. Curb, gutter and sidewalks are not to be required as the shoulder of the road will provide adequate walking area and ditches will provide run-off drainage.

- b) Local Roads - 40 foot right-of-ways with 20 foot width of roadway is adequate. Clearing of the remainder of the road allowance should be discouraged except for safety requirements or utility needs. As above in (a), urban standards of curb, gutter and sidewalks are not needed.
- c) Back Alleys - are not generally needed except in commercial or industrial areas.
- d) Country Lanes (private) - 20 foot right-of-ways without improvement other than grading.
- e) Access to Arterial Roads - new access points other than those already existing should not be allowed, unless:
 - the parcel is smaller than five acres, or
 - the contours of the property to be subdivided are too steep to provide access to all the newly created lots from the one existing access point.
- f) On-Street Parking - to be discouraged. All new development should supply sufficient off-street parking.
- g) Walkways and Riding Trails - require minimal width, usually five feet, and do not require gravel or pavement. If the width is increased to 10 or 15 feet, then it can be shared with riders. Steep areas (over 30% slope) require steps to be made for pedestrian traffic. Motorcycles and minibikes should be specifically prohibited.
- h) Bicycle Paths - require a hard or compact surface and are more expensive to provide for than walking or riding trails. A series of bicycle paths could be developed using one shoulder of the local and arterial roads. The surface would require compaction or paving and proper marking.
- i) Consideration should be given in the posting of highway signs to reducing the unsightly effects.

B. Ferries

There remains capacity at most times on the existing ferry. A late night service is needed for those who wish to spend an evening in Vancouver or on Bowen and a more flexible schedule to handle peak periods.

Parking at the ferry terminal requires the use of the main road; however, to get the ferry traffic off this road would require the creation of a one to two acre parking lot. The Provincial Government should be encouraged to provide this.

Future emphasis should be on foot passenger traffic rather than vehicular traffic on the ferry to Bowen consistent with improved terminal parking and public transit.

Given the existing ferry capacity and the effects of extending this service, general expansion of ferry service in the near future is undesirable; however,

- i) land should be zoned to facilitate limited parking and marshalling for the ferry in the Cove area,
- ii) a more flexible service within the existing schedule is needed to handle peak periods,
- iii) scheduled night passenger service should be instituted.

C. Other Modes of Transportation

No other public transportation service exists at present. Primary service by airplane or helicopter should not be encouraged due to its disruptive noise. Other modes of transportation, such as hydrofoil, hovercraft, etc., should be required to meet with local approval on the grounds of noise and other forms of pollution.

9. Churches

Existing churches are to be recognized as spiritual and historical assets of Bowen Island.

10. Medical Service

- i) Adequate medical facilities should be encouraged,
- ii) In the absence of medical facilities, every effort must be made to maintain and improve the emergency service on an organized community basis, including medical transportation,
- iii) Medical services must be provided as senior citizens' housing is developed.

11. Public Safety

The R.C.M.P. should provide adequate service throughout the year as required by local community needs. Better service is needed because of expanding population.

Consideration should be given to having an Island police office established during the summer months with at least one on-duty policeman.

The Island should be connected to the new Greater Vancouver automatic emergency system.

Domestic pets and livestock should be controlled in the interest of public convenience and safety. Dogs found running wildlife should be dealt with severely by the responsible authorities.

12. Fire Protection

The volunteer fire department on the Island should be maintained and aided to provide effective service. Capital and operating expenditures to provide service as the community grows should be supported vigorously.

Additional fire protection during the recreation season must be funded as required through the responsible governing body and provided by the Bowen Island Fire Protection District. Standardization of hydrants in future subdivisions or in the expansion of existing systems must be established and provision must be made for an adequate water supply for fire fighting.

13. Garbage Service

A systematic garbage disposal service is necessary. The most economical means of disposal, subject to environmental protection, should be sought. If the most economic means to dispose of it is sanitary landfill on the Island, land should be set aside for the projected requirements based on the following criteria (in order of importance);

- i) protection of the environment,
- ii) access,
- iii) economic feasibility.

Development Criteria

Local garbage disposal sites should be located:

- a) in an area that will not drain directly into a creek, lake, water catchment area or tidal waters,
- b) in an area with a ready supply of overburden or excess soil to cover the layers of garbage,
- c) in an area easily accessible to the Island's residents.

Other methods of disposal should be investigated, e.g. incineration, off-Island disposal. A recycling depot, if feasible, would be encouraged as a useful community project.

14. Public Social Resources for the Community

A central location for facilities encourages community involvement and community spirit. The plan encourages the building of multi-use facilities organized around a community school which would be open all year round to provide for social, education, cultural, public health and recreational needs at a reasonable cost.

The multi-purpose facilities should include schools, library, community hall, gymnasium, health care centre, day care facility, and activity rooms. This would have to be constructed in phases when feasible, but the site should be established and some layout plans developed. The site should include an area for playfields, playground and parking.

15. Recreation Services

Island resident community recreation facilities should be on a local needs scale and separated from facilities intended for the visiting public.

Recreation and picnic areas for the visiting public should be set up so as to discourage the use of private motor vehicles by either supplying public transportation or by being within walking distance of the ferry.

The establishment of resort and conference facilities must be rural in character and design and must satisfy the same pollution control regulations as other forms of development within the community. The regional and provincial park authorities should provide for the cost of essential services and maintenance on a basis commensurate with the degree of visitor use of recreational facilities. (Refer to Page 19 - Section 6)

16. Marine Services

Access to marine services is an obvious necessity to Bowen's lifestyle and rural/marine atmosphere. Because of the costs incurred by pollution and vandalism, public access should be encouraged in areas where adequate upkeep and supervision can assure the protection of both the natural environment and the local community. Commercial marine services should meet pollution control regulations and provide a reasonable scale of services. Control over the use of motorboats should be established adjacent to swimming beaches and harbour areas for purposes of safety and for noise control.

- Speed limits for marine traffic should be five miles per hour within 100 yards of any shoreline comprising a cove, bay, beach or heavy use area.
- Use of motorboats should be prohibited in areas during the times of year when and where their use may endanger the safety of swimmers.
- Limits on the harvest of marine life should be posted where relevant and zealously enforced.

VI POLICY GUIDELINES FOR LAND USE

The following are the general policies and development criteria for land use. All proposed development or subdivision is subject to the regulations of the Provincial Health Act as interpreted by the local Medical Health Officer.

1. General Land Use Related Policy

Setback Policy

Structures should be set back from the foreshore, lakes, streams and roads in order to protect the rural atmosphere of the Island and to avoid pollution.

Building Standards Policy

The National Building Code should determine construction quality. This code, and the area by-laws, should be examined as to minimum size requirements appropriate for Bowen Island and should offer maximum flexibility to innovative construction within the applicable building code. It is desirable that structures conform to Bowen Island's topography and rural atmosphere. The intention of the plan is to encourage variety of design and different life styles.

Water Supply Policy

Land use options will be strictly tied to water supply quality and quantity within each and every area of development. Detailed information on water supply and its relationship to other Island areas must be a key factor in determining the extent of new subdivision or development. (See Section V,1.)

Sewage Disposal Policy

Land use options will be strictly tied to sewage disposal using septic methods. (See Section V,2.)

Roads Use Policy

Existing Island roads should not be widened except where required as a safety measure. All new roads should reflect the rural goals of the plan. Commercial and residential developments should be designed with a minimum of access roads leading onto existing roadways. Wherever physically feasible, such access roads should pass through natural buffer zones to mutually screen existing roadways and new developments from view of each other. (See Section V, 8.)

Community Institution Use Policy

Provision of new community institutions and services should be centralized in the Snug Cove Area but not immediately adjacent to the ferry terminal area. (See Section V, 14.)

Advertising Sign Policy: Advertising signs should be limited in number per parcel, and with type, size and height restrictions.

2. Residential Use

It is recognized that growth on Bowen Island will occur, and that the real danger to the Island lies in high density, urban style development rather than in growth itself. Development of existing lots which does not conform with the goals, objectives and development criteria of this plan should be discouraged. Those areas in which new subdivision will have the most desirable effect on the Island environment, community and this plan's goals and objectives should be given equal weight with development of existing lots that conform with the goals of the plan. This will avoid concentrations of population in sensitive areas.

Replotting of existing subdivided lots which are unsuitable for development should be encouraged and every effort made to give legal and economic assistance.

Development Criteria

FOR A SEPARATE LOT SUBDIVISION

Maximum Density - One dwelling unit per net acre (after roads).

Minimum Lot Size

- a) Not less than one acre per dwelling unit if there is a community water system.
- b) Not less than three acres per dwelling unit if there is no community water system.

Types of Accommodation

- detached housing on individual lots.

Information Required

Proposed subdivisions should submit details of soil composition and depths, potable water source, existing slopes and topographical features, proposed lot layout, and road pattern.

FOR A GROUP LOT SUBDIVISION

Maximum Density - One dwelling unit per net acre (after roads).

Minimum Lot Size (subject to maximum density)

- a) Not less than one-half acre per dwelling unit if there is a community water system, provided that not more than 50% of the lots so created are less than one acre in size for any parcel of 40 acres or more which was existing as of December 31st, 1975.
- b) Not less than three acres per dwelling unit if there is no community water.

Type of Accommodation

- detached housing on individual lots.

Information Required

Proposed subdivisions should submit details of soil composition and depths, potable water source, existing slopes and topographical features, proposed lot layout, and road pattern.

FOR A STRATA TITLE SUBDIVISION

Maximum Density - One dwelling unit per net acre (after roads).

Minimum Lot Size

No minimum lot size provided; maximum density criteria must be adhered to.

Minimum Setbacks from Existing Road Allowances

- No building, structure, road, or other type of construction shall be permitted less than 50 feet from an existing frontage road, such area to remain in its natural state with only minimal removal of trees or vegetation allowed for the construction of one entrance road directly into the total site.

Types of Accommodation

- detached or attached cluster housing; each unit of which must have an individual septic tank but may use a group disposal field or system.

Information Required

Proposed subdivisions should submit details of soil composition and depths, potable water source, existing slopes and topographical features, proposed lot layout, and road pattern.

3. Commercial Use

Commercial activities should be carried out mainly in the general vicinity of Snug Cove as defined in Appendix D. Exceptions to this policy will be on the basis of land use contract and be confined to neighbourhood use and dimensions.

Snug Cove

The area will be defined as a Development Area and studied in more detail to establish specific development policies. Upon completion, the Snug Cove policy statement will be attached to the Community Plan as Appendix E. In the interim period, all properties within the Development Area will be developed by a Land Use Contract based on the general policies of the Community Plan.

Resort Commercial and Conference Facilities

Resort commercial and conference facilities shall be permitted on the basis of Land Use Contract with special attention paid to the goals and objectives. Priority will be given to those developments not oriented to private motor vehicle use and within the scale of the Island's rural atmosphere. Conference facilities could be developed from either public or private funds.

Development Criteria

- a) Retail Commercial Uses - shops for groceries, foodstuffs and convenience goods such as: grocery store, drug store, bakery, hardware, etc. Square footage of retail floor space required for convenience shopping should be calculated at a ratio of 30 square feet per household.

Because retail commercial uses are usually concentrated, the disposal of sewage becomes a problem. Individual or common holding tank systems should be required for commercial uses.

- b) Service Commercial Uses - includes service stations, boat repairs and storage, repair shops and other types of uses that cater to vehicle or contractor services. These uses should be landscaped and screened from adjoining residential structures, and not permitted to create loud noise, or produce obnoxious glare or odours that will bother adjacent residents or tenants.
- c) Tourist Commercial Uses - consist of services, accommodation, and recreational facilities for those who wish to use Bowen as a recreation or vacation site. Includes such uses as cabins and resorts, cafes and restaurants, conference facilities, concessions, and shops. Except for over-night accommodation and outdoor recreation facilities such as horse riding stables and golf courses, all other tourist commercial and recreational uses should be limited to the Snug Cove Development Area.
- d) Marinas - to be encouraged on Bowen, but should be limited to areas having easy access to major roads. Marinas should not locate in areas having ecological significance, or recreational potential, i.e., beaches and water sport areas.

4. Industrial Use

- i) Light Industrial Use

Lands presently used for light industrial should be retained and designated as Development Areas. Further expansion of light industry on Bowen Island will require a Land Use Contract with specific attention paid to pollution problems and screening from public view.

- a) Light Industry - includes utility substations and storage areas, warehousing, small manufacturing, portable sawmills, repair and fabrication shops, and lumber yards. Areas for light industry are limited on Bowen and such uses should be on a scale to supply the local market needs. Landscaping and screening of these uses is necessary and regulations should be developed accordingly.
- b) Home Occupations - to be encouraged on Bowen. To include such home crafts as pottery, ceramics, weaving, rug making, carving and sculpting; all of which require hand labour, limited space and equipment and easily transported. Other home occupations could include custom furniture and cabinet making. Home occupations should be contained within the residence itself or in a structure of a gross floor area no greater than 1,000 square feet. Excessive noise, glare or obnoxious odors should not be allowed.

ii) Extractive Industrial Use

Extractive industry shall be confined to small scale operations designed to meet local needs. This includes gravel pits, logging, topsoil removal and other such resource gathering industries. These uses should be restricted on the Island except where they are needed to preserve an ecological or watershed area or provide materials for local use. Commercial topsoil removal should not be allowed on Bowen. Gravel removal can be restricted to use for local roads and local building purposes only and zoned accordingly. All areas that have been used for soil or gravel removal should be contoured and levelled after removal is finished and revegetated. This should be part of any Soils Removal By-law applicable to the Island. The following categories should pertain:

- Gravel, Rock and Sand: Prior to extraction of these materials, an impact statement and program of reclamation will be required in order to secure a permit.
- Logging: Forests on crown land should remain intact as a community resource for the future and as protection for watersheds. Selective logging shall be allowed as required for watershed protection and in the course of clearing land for permitted uses. In the case of land use contracts, retention of trees will receive intensive consideration.
- Topsoil: Topsoil shall not be removed on a commercial basis in any of the following areas: watersheds, recreation areas, crown lands, wildlife and ecological reserves, parklands, and agricultural lands whether within the Agricultural Land Reserve or not.

5. Agricultural Use

Farmland areas form a vital part of our rural landscape. Farming, ranching, and aquaculture are to be encouraged on the available agricultural land. Land suitable for present or future agricultural use on the basis of soil suitabilities whether within the Agricultural Land Reserve or not, should be retained for agricultural use. Encouragement should be given to ALR lands and others suitably or historically capable of agricultural use to be developed for agricultural purposes in order to retain as much farmland as possible for future generations. Specific

policies are needed to make farming viable in some cases; the Provincial Government is encouraged to pursue such policies and to determine suitable ALR lands on the basis of field studies. The rental of lands for garden plots should be a permitted use in all areas.

Development Criteria

Most of the existing farmland is included within the Agricultural Land Reserve and cannot be subdivided unless permitted by the Provincial Land Commission as stated in the Agricultural Land Act. Some agricultural uses such as chicken or turkey farms, feeder lots, fish farms, horse riding stables, etc., may not occur in ALR lands, but should be permitted in acreage situations. These uses should be accommodated within the Zoning By-law.

6. Park and Recreational Use

There has traditionally existed a conflict between preservation of land for park values and use of land for development purposes. Growing recognition of the value of biological resources and concern over past violations necessitates careful regard for them in land use planning. Balanced planning and development in harmony with nature can avoid the costly or impossible remedies necessary after careless development.

In recent years the value of parks of various types and the need for urban populations to have access to natural areas has been recognized.

Bowen Island's main attraction is its strong rural and recreational appeal. In addition to crown lands, and a general policy of providing a high ratio of open space to inhabited areas, there is a need to acquire certain areas suitable for present or future park use. Appropriate supervision and facilities should be established and maintained at the expense, directly or indirectly, of the users.

The best and most likely future use of Bowen Island as a recreation resource will be by day visitors. Pressure exists at this time for day-use facilities and must be dealt with in ways that afford visitors access to the Island without disrupting the Island's residential community. Given the limitations set by Bowen's transportation system, and this plan's policy of discouraging excessive use of private motor vehicles, day-use recreation facilities should be of adequate scale and within walking distance of the ferry terminal at Snug Cove. Some lands in this area must be preserved for day-use recreation in such a way as to guarantee public access when developed and to preserve green open space. While a conventional regional park* is not desirable, means should be explored for public acquisition of and access to suitable open space in the cove area. (* See glossary.)

The following categories therefore pertain to park and recreation land use:

1) Provincial Parks

Crown lands should be kept and preserved as wilderness areas in their natural state until such times as they may be properly developed for provincial and regional recreational use.

ii) Privately Developed and Controlled Parklands

This category pertains mainly to the Snug Cove Development Area. Innovative facilities are specially encouraged within this category.

iii) Local Parks

Local community parks and recreation facilities are to be established within the community school and in individual residential areas, for the use of the Island community.

Development Criteria

- a) Community facilities for residents should be concentrated in a central location easily accessible to the various parts of the Island but not immediately adjacent to the ferry terminal area.
- b) Lands beyond a 10 minute walking distance of the ferry terminal should not be allowed to provide recreational facilities for visitors unless they are developed with a Land Use Contract.
- c) Vehicular parking facilities should be kept to a minimum for visitors' recreational areas or uses within a 10 minute walk of the ferry terminal.
- d) Public walkways and access points to the crown lands and to the waterfront should be clearly identified. Similarly, private property and access points should also be clearly identified.
- e) Recreational facilities and accommodation outside the area of the ferry terminal should be required to provide transportation to and from the ferry terminal for guests in the period from May to October.

7. Crown Lands Use

Crown lands should be preserved in their natural state, to be used for watershed, public use and public recreation only. No new residential leases of crown land should be permitted. Present leases should be reviewed to ensure that unimproved land reverts back to the crown upon lease termination. Further subdivision of crown land should not occur. Road access should be limited for fire and safety purposes only.

Development Criteria

- a) Crown lands and waters are under provincial jurisdiction and co-operation with the Provincial Lands Department is essential. Most of the area that is crown on Bowen is steep or rocky and a 10 acre minimum size should be applied to these lands in the Zoning By-law.
- b) Selective clearing of mature timber on crown lands should occur periodically but clear cutting should not be allowed.
- c) Applications for water or land lease or renewal of leases should not be granted until circulated to Bowen Island APC and the Greater Vancouver Regional District for comment.

8. Waterfront and Foreshore Use

The waterfront and foreshore must be protected to the maximum extent, by control of the waterfront lands, foreshore and contiguous water. Adequate access to the shore must be ensured at regular intervals together with effective community supervision. Effective measures must be taken to protect marine life from recreational, commercial and residential misuse. When developed, waterfront lots should be developed to retain the visual and environmental qualities of the Island and to retain the rural/marine atmosphere.

Encouragement generally should be given to the construction of facilities for marine-oriented activities such as boat launching and landing, non-polluting marine facilities, swimming and paddling. Access to such activities should be organized on the basis of safety and supervised protection from noise and interference with privacy as well as convenience to the marine public.

New marina facilities built on the Island should have sewage pumpout facilities that meet standards set by the Provincial Government. Expansion of existing marinas should be conditional to the provision of similarly adequate pumpout facilities.

Boat launching facilities accessible to Island property owners and residents should be encouraged.

Development Guidelines for the Waterfront and Foreshore

- a) Cluster housing development and group use of the foreshore should be encouraged where the foreshore lands are privately owned.
- b) No building development or clearance of natural tree cover, except by selective clearing, should be permitted in the land area 100 lineal feet from the high water mark.
- c) Crown lands or other public lands having frontage on the foreshore should have no further private sales or leaseholds allowed on these frontages.
- d) Where lots are subdivided to the high water mark, common or public access reserves should be provided to a ratio of at least 10:1. These common access reserves should be combined where possible to provide usable frontage areas for public recreation.
- e) Land Use Contracts should be required for all industrial, commercial or commercial resort developments within 660 feet (10 chains) of any ocean waterfrontage.
- f) No development of buildings over the water area or filling below the natural high water mark should be allowed.

9. Watershed Use

Protection of the watersheds, catchment areas and watercourses should take precedence over all other land uses or activities within such areas. Land use options should be closely tied to protection of water supply

quality and quantity. Exact location of these sensitive areas must have high priority among the necessary studies to be undertaken. No subdivision into lots of less than 10 acres should be permitted in watershed areas until adequate criteria for the protection of the watersheds have been established.

10. Lakes and Streams Use

Lakes and streams on Bowen are to be preserved and protected from pollution or physical destruction because of their watershed, drainage and environmental values.

Development Criteria

- a) No effluent absorption field should be located closer than 100 feet from the natural boundary of a creek, stream or lake.
- b) No building should be located closer than 50 feet from the natural boundary or a creek, stream or lake.
- c) No building or absorption field should be located less than five feet in elevation above the natural boundary of a lake or any other natural water course.

11. Private Forest Land and Tree Farm Use

Lands designated under this category should comply with the goals and objectives of this plan. The value of tree farm lands as open space is recognized. Clearcutting should be discouraged in favour of selective logging and replanting.

12. Archaeological and Historical Site Use

In the context of Bowen Island, archaeological significance is a non-renewable resource, since, when significant sites are disturbed, most of the value is lost. The same logic applies to historic sites. The public or private use of such sites, once identified, must therefore give high priority to preservation of the archaeological or historic elements attached to them. Currently known sites shall be designated immediately while additional areas shall be identified through public and professional research. These areas should then be acquired or protected by means of a covenant on the title if in private hands, or adequately fenced and protected if in the public domain.

13. Reserve or Undetermined Land Use

This includes those lands that are not to be used for residential, commercial, industrial or other more intensive uses or are not included in the Agricultural Land Reserves. It is suggested that these lands remain as acreage for the protection of watersheds, preservation of wilderness areas and to retain the rural character of the Island. The minimum lot size for these lands should be 10 acres.

VII ENVIRONMENTAL AND SOCIAL IMPACT STATEMENTS

Inventory information and analysis of the environmental and social impact of major developments on the Island will be necessary in the future to ensure that Bowen develops in an orderly and cohesive fashion. Much of the information required from developers is produced as a matter of course as part of the subdivision of land and its subsequent development, but it is not packaged in a standardized way, nor is the relationship between subdivision and development of a given parcel and the larger ecological and social communities of which it will become part normally clarified.

It is the policy of the Community Plan that this necessary information should be organized in a standard way and its ecological and social impact analyzed. The following outline is therefore recommended to those agencies who will administer the development of Bowen Island as a guideline for the kind of information required, and for the scale of subdivision and development for which it should be supplied.

An environmental and social impact statement should be required from the developer for all development or subdivision of parcels of land of 40 acres or more.

In order to ensure that all such parcels of land are covered by the by-laws, it is recommended:

- a) that this provision shall be effective as of the date that this Plan is adopted by the GVRD Board,
- b) that this provision shall apply to all subdivision and development of such parcels of land of 40 acres or more in existence as of December 31st, 1975, and any future subdivision of portions of such parcels which exceed five acres in size.

A. Environmental Inventory

i) Biotic Environment

- should locate areas of tree growth with a list of species to be found there,
- should identify any species of animal and bird life native to the area, including aquatic life, and any areas used for grazing, feeding or habitation by such wildlife.

ii) Physical Environment

- should identify soil types, depths drainage characteristics,
- should identify area slopes, over 25%,

- should detail water quantity and quality,
- should identify creeks, ravines, lakes, swamps and watersheds,
- should provide topographical mapping on 1:50 scale.

iii) Present Land Use

- should locate structures and buildings on the site,
- should identify historical and archaeological sites,
- should identify existing uses of land,
- should identify roads and trails,
- should identify any areas being used for resource extraction, such as gravel pits or logging areas.

B. Environmental Impact Analysis

- Should outline subdivision and/or development to be carried out. Should outline the impact of subdivision and/or development on the specific amenities.
- Should analyze specific effects of subdivision and/or development on the above information.
- Should outline ways in which subdivision and/or development could lead to degradation or betterment of the environment.

C. Social Impact Statement

- Should provide details of impact of subdivision and/or development on promotion of health, safety, convenience, and welfare of public.
- Should analyze impact of subdivision and/or development on the efficiency and quality of life in the area.
- Should outline the impact of subdivision and/or development on present and future public costs, including those for schools, medical facilities, roads, fire prevention, ferry capacity.
- Should outline impact of subdivision and/or development on the Community Plan goals and objectives.

VIII IMPLEMENTATION GUIDE

A. Short Term Staging Policy

Appendix B lists three specific studies which are required to answer specific questions on water resources, soil capabilities and growth potential for Bowen Island development. These studies are:

1. Watershed Designation Study - involves the delineation of watersheds and the setting of standards for their protection and use.
2. Septic Capacity Study - an in depth study of the soil capabilities of the Island for use as septic fields.
3. Water Supply Study - should include a survey of available ground water and surface water to determine the location and amount of water on Bowen available for resident consumption.

Until these studies have been completed and the results known, a policy of limited growth should be followed on Bowen Island. During this interim period, no further subdivision of lots below ten acres in size should be permitted except in those areas designated as R-1, C-1 or M-1 in the "Electoral Area 'C' Zoning By-law No. 50, 1972" and as shown in Appendix D - Concept Map. In these specific R-1, C-1 and M-1 areas development will be permitted in accordance with the policies set out in the Community Plan.

B. Long Term Staging Policy

As stated in the Short Term Staging Policy, development on Bowen Island will be limited to specific areas of existing small lot development until watersheds, water capacities and soil capabilities are known.

As the needed information is acquired from these resource studies, the growth potential for the Island or portions of the Island can be determined. Should it be possible to identify one watershed or water supply area as being separate from any other, i.e. South Bowen Island may have a different source of water from that of the Grafton Lake area, then these areas could determine their potential growth at an earlier date and be released for development.

The proposed Long Term Staging Policy would permit any area of the Island that can provide evidence of its watershed boundary and the land area dependent on that water supply, either through use of wells or surface water storage, to be permitted development privileges similar to those areas included in the Short Term Staging Area. A Specified Area Development Plan for the common water supply area would have to be provided by the owners of land in the area to be attached as an appendix to the Official Community Plan. A statement of water resources and bounds, soil capabilities, potential residential development based on these resources, proposed road and transportation routes, and effect on community facilities would be part of this Specified Area Development Plan. Once this Plan had been accepted as an amendment to the Community Plan, development would be permitted subject to the stated policies of the Community Plan. The amount of development allowed, if any, should be distributed among the landowners in proportion to area of holdings within the Specified Area or in some other equitable manner.

C. Snug Cove Development Area

The Snug Cove Development Area as defined in Appendix C, is an area with specific problems of small lot development, limited soil capacities for septic tanks, as well as being the central core area for the Island. Specific development criteria will be developed for this area and attached to the Community Plan as Appendix E. In the interim period, all development or subdivision proposals will be handled by Land Use Contract as defined in Section 702A of the Municipal Act, and subject to all policies of the Community Plan.

D. Adoption of the Community Plan

The Community Plan itself is now complete, but there are a number of steps that will follow its public presentation before it goes into action.

Firstly, it must be examined by the GVRD Technical Planning Committee, GVRD Planning Committee and GVRD Board, and subsequently by The Islands Trust and the Department of Municipal Affairs. After it has gone to the GVRD Board, the Board will undertake a public hearing on Bowen Island, after which the Community Plan will be adopted by a by-law of the GVRD.

After the Community Plan has been approved by the various agencies, work on the subdivision by-law can begin, as can the revisions of the zoning and building by-laws. These must all be done in accordance with the Plan.

APPENDIX A

GLOSSARY

Arterial Roads: An arterial road is a road which takes people from one major destination to another. Bowen arterial roads are specified on the Plan concept map.

Cluster Housing: Means a residential use of two or more dwelling units on one original site, each of which has a separate outside ground level entrance and may;

- a) be located on a separately registered parcel of land, within the original site,
- b) be a share unit of a commonly held parcel of land, buildings or other facilities, or
- c) be attached structurally to any other dwelling unit.

Community Plan: An expression of local community policy for;

- a) the kind and scale of community services,
- b) any use or uses of land, including surfaces of water,
- c) the pattern of the subdivision of land.

Community Service: A service provided for more than one parcel of land or person usually, but not always administered by a government constituted agency and paid for through taxes or special charges; for example, a community sewer system. In small and efficient communities, however, some of these services are most economically provided by the community itself on a voluntary or partly voluntary basis, e.g., fire protection.

Community Water System: Means any system of water distribution servicing more than one dwelling with a proven capacity of 500 Imperial gallons per household and which meets the water quality specifications set out by the Medical Health Officer.

Conventional Regional Park: As defined by the Lower Mainland Regional Parks Plan (1966):

"Regional parks are of joint Municipal-Provincial responsibility, and cater to such 'day-use' activities as swimming, strolling, picnicking, boating, hiking, fishing, sightseeing, and nature study. Serving the population within one hour's driving time, they must have size and features capable of absorbing large numbers of people and capable of providing for a wide variety of activities."

Development: Means a change in the use of any land or building, including the carrying out of any construction, engineering or other operation in, on, or under land covered by water.

Development Area: An area judged to be unusually sensitive to development, in which it must be ensured that developments that occur are compatible with the public interest. Usually an area which is ecologically sensitive, or one in which a variety of competing uses is foreseen; or both.

Dwelling Unit: Means a room or a suite of rooms which provides accommodation for one or more persons living as a single housekeeping unit, with cooking, living, sleeping and sanitary facilities.

Economies of Scale: Normally defined as instances in which efficiency in both service and cost is created by size. An illustration in GVRD would be the Greater Vancouver Water Board which supplies water to all GVRD's municipalities more efficiently than could 15 or 20 individual systems.

Effective Community Supervision: Laws and regulations governing the use of the civil domain by citizens are relatively impossible to enforce if the public is not in agreement with them in the first place, and getting their agreement is usually as much a matter of making the reasons for them clear, as it is telling people what the regulations are. Given the kind and size of the community Bowen has, and given its isolation from the mainland, normal institutional kinds of supervision and enforcement will either be slow and inefficient, or extremely expensive and probably unpleasant (i.e. a troop of uniformed enforcement officers is not in keeping with the rural atmosphere.)

The alternative to this is community supervision - which involves making it clear why regulations exist as well as telling people what to do. Community supervision occurs when the community makes it its collective responsibility to see that a given activity is done in a certain manner, or that facilities are taken care of by those who use them. Effective community supervision occurs when everyone takes that supervision as a personal and collective responsibility, and acts upon it when and if the need arises. This kind of supervision is not violent nor is it meant to supplant regular institutional supervision.

Group Lot Subdivision: Means the development of a parcel of land for residential purposes;

- a) by subdivision of the original parcel into separately owned lots, each of which shall have a restrictive covenant placed on the title prohibiting any further subdivision of that lot to a smaller size, and limiting the number of dwelling units to one per lot, or
- b) as permitted in the Strata Titles Act, or
- c) through the formation of a co-operative as permitted in the Co-operative Associations Act.

Home Occupation: Means an occupation or profession which is clearly incidental to the use of a dwelling unit for residential purposes and includes;

- a) the office of an accountant, architect, clergyman, dentist, engineer, lawyer, physician or other business and professional person,
- b) the office or studio of an artist, dressmaker, music teacher, musician, seamstress, writer or of persons engaged in crafts or hobbies,
- c) the keeping of not more than two boarders or lodgers,
- d) the operation of a day school or nursery for not more than five children.

Hauled Septic Field: A septic field in which the percolation rate and soil depth depend on the addition of soils or structures not found on the site.

Natural Boundary: Means the visible high water mark of any lake, river, stream, or other body of water where the presence and action of the water are so common and usual, and so long continued in ordinary years, as to mark upon the soil of the bed of the lake, river, stream, or other body of water a character distinct from that of the banks thereof, in respect of vegetation, as well as in respect of the nature of the soil itself.

Net Acreage: The amount of land left in a given parcel after roads, right-of-ways, and service corridors have been deducted.

Planning Goal: A general aim of the community preparing the Plan. Planning goals do not tell how to achieve the aim - they simply state what we would like to see happen.

Planning Objective: Specific ways of achieving planning goals.

Policy Guidelines: Policy guidelines express the economic and social consequences of the goals and objectives applied to specific areas of community services and to the various land use categories. Once these are set and the interrelationships with the other policy consequences studied and settled, they and the development criteria become the basis of the by-laws that will regulate the Plan.

Public Sewer System: Means common sewer, or a system of sewerage or sewage disposal which is owned, operated and maintained by an Improvement District, under the Water Act or the Municipal Act, or a Regional District.

Separate Lot Subdivision: Means the subdivision of a parcel of land into lots, each of which may be separately owned and registered in the Provincial Land Registry.

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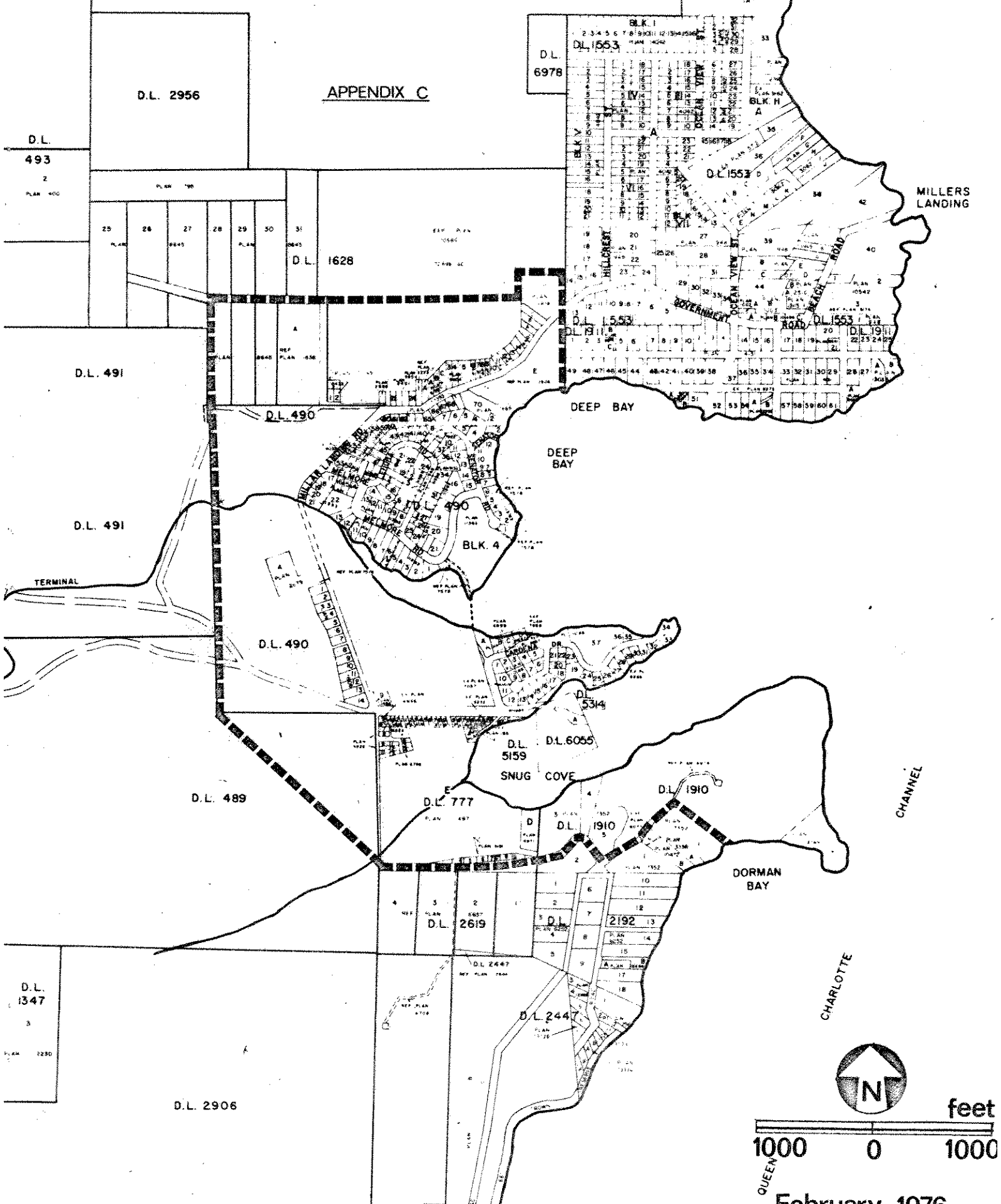
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SNUG COVE DEVELOPMENT AREA - BOWEN ISLAND



APPENDIX C

MILLERS LANDING

DEEP BAY

DEEP BAY

SNUG COVE

DORMAN BAY

CHANNEL

CHARLOTTE



February 1976

