

DATE OF MEETING: January 22, 2026

TO: Gabriola Island Local Trust Committee

FROM: Ian Cox, Planner 2  
Northern Team

SUBJECT: OCP/LUB Rezoning application – fuel storage use  
Applicant: Mid Island Co-operative Services Ltd. (Bruce Buckingham, Agent)  
Location: Lockinvar Lane, Gabriola Island

## RECOMMENDATION

1. That the Gabriola Island Local Trust Committee request staff schedule a Public Hearing for Bylaws No. 321 cited as “Gabriola Official Community Plan (Gabriola) Bylaw No. 166, 1997, Amendment No., 2024” and Bylaw No. 322 cited as “Gabriola Island Land Use Bylaw, 1999, Amendment No., 2024”, on February 19, 2026 during its regular business meeting.
2. That the Gabriola Island Local Trust Committee request staff schedule a stand-alone, electronic Community Information Meeting prior to the Public Hearing and request attendance from the applicant’s expert in fire and risk.

## REPORT SUMMARY

This is the third report to the Gabriola Island Local Trust Committee (LTC) related to bylaw amendment application PLRZ20240091 (Mid Island Co-operative Services Ltd.). It recommends that the LTC proceed with a Community Information Meeting and Public Hearing as next steps for the rezoning of 793 Lockinvar Lane to allow propane storage as a principal use on the lot. The report summarizes First Nations, Agency, and Gabriola Advisory Planning Commission (APC) comments received in response to the bylaw referrals as sent in September and October 2025 per the LTC resolutions as passed and listed below.

## BACKGROUND

At its meeting on September 4<sup>th</sup>, 2025, the LTC passed the following resolutions:

### GB-2025-070

that Proposed Bylaws No. 321 and 322 be referred for comment to the following First Nations for a 90-day period, Local Governments and agencies for a 60-day period:

- a. First Nations: Cowichan Tribes, Halalt First Nation, Lyackson First Nation, Penelakut Tribe, Semiahmoo First Nation, Snuneymuxw First Nation, Stz’uminus First Nation, Ts’uubaa-asatx First Nation.
- b. Local Governments and Agencies: Regional District of Nanaimo, Island Health Authority, Ministry of Transport and Transit, Ministry of Water, Land and Resource

**CARRIED**

**GB-2025-071**

that the Gabriola Island Local Trust Committee has reviewed the Islands Trust Policy Statement Directives Only Checklist and determined that Bylaw No. 321 cited as “Gabriola Official Community Plan Bylaw No. 166, 1997, Amendment No. 1, 2025” is not contrary to or at variance with the Islands Trust Policy Statement.

**CARRIED**

**GB-2025-072**

that the Gabriola Island Local Trust Committee has reviewed the Islands Trust Policy Statement Directives Only Checklist and determined that Bylaw No. 322 cited as “Gabriola Island Land Use Bylaw No. 177, 1999, Amendment No. 1, 2025” is not contrary to or at variance with the Islands Trust Policy Statement.

**CARRIED**

The 60-day and 90-day Agency and First Nations referral periods have now concluded, respectively, and staff recommend proceeding with scheduling a CIM and Public Hearing as the next steps to complete the public consultation portion of the bylaw amendment process.

**ANALYSIS**

***OCP and LUB Amendments***

No changes to the proposed bylaws have been requested by the LTC or recommended by staff since second readings of both were given on September 4, 2025. As drafted, the bylaws will redesignate the property as Village Commercial in the OCP, include it within the Village Centre Development Permit Area 7 (DPA7), and rezone the property from Institutional 2 (IN2) to Village Commercial 4 (VC4) in the LUB (**Attachment 1**). Rationale and implications for this are included in the staff reports relating to the application dated [April 17, 2025](#) and [September 4, 2025](#). Once a Public Hearing is conducted, any potential changes the LTC wishes to make - if any - that are substantive as related to use or density, would require re-notification to the public and holding an additional Public Hearing for the bylaws as amended prior to Third Reading.

***Advisory Planning Commission***

The Gabriola Advisory Planning Commission (APC) met on November 19, 2025 to discuss the application per the above LTC resolution and provided the following recommendations contained in the (draft) meeting minutes found in this agenda package for the LTC regular business meeting, January 22, 2026:

**GB-APC-2025-002**

**It was Moved and Seconded,**

that the Gabriola Island Advisory Planning Commission recommends to the Local Trust Committee to consider the impact on the neighbourhood and the neighbours of the proponent; that they

consider the impact on future developments of the village core and how this change may constrain future use; and that the additional safety risks, specifically fire, be considered.

CARRIED

**GB-APC-2025-003**

**It was Moved and Seconded,**

that the Gabriola Island Advisory Planning Commission recommends to the Local Trust Committee that there is an additional referral of the application to the Gabriola Fire Protection and Improvement District.

CARRIED

**GB-APC-2025-004**

**It was Moved and Seconded,**

that the Gabriola Island Advisory Planning Commission recommends to the Local Trust Committee that they request that the proponent provide their expert in fire and risk at any community discussion that they schedule and hold.

CARRIED

**GB-APC-2025-005**

**It was Moved and Seconded,**

that the Gabriola Island Advisory Planning Commission additionally recommends that the Local Trust Committee consider the establishment of light industrial zoning to accommodate this type of land use.

CARRIED

The first APC recommendation is understood to be for the LTC's general consideration of the application and how the redesignation of the property could impact the village area and adjacent properties now and into the future. Staff consider the bylaws as drafted to be in accordance with OCP policies supporting the expansion of the village commercial area as described in previous reports.

Although a referral response has been received from the Gabriola Volunteer Fire Department Chief, the draft bylaws could be referred to the Gabriola Fire Improvement District Board as recommended by the APC. This has not been included in the staff recommendations but is an option for the LTC to consider. Any additional referrals would require a delay in scheduling the CIM and Public Hearing. The reasons for the APC recommendation are found in the minutes.

The third APC recommendation has been incorporated into staff Recommendation #2 found on page 1 of this report.

The final recommendation is also something which the LTC can consider. There is currently no light industrial property within the village core area. There is only one parcel on Gabriola that carries the LUB Industrial – Light (I) zone designation, which allows industry not requiring sanitary sewer for disposal of industrial waste, warehousing and storage, contractors' workshops, offices and storage areas, and hydro-electric power

generation. In order to consider an alternative to the Village Commercial designation for rezoning as drafted, staff would recommend additional analysis of the implications related to including light industrial uses in the village centre as the “I” zone currently permits, and/or drafting modifications for a site-specific light industrial zone which included fuel storage.

### Community Information Meeting | Public Hearing

Staff recommend a CIM be scheduled prior to a Public Hearing for the proposed bylaws. This will allow interested community members to ask questions and seek clarification about the application in advance of expressing their views in the formal Public Hearing setting. Staff recommend the CIM take place as an electronic, stand-alone meeting on a separate day from the public hearing to avoid confusion between the two types of engagement opportunities. The electronic format would allow participation for those unable to attend an in-person meeting on the island, and potentially allow the applicant and technical/safety representative to attend more easily. Possible dates as of this report are February 2<sup>nd</sup> or 10<sup>th</sup>. If no separate date and time can be arranged, the LTC could choose to hold the CIM in person during its regular business meeting on February 19<sup>th</sup> prior to the Public Hearing.

### Referral Responses

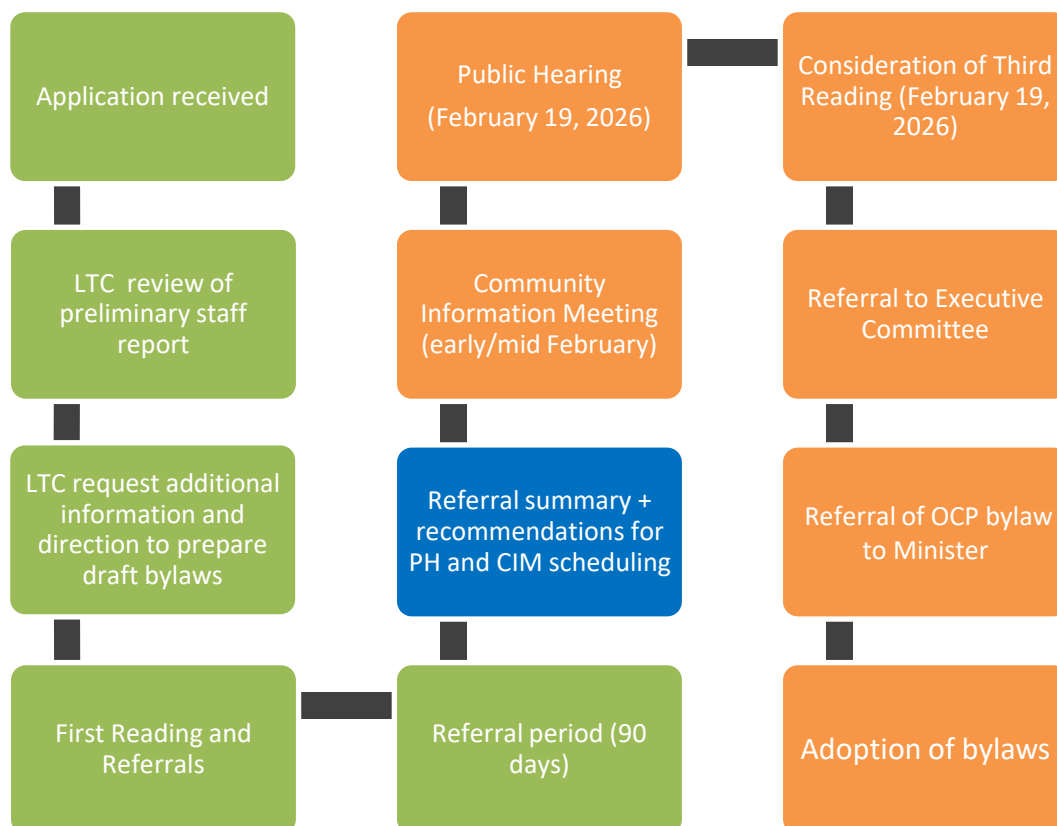
As stated, the 30-day and 90-day Agency and First Nations referral periods have concluded. The following is a summary of the total responses received and the complete documentation will be included in the Public Hearing binder. No additional staff comments are provided in the table given that without exception, all responses indicate either a deferral or no comment.

Agency   First Nation	Response Summary
Snuneymuxw First Nation	<p>No changes to response since the previous early referral, which states:</p> <ul style="list-style-type: none"> <li>• If activities associated with the Zoning Amendment Application require ground disturbance, such as removal of buildings or site excavation, SFN must be engaged as an archaeological assessment may be required.</li> <li>• Additionally, if the applicant observes any cultural material within the subject area, all work must stop and SFN will be notified immediately.</li> <li>• Confirmation of zoning amendment approval is requested.</li> </ul> <p>As such, Snuneymuxw First Nation defers comment on the referral dated September 12, 2025. The Nation reserves the right to provide comment if changes to the proposal take place.</p>
Cowichan Tribes	At this time Cowichan Tribes defers to Snuneymuxw First Nation.
Ts'uubaa-asatx Nation	General deferral to the First Nation(s) whose traditional territory fronts this area due to being outside Ts'uubaa-asatx Nation's core title area. However, should Ts'uubaa-asatx Nation identify greater interests in the future, the

	Nation retains the right to revise this assessment. At this time, deference to any Nation(s) whose title and governing authorities are directly affected.
School District 68	No comment
Island Health	No objection to rezoning. Highlights that if water or septic systems are needed in connection to the uses, the pertinent Drinking Water Protection Act and Sewerage System Regulation apply.
Gabriola Volunteer Fire Department (Fire Chief)	The proposed zoning changes, road access, and water supply all appear appropriate for both locations. The area is protected within the commercial zone under GVFD's Fire Underwriters Survey. Based on this, the locations seem suitable for rezoning within their designated fire protection area.

### Timeline

The current stage in the application process is represented in blue in the timeline diagram below.



### Rationale for Recommendation

The CIM and Public Hearing meetings are recommended to be scheduled on separate days to provide ample opportunity for public input on the proposed bylaws and to reduce confusion as to the purpose of each. The LTC is not obligated to conduct a CIM. However, the application is a major bylaw amendment involving

changes to both the OCP and LUB, and further, in light of the APC recommendations requesting further information regarding safety implications for adjacent properties and the surrounding area generally, staff recommends this consultation component be included. At minimum, the LTC must hold the statutory Public Hearing for OCP amendments not directly related to housing and prior to consideration of third reading.

**ALTERNATIVES**

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

**1. Proceed with an alternative Public Hearing/Community Information Meeting schedule**

The LTC may proceed with the application and choose a different date for the Public Hearing and/or Community Information Meeting based on Trustee and staff availability or other pertinent reasons. A specific date should be identified in the LTC resolution at least for the Public Hearing if different from that included in the recommended Resolution #1.

**2. Request additional information**

The LTC may request further information from the applicant before proceeding further with the application. Recommended wording is as follows:

*That the Gabriola Island Local Trust Committee request that the applicant provide information in the form of [insert information request] in support of application PLRZ20240091 before considering the application further.*

**3. Proceed No Further**

The LTC may proceed no further with the application. If this option is chosen, a portion of the application fee will be returned according to the Gabriola Fees Bylaw No. 311 for an application where no public hearing has yet been held. Recommended wording for the resolution is as follows:

*That the Gabriola Island Local Trust Committee proceed no further with bylaw amendment application PLRZ20240091 for the following reasons [provide reasons].*

**NEXT STEPS**

Staff will schedule a CIM and the Public Hearing as recommended on page 1 of this report if the LTC elects to pass the recommended resolutions, or on an alternately specified date(s).

Submitted By:	Ian Cox, Planner 2	January 14, 2026
Concurrence:	Renee Jamurat, RPP MCIP, Regional Planning Manager	January 14, 2026

**ATTACHMENTS**

- 1. Proposed Bylaws 321 and 322

PROPOSED

GABRIOLA ISLAND LOCAL TRUST COMMITTEE  
BYLAW NO. 321

A BYLAW TO AMEND GABRIOLA ISLAND OFFICIAL COMMUNITY PLAN, 1997

The Gabriola Island Local Trust Committee, being the Trust Committee having jurisdiction in respect of the Gabriola Island Local Trust Area under the *Islands Trust Act*, enacts as follows:

1. Citation

This bylaw may be cited for all purposes as “Gabriola Official Community Plan (Gabriola) Bylaw No. 166, 1997, Amendment No. 1, 2025”.

2. Gabriola Island Local Trust Committee Bylaw No. 166, cited as “Gabriola Island Official Community Plan (Gabriola) Bylaw No. 166, 1997”, is amended as per Schedule “1” and Schedule “2”, attached to and forming part of this bylaw

READ A FIRST TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2025

READ A SECOND TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

PUBLIC HEARING HELD THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

READ A THIRD TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS

\_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

APPROVED BY THE MINISTER OF MUNICIPAL AFFAIRS AND HOUSING THIS

\_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

ADOPTED THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

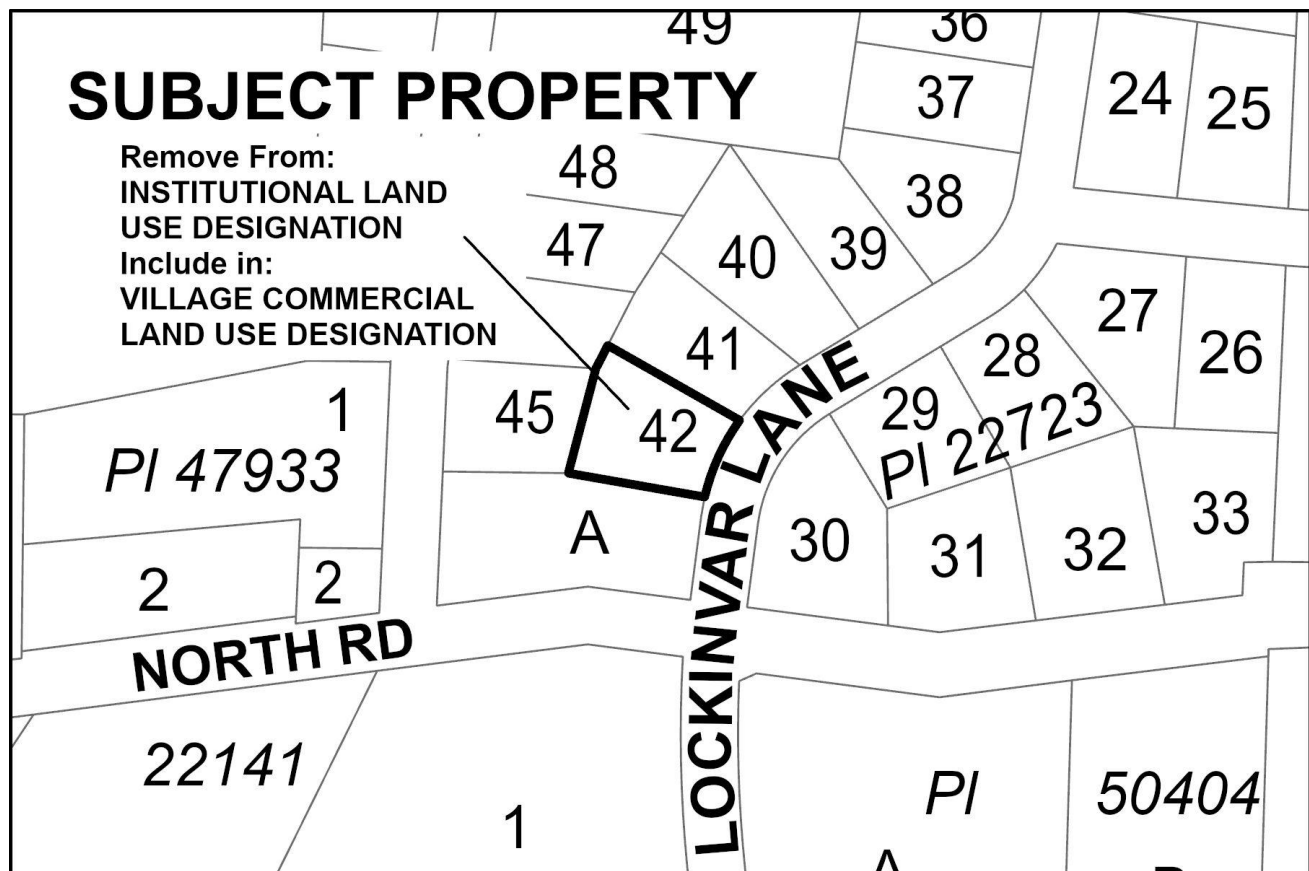
\_\_\_\_\_  
Chair

\_\_\_\_\_  
Secretary

**GABRIOLA ISLAND LOCAL TRUST COMMITTEE**  
**BYLAW NO. 321**  
**Schedule "1"**

1. **Schedule "B"** of Gabriola Island Official Community Plan (Gabriola) Bylaw, 1997 is amended as follows:
  - 1.1. **Schedule "B" – Land Use Designations – North Sheet**, is amended by changing the land use designation on the lands described as LOT 42, SECTION 20, GABRIOLA ISLAND, NANAIMO DISTRICT, PLAN 22723 (793 Lockinvar Lane, Gabriola Island PID 002-623-463) from "Institutional" to "Commercial (Village)" as shown on Plan No. 1 attached to and forming part of this bylaw, and by making such alterations to Schedule "B" as are required to effect this change.

**Plan No. 1**

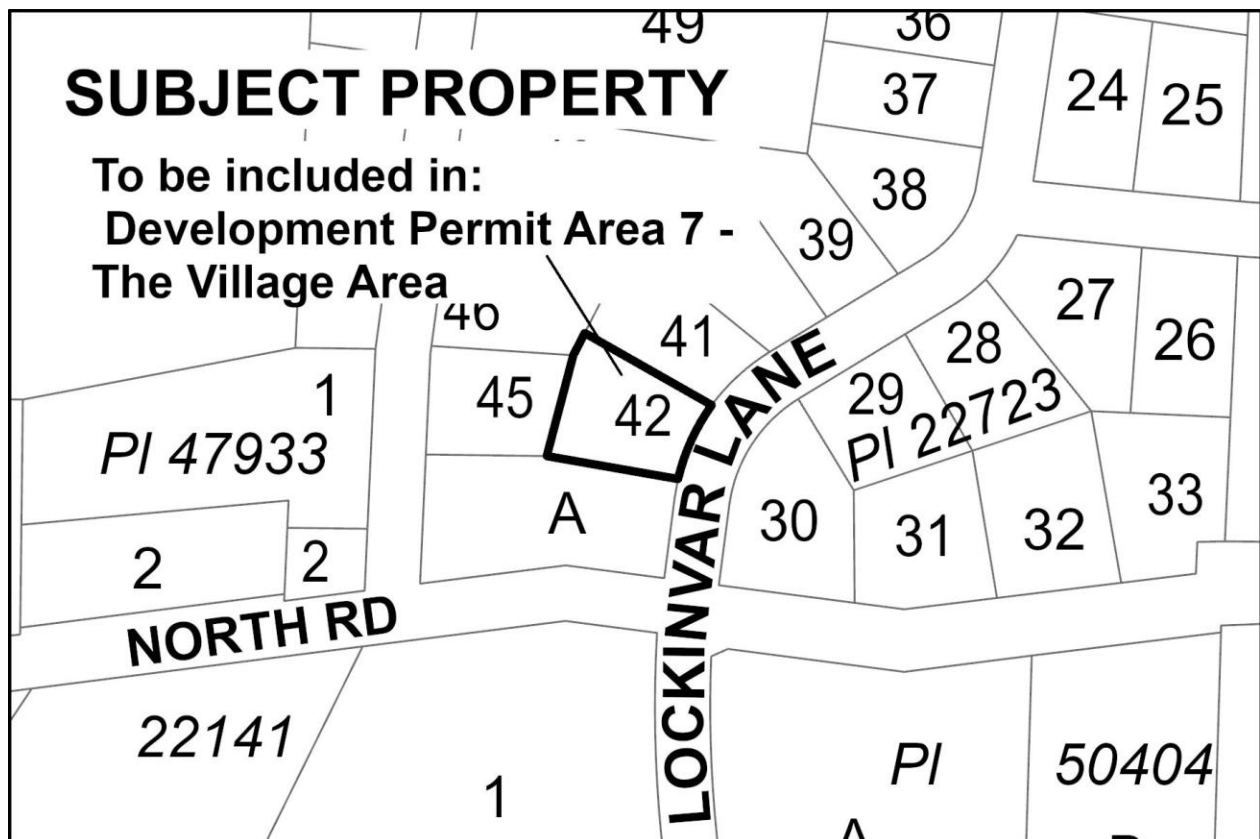




**GABRIOLA ISLAND LOCAL TRUST COMMITTEE**  
**BYLAW NO. 321**  
**Schedule "2"**

1. **Schedule "D" – Development Permit Areas - OCP B North Sheet**, is amended by including the lands described as LOT 42, SECTION 20, GABRIOLA ISLAND, NANAIMO DISTRICT, PLAN 22723 (793 Lockinvar Lane, Gabriola Island PID 002-623-463) in the Schedule D map for DP 7 - The Village Area, as shown on Plan No. 2 attached to and forming part of this bylaw, and by making such alterations to Schedule "D" of Bylaw No. 166 as are required to effect this change.

Plan No. 2



# PROPOSED

## GABRIOLA ISLAND LOCAL TRUST COMMITTEE BYLAW NO. 322

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### A BYLAW TO AMEND GABRIOLA ISLAND LAND USE BYLAW, 1999

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The Gabriola Island Local Trust Committee, being the Trust Committee having jurisdiction in respect of the Gabriola Island Local Trust Area under the *Islands Trust Act*, enacts as follows:

1. Citation

This bylaw may be cited for all purposes as “Gabriola Island Land Use Bylaw, 1999, Amendment No. 1, 2025”.

2. Gabriola Island Local Trust Committee Bylaw No. 177, cited as “Gabriola Island Land Use Bylaw, 1999” is amended as per Schedule “1” attached to and forming part of this bylaw.

READ A FIRST TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 2025

READ A SECOND TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

PUBLIC HEARING HELD THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

READ A THIRD TIME THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

APPROVED BY THE EXECUTIVE COMMITTEE OF THE ISLANDS TRUST THIS

\_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

ADOPTED THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 202x

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Chair

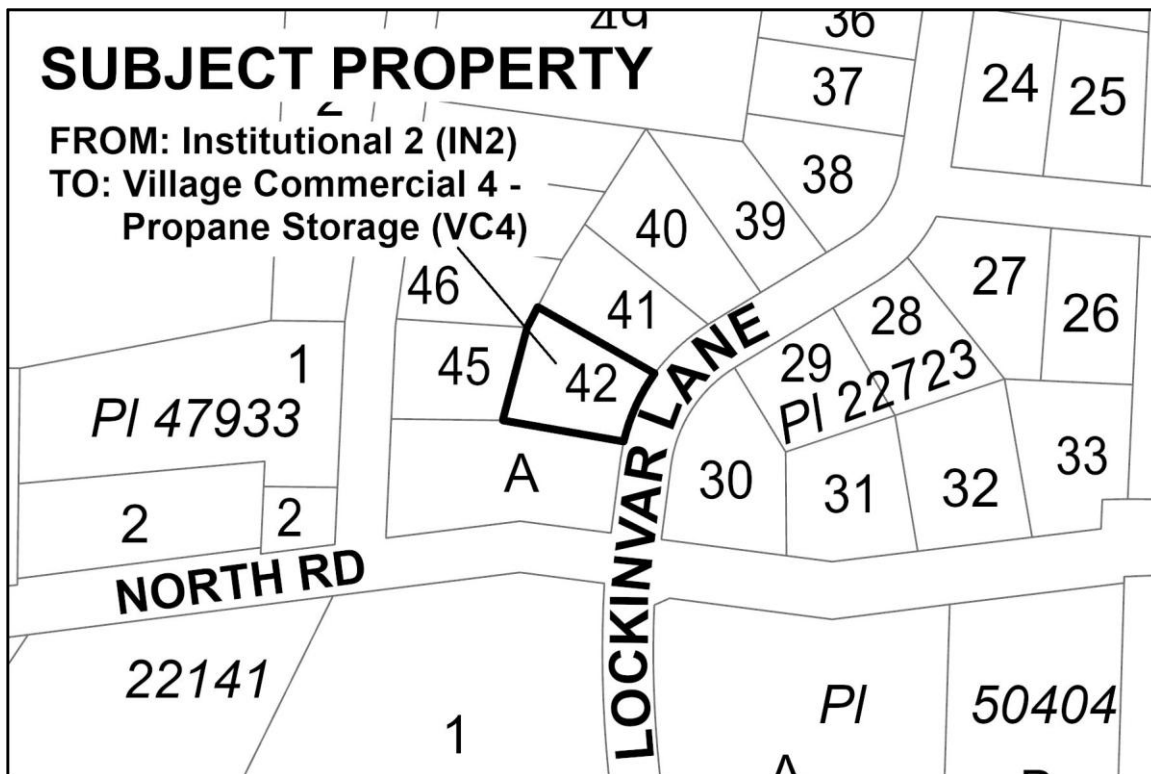
\_\_\_\_\_  
Secretary

**GABRIOLA ISLAND LOCAL TRUST COMMITTEE  
BYLAW NO. 322**

**Schedule “1”**

1. **Schedule “A”** of Gabriola Island Land Use Bylaw, 1999 is amended as follows:
  - 1.1 **Part B GENERAL REGULATIONS**, Section B.4 **SIGNS**, Subsection **B.4.1 Number and Total Sign Area**, Article **B.4.1.1**, Table 1 **Sign Regulations**, Column I is amended by adding “VC4,” after “VC3, and before DC1”.
  - 1.2 **Part C ESTABLISHMENT OF ZONES**, Section C.1 **DIVISION INTO ZONES**, Subsection **C.1.1 Land Based Zones**, insert new zone “Village Commercial 4 – Propane Storage” after “Village Commercial 3” and before “DC1 District Commercial 1”.
  - 1.3 **Part D ZONES**, Section D.3 **COMMERCIAL AND INDUSTRIAL ZONES**, insert new Subsection **D.3.4 Village Commercial 4 (VC4)** after Subsection **D.3.3 Village Commercial 3** as shown in **Appendix 1** attached to and forming part of this bylaw; and renumber all subsequent subsections chronologically.
  - 1.4 **Part G**, Section G.1 **DEFINITIONS**, is amended by adding the following definition:
 

<i>“propane storage</i>	the use of land, buildings, or structures for the bulk storage, containment, or handling of propane gas, whether in liquid or gaseous form, in above-ground or underground tanks, cylinders, or containers. This includes facilities for the distribution or sale of propane to the public or commercial entities. All propane storage must comply with applicable federal and provincial legislation and regulations, including but not limited to safety, environmental, and transportation standards.”
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2. **Schedule “B”** of Gabriola Island Land Use Bylaw, 1999 is amended as follows:
  - 2.1. Schedule “B” – North Sheet, is amended by changing the zoning classification of LOT 42, SECTION 20, GABRIOLA ISLAND, NANAIMO DISTRICT, PLAN 22723 (793 Lockinvar Lane, Gabriola Island PID 002-623-463) from “Institutional 2” to “Village Commercial 4 – Propane Storage” as shown on Plan No. 1 attached to and forming part of this bylaw, and by making such alterations to Schedule “B” of Bylaw No. 177 as are required to effect this change.



**GABRIOLA ISLAND LOCAL TRUST COMMITTEE  
BYLAW NO. 322**

## Appendix 1

### D.3.4 Village Commercial 4 – Propane Storage (VC4)

#### D.3.4.1 Permitted Uses

The uses permitted in Article B.1.1.1, plus the following uses and no others are permitted in the Village Institutional 2 (IN2) zone:

### a. Permitted *Principal* Uses

- i *public schools*
- ii *emergency services*
- iii library
- iv post office
- v government offices
- vi highway work yards
- vii *urgent care medical clinic*
- viii child care centre and pre-school
- ix *propane storage*

**b. Permitted Accessory Uses**

- i *limited public market*, subject to Subsection B.6.2

**D.3.4.2 Buildings and Structures**

The *buildings* and *structures* permitted in Article B.1.1.2, plus the following *buildings* and *structures* and no others are permitted in the Village Commercial 4 (VC4) zone:

**a. Permitted Buildings and Structures**

- i *Buildings* and *structures* for the permitted uses set out in this zone, including tanks, containment systems, fencing, signage, and other infrastructure necessary for propane storage and distribution.

**D.3.4.3 Regulations**

The general regulations in Part B, plus the following regulations apply in the Village Commercial 4 (VC4) zone:

**a. Buildings and Structures Height Limitations**

- i The maximum *height* of *buildings* and *structures* is 9.0 metres (29.5 feet).
- li Propane tanks and associated safety infrastructure are exempt from maximum height limits where required by applicable safety regulations.

**b. Buildings and Structures Siting Requirements**

- i The minimum setback for *buildings* or *structures* except a sign, fence, or pump/utility house is 6.0 metres (19.7 feet) from any lot line.

**c. Lot Coverage Limitations**

- i The maximum combined *lot coverage* by *buildings* and *structures* is 25 percent of the *lot* area.

**d. Lot Area Requirements for Subdivision**

- i The minimum average lot area is 1.0 hectare (2.47 acres).
- ii The minimum lot area is 0.5 hectares (1.24 acres).

**D.3.4.4 Conditions of Use for Propane Storage Facilities**

- i Propane storage operations must comply with all applicable federal and provincial regulations.
- ii The operator must hold all necessary permits and certifications prior to installation and operation.
- iii All outdoor lighting associated with propane storage must be fully shielded and directed downward to minimize light trespass.
- iv Emergency response and spill containment plans must be prepared and maintained as per provincial requirements and provided to the Local Trust Committee upon request.
- iv Where propane tanks or structures are visible from adjacent properties or public roads, screening through fencing, landscaping, or a combination shall be provided to reduce visual impact.