

793 Lockinvar Lane, Gabriola Island

Zoning Amendment Application Report

PREPARED FOR:

MID ISLAND CONSUMER SERVICES COOPERATIVE

106 - 2517 BOWEN ROAD,

NANAIMO, BC, V9T 3L2

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TABLE OF CONTENTS

1.0 INTRODUCTION	2
2.0 SITE HISTORY	3
3.0 LOCATION IN RELATION TO COMMUNITY FACILITES	3
3.1 FIRE PROTECTION	3
3.2 POLICE	3
3.3 HEALTH	3
3.4 TRANSPORTATION ROUTES	4
3.5 PUBLIC TRANSPORTATION	4
3.6 COMMERCIAL SERVICES	4
4.0 EXISTING LAND USE	5
4.1 GABRIOLA LAND USE BYLAW NO. 177, 1999	5
5.0 ADJACENT LAND USE	6
5.1 GABRIOLA ISLAND LAND USE BYLAW NO. 177, 1999	6
6.0 REGULATORY STATUS	7
6.1 GABRIOLA ISLAND OFFICIAL COMMUNITY PLAN BYLAW NO. 166, 1997 (OCP) LAND USE	7
6.2 OCP SECTION 4 - (RELEVANT) INSTITUTIONAL POLICIES	8
6.3 DEVELOPMENT PERMIT AREAS (DPA)	9
7.0 CONCLUSIONS	9
7.1 OPPORTUNITIES & CONSTRAINTS	9
8.0 DISCLAIMER	11
APPENDIX 'A' - LAND TITLE DOCUMENTS	12
APPENDIX 'B' PRELIMINARY SITE PLANS	13
APPENDIX 'C' - REZONING / LAND USE RATIONALE	14
793 LOCKINVAR LANE - SUMMARY OF KEY POINTS:	14

1.0 INTRODUCTION

The intent of this Zoning Amendment Application is to amend the current Institutional 2 (IN2) Zoning District aligned with the policies and priorities expressed within the Official Community Plan (OCP) Bylaw. There is specific policy support for expansion existing commercial services of the Lockinvar Triangle. Lockinvar Triangle is identified as the main commercial centre for the island where the CO-OP is located.

Increased demand and a number of logistical constraints including unexpected ferry service disruptions have resulted in the need for additional storage in order to provide adequate supply (an additional weeks' worth) to Island(s) customers. This is a logical and pragmatic expansion of existing services provided on the adjacent 548 North Road CO-OP location required to adequately meet the needs of island residents.

Mid Island Consumer Services Cooperative (CO-OP) is applying for a Zoning Amendment Application to add '**Propane Storage**' as a site specific permitted land use for 793 Lockinvar Lane under the current **IN2 Zoning District**.

The following application report is an analysis of the current and long-range planning framework applicable to 'the land' described as:

793 LOCKINVAR LANE

Lot 42 Plan VIP22723 Section 20 Land District 32 GABRIOLA ISLAND

PID: 002-623-463

Size: 126 x 167ft. (BC Assessment Data)

A conceptual land use exhibit has been prepared by Mid Island CO-OP at this stage to illustrate the findings of the opportunities and constraint analysis and a proposed development framework. MacDonald Gray Consultants Inc. continues to support the logical and pragmatic evolution of west coast communities with land use proposals that are clearly aligned with goals, objectives, and policies of the jurisdiction. We are looking forward to continued collaboration with Islands Trust Staff to facilitate the proposed land use change.

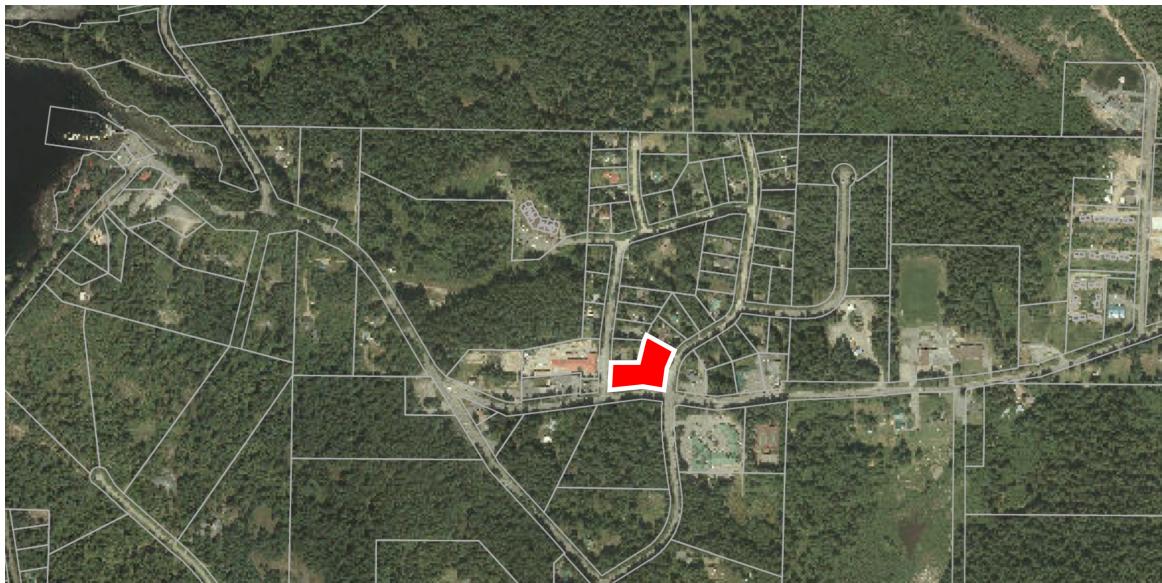


Figure 1 – Islands Trust Map Gabriola Island Aerial Imagery Excerpt (CO-OP properties shown in red)

2.0 SITE HISTORY

The property has been previously developed and currently contains an unused medical building that appears to be a repurposed residential structure.

3.0 LOCATION IN RELATION TO COMMUNITY FACILITIES

3.1 FIRE PROTECTION

The Albert Reed Memorial Fire Hall is located at 730 Church Street. The Fire Hall is 1.0kilometres or a 2-minute drive from the site.

3.2 POLICE

The Royal Canadian Mounted Police detachment is located at 525 South Road. The Detachment is 500metres or a 1-minute drive from the site.

3.3 HEALTH

A BC Ambulance Station is located at 725 Church Street. The Station is 1.1kilometres or a 2-minute drive from the site.

The Gabriola Medical Clinic is located at 695 Church Street. The clinic is 1.1kilometres or a 2-minute drive from the site.

3.4 TRANSPORTATION ROUTES

The site is located 1.0kilometres east of the Gabriola Island Ferry Terminal on North Road. North Road functions as the primary east-west roadway on the Island.

3.5 PUBLIC TRANSPORTATION

Gabriola's Community Bus (GERTIE) is a flag down bus system. There is a bus stop at the village centre near the corner of Lochinvar and North Road adjacent to the site.

3.6 COMMERCIAL SERVICES

The Properties are ideally located within Gabriola Island's Village Commercial Centre.

4.0 EXISTING LAND USE

4.1 GABRIOLA LAND USE BYLAW NO. 177, 1999

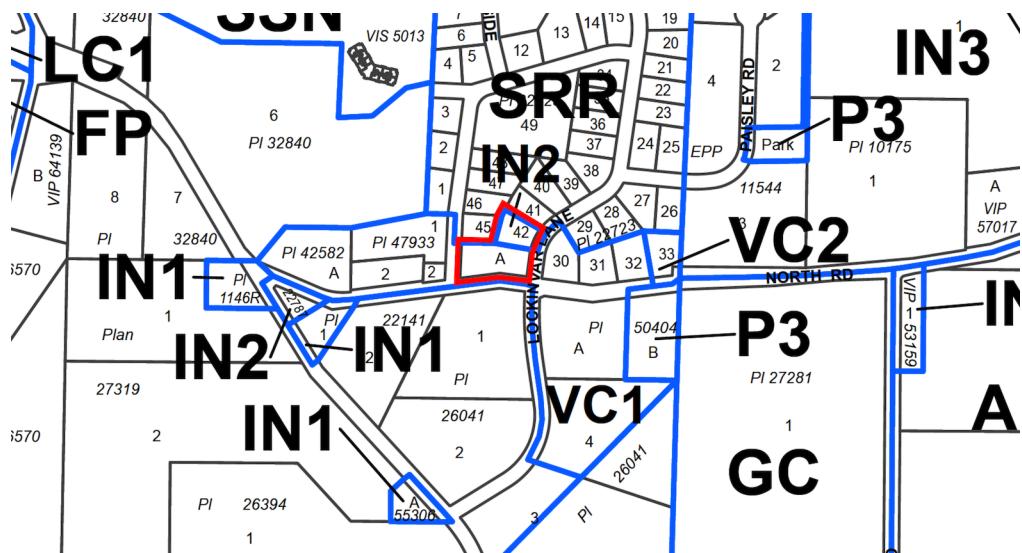


Figure 2 – Zoning Map Excerpt (CO-OP properties outlined in red)

The Zoning Districts are:

IN2 – Institutional 2

VC1 – Village Commercial 1

793 LOCKINVAR LANE
548 NORTH ROAD (CO-OP)

Table 1: Existing Zoning & Land Use

Zoning Districts	Permitted Land Uses	Maximum Number	Minimum Parcel Size	Maximum Coverage / FAR
IN2 – Institutional 2	Public Schools Emergency Services Library Post Office Medical Laboratory Government Offices Highway Work Yards Medical Clinic Child Care / Preschool	N/A	0.5ha.	20% Lot Coverage

5.0 ADJACENT LAND USE

5.1 GABRIOLA ISLAND LAND USE BYLAW NO. 177, 1999

Table 2 below, provides a brief overview of adjacent land uses and densities.

Table 2: Adjacent Zoning & Land Use

Zoning Districts	Permitted Land Uses	Maximum Number	Minimum Parcel Size	Maximum Coverage
VC1 – Village Commercial 1	Retail Sales and Rentals Offices Personal Services Restaurants Public Market Medical and Dental Clinics Bakeries Repair Shops Building Material Supply Private Clubs and Lodges Indoor Recreation Libraries Laundromats Automotive Service and Sales Gasoline Sales Household Storage Shopping Centre Accessory Single Family Residential	N/A 1	0.5ha. 0.25 FAR	40% Lot Coverage 0.25 FAR
SRR – Small Rural Residential	Single Family Residential Horticulture Home Occupation Secondary Suites	1 1	0.5ha	20% Lot Coverage

Zoning Districts	Permitted Land Uses	Maximum Number	Minimum Parcel Size	Maximum Coverage
IN1 – Institutional 1	Public Assembly And Recreation Personal Care Facilities Library Museum Child Day Care Centre Recreation Camp Recycling Centre Cemetery Community Resource Centre	N/A	0.5ha.	20% Lot Coverage

6.0 REGULATORY STATUS

6.1 GABRIOLA ISLAND OFFICIAL COMMUNITY PLAN BYLAW NO. 166, 1997 (OCP) LAND USE

The land use designations for the subject property is:

IN – Institutional

793 LOCKINVAR LANE

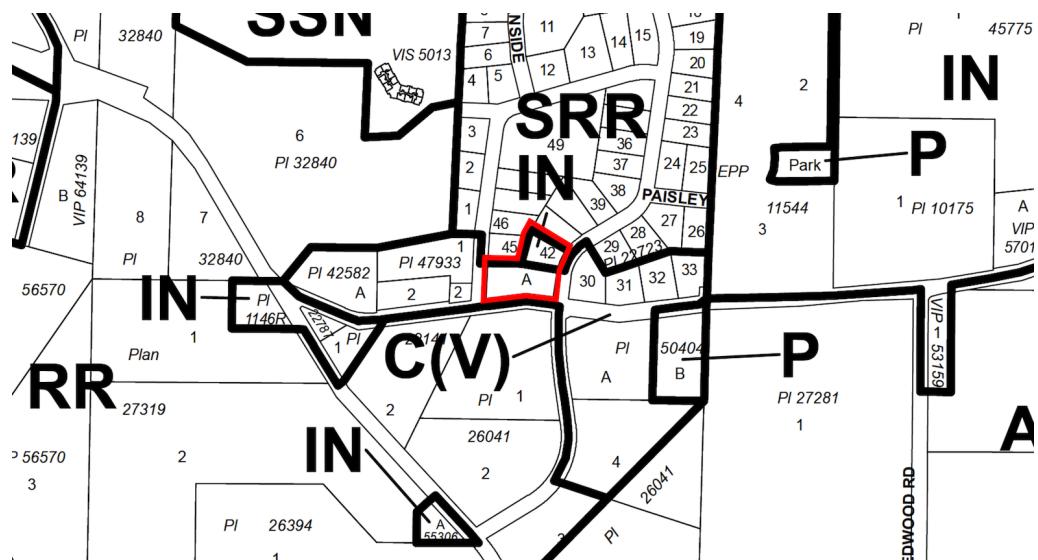


Figure 3 – Gabriola Island OCP Land Use Map Excerpt (CO-OP properties outlined in red)

“Institutional uses play an important role in the community and in many cases serve as a focal point for community life. For purposes of this plan, Institutional Uses includes facilities, services and uses which are operated by government or a non-profit society and include medical clinics open for community use.” (OCP excerpt, Section 4.1, Pg. 28)

6.2 OCP SECTION 4 – (RELEVANT) INSTITUTIONAL POLICIES

6.2.1 SECTION 4.1 – INSTITUTIONAL USE POLICIES

- a) Existing institutional uses identified above shall be designated on the Plan Map (Schedule B).
- b) A health care use shall be permitted as an institutional use.
- c) The minimum parcel size shall be 0.5 hectares (1.235 acres) and the average parcel size shall be no less than 1.0 hectare (2.47 acres).
- d) The Trust Committee shall consult on an annual basis with the School District #68.

C(V) - Commercial (Village)

548 NORTH ROAD (Adjacent Existing CO-OP Property)

“The 2011 BC Assessment Authority data indicates that there are 30 properties classified as commercial for tax purposes in the Gabriola Planning Area.

The greatest concentration of commercial use is located in the vicinity of the Lockinvar Triangle (also referred to as the Village Centre). This area provides for a mix of commercial, residential, public recreational, and institutional uses.” (OCP excerpt, Section 3.1, Pg. 20)

6.2.2 SECTION 3.1 – GENERAL COMMERCIAL POLICIES

- a) The minimum and average parcel size in any commercial designation shall be 0.5 hectares (1.235 acres), excepting the Tourist Recreation designation in which there shall be no additional lots created.
- b) A commercially designated site shall be designated as a development permit area where it is believed important to regulate the form and character of development which occurs there.
- c) The community plan makes provision for five separate commercial land use designations: Village Commercial, Local Commercial, District Commercial, Tourist Commercial and Tourist Recreational. Policies pertaining separately to each of these commercial designations follow. The locations of commercially designated property are shown on Schedule B (the Plan Map) which is attached to and forms part of this plan.
- d) One single-dwelling residential unit per parcel may be permitted in any Commercial designation.

6.2.3 SECTION 3.2 – VILLAGE COMMERCIAL POLICIES

- a) Existing commercially zoned properties in the “Village Centre” (the Lockinvar Triangle area) are designated Village Commercial.
- b) The Village Centre shall be recognized as the main location for commercial activity in the planning area.
- c) The Village Commercial designation shall provide for a range of commercial uses including: retail, restaurant, personal service use, office use, institutional use,

building supply sales and the servicing and fueling of motor vehicles. The Zoning Bylaw will specify in detail the range of uses permitted.

- d) *The expansion of the Village Commercial designation shall be considered based on compliance with the following criteria:*
 - i. *adequate off-street parking, landscaping and pedestrian access is provided;*
 - ii. *the design and site layout of the proposed development can be well integrated into the existing land use pattern in the Village Centre;*
 - iii. *the parcel fronts onto a main road and access and egress to the parcel can be provided safely;*
 - iv. *the additional area proposed for Village Commercial is small in size.*
- e) *Land in the Village Commercial designation and any future additions to the Village Commercial designation shall be placed in the Village Centre development permit area so as to ensure that the form and character of development which occurs is consistent with the existing character of the Folklife Village.*

6.3 DEVELOPMENT PERMIT AREAS (DPA)

The following Gabriola Island Development Permit Area (DPA) is applicable to the subject property:

6.3.1 DPA 7 – THE VILLAGE CENTRE;

This DPA is applicable to all properties within the Village Commercial land use designation.

"The Gabriola village centre area is designated as a development permit area for the purposes of establishing objectives for form and character, water conservation and reduction of greenhouse gas emissions. This designation will help ensure that commercial development will be pedestrian oriented, landscaped to conserve water resources and encourage fuel efficient vehicles and alternative modes of transportation." (OCP Excerpt)

7.0 CONCLUSIONS

7.1 OPPORTUNITIES & CONSTRAINTS

7.1.1 CURRENT ZONING

The current Zoning of 793 Lockinvar Lane does not support the placement of Propane tanks on the property.

7.1.2 COMMUNITY VISION

The OCP designates 793 Lockinvar Lane as Institutional, which does not support commercial or retail land uses. Despite this, the adjacent Commercial (Village) Designation applied to 548 North

Road provides policy support for expansion of the Lockinvar Triangle. Lockinvar Triangle is identified as the main commercial centre for the island.

OCP policy states:

"The expansion of the Village Commercial designation shall be considered based on compliance with the following criteria:

- *adequate off-street parking, landscaping and pedestrian access is provided;*
- *the design and site layout of the proposed development can be well integrated into the existing land use pattern in the Village Centre;*
- *the parcel fronts onto a main road and access and egress to the parcel can be provided safely;*
- *the additional area proposed for Village Commercial is small in size."*

The small and logical expansion of the existing and adjacent use appears to be supportable under OCP policy.

There are a number of options available to accommodate propane tanks on the Lockinvar Property. The simplest approach would be to add propane storage and sales to the existing IN2 Institutional 2 Zoning District.

Propane tanks are removable. Therefore, leaving the balance the existing zoning in place would allow future redevelopment of the site under the Institutional Policies of the OCP.

Expansion of propane services to the Island is also in alignment with the GHG reduction policies of the OCP. Natural Resources Canada (NRCan) clearly cites the environmental benefits of propane:

"Propane burns more cleanly than gasoline or diesel fuel. On a per unit energy use basis, propane produces fewer greenhouse gas emissions that contribute to climate change. The use of propane as an alternative fuel in factory-built vehicles can reduce greenhouse gas emissions by 20 – 25 percent in light-duty vehicles on a life-cycle (well-to-wheel) basis (compared with gasoline).

Propane also contains fewer toxic pollutants. For example, because propane has extremely low sulphur content, it does not produce significant amounts of sulphur oxides, which can contribute to acid rain and smog. Furthermore, propane is a pressurized fuel that must be contained within a sealed system, right up to the time it enters your vehicle, so it is less likely to escape into the soil or water through careless handling, spills or evaporation." (nrcan.ca)

8.0 DISCLAIMER

This report is intended for general guidance and information purposes only. This report is under no circumstances intended to be used or considered as financial or investment advice.

The material in the report is obtained from various sources per dating of the report. We have taken reasonable care to ensure that, and to the best of our knowledge, material information contained herein is in accordance with the facts and contains no omission likely to affect its understanding.

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APPENDIX 'A' – LAND TITLE DOCUMENTS

****CURRENT INFORMATION ONLY - NO CANCELLED INFORMATION SHOWN******Land Title District**

Land Title Office

VICTORIA

VICTORIA

Title Number

From Title Number

FB339548

ES115350

Application Received

2010-04-06

Application Entered

2010-04-16

Registered Owner in Fee Simple

Registered Owner/Mailing Address:

MID ISLAND CONSUMER SERVICES CO-OPERATIVE, INC.NO.
0000759
103-2517 BOWEN ROAD
NANAIMO, BC
V9T 3L2**Taxation Authority**

Nanaimo/Cowichan Assessment Area

Description of Land

Parcel Identifier:

002-623-463

Legal Description:

LOT 42, SECTION 20, GABRIOLA ISLAND, NANAIMO DISTRICT, PLAN 22723

Legal Notations

LAND HEREIN WITHIN BUILDING SCHEME SEE 50459W

Charges, Liens and Interests

Nature:

COAL TSN

Registration Number:

DF45586

Registration Date and Time:

1939-10-18

Remarks:

INTER ALIA

FORFEITED TO CROWN, 02/10/1947, DF 47743, EXCEPT
THOSE PARTS OF LOTS 43 AND 44, FORMERLY IN PLAN
7868

TITLE SEARCH PRINT

2022-10-20, 10:45:07

File Reference:

Requestor: Nigel Gray

Declared Value \$ 195000

Nature:

UNDERSURFACE RIGHTS

Registration Number:

109304G

Registration Date and Time:

1944-04-22 10:00

Registered Owner:

DAVID TAYLOR

Remarks:

INTER ALIA

AFB 13.333.13837A EXCEPT THOSE PARTS OF LOTS 43
AND 44 FORMERLY IN PLAN 7868

Nature:

RESTRICTIVE COVENANT

Registration Number:

404457G

Registration Date and Time:

1970-09-11 15:04

Remarks:

DD 60221W

Nature:

UNDERSURFACE RIGHTS

Registration Number:

S13098

Registration Date and Time:

1987-02-19 09:00

Remarks:

INTER ALIA

PURSUANT TO MINERAL LAND TAX ACT, SBC 1979,
CHAPTER 260 AND AMENDMENTS THERETO, MINERALS
(EXCEPT GOLD AND SILVER) HEREIN AND THE RIGHT
TO WORK, WIN OR CARRY AWAY SAME UNDER 109304G,
FORFEITED AND VESTED IN CROWN**Duplicate Indefeasible Title**

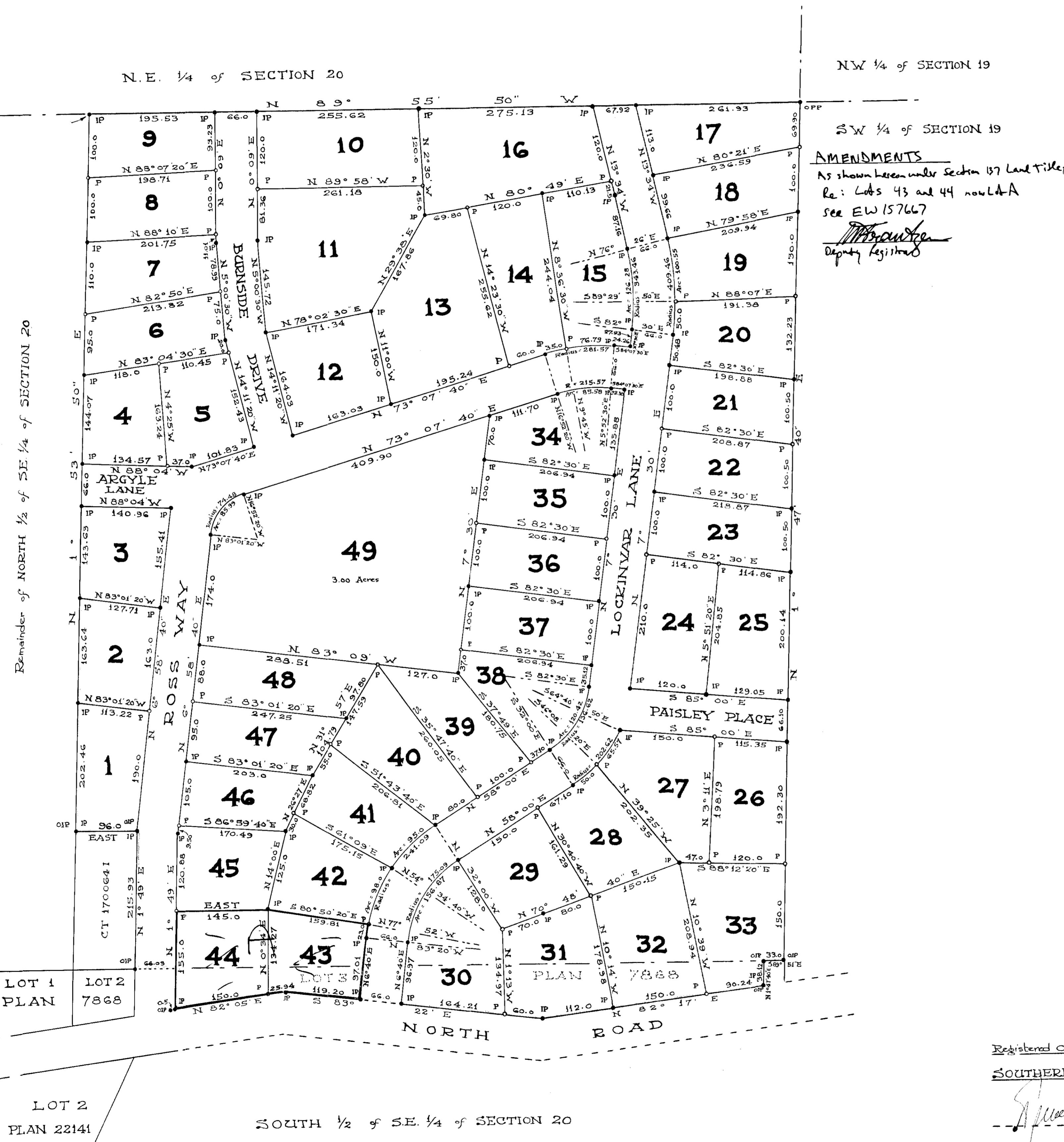
NONE OUTSTANDING

Transfers

NONE

Pending Applications

NONE



PLAN N° 22723

Deposited in the Land Registry Office at Victoria, B.C.
this 1st day of December 1969
331764
331759
M.J.

H. Knappett
Registrar

NW 1/4 of SECTION 19

AMENDMENTS
As shown herein under Section 37 Land Title Act
Re: Lots 43 and 44 now Lot A
See EW 157667
H. Knappett
Deputy Registrar

PLAN OF SUBDIVISION OF LOT 3, PLAN 7868 AND PART OF THE EASTERLY 17 CHAINS OF THE NORTH 1/2 OF THE SOUTH-EAST 1/4 OF SECTION 20, GABRIOLA ISLAND, NANAIMO DISTRICT.

Scale: 1 inch to 100 feet.

LEGEND

Bearings Astronomic derived from Plan 7868.
 • OIP denotes Iron Post found.
 • OPP denotes Standard Pipe Post found.
 • IP denotes 1/2 x 30" square galvanized Iron Post set.
 • P denotes 3x3" White Wood Post set.

This Plan lies within the Nanaimo Regional District

Approved under the Land Registry Act
this 7th day of October 1969

H. Knappett
Approving Officer
Department of Highways.

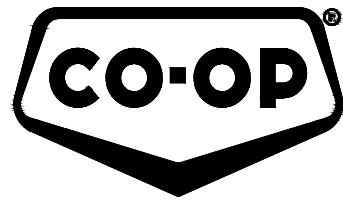
Registered Owners:
SOUTHERN SLOPE HOLDINGS 1959 LTD.
SECRETARY

I, Alan H. Knappett of the City of Nanaimo, British Columbia
Land Surveyor, make oath and say that I was present at
and did personally superintend the survey represented by
this plan and that the survey and plan are correct. The
said survey was completed on the 26th day of August, 1969.

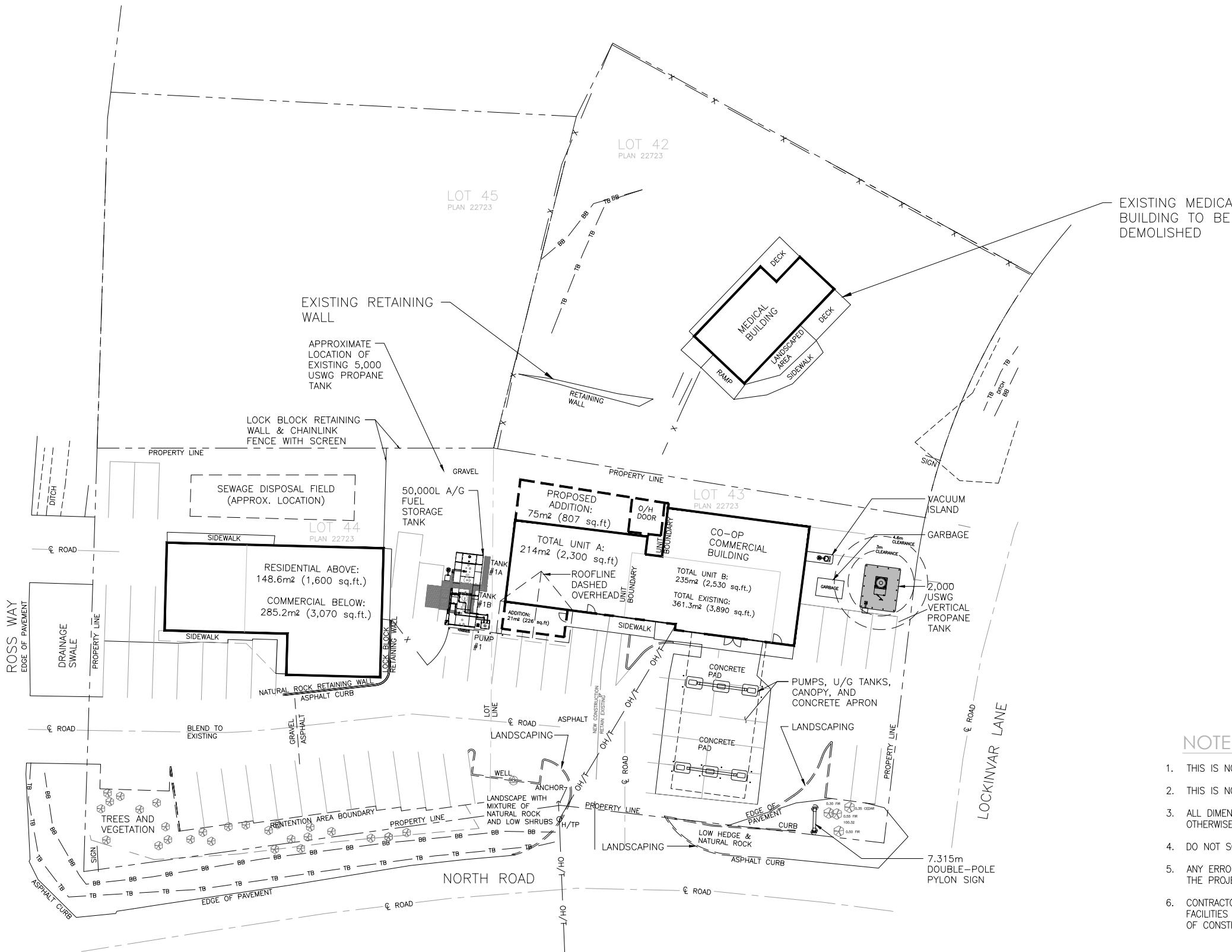
H. Knappett
B.C.L.S.
Sworn before me
this 4th day of September, 1969.

H. Knappett
A Commissioner for taking Affidavits
within the Province of British Columbia

APPENDIX 'B' PRELIMINARY SITE PLANS



FEDERATED CO-OPERATIVES LIMITED



NOTE

1. THIS IS NOT A LEGAL OR TOPOGRAPHICAL SURVEY
2. THIS IS NOT AN AS-BUILT DRAWING
3. ALL DIMENSIONS ARE IN METERS UNLESS NOTED OTHERWISE
4. DO NOT SCALE DRAWINGS
5. ANY ERRORS OR OMISSIONS MUST BE REPORTED TO THE PROJECT MANAGER IMMEDIATELY
6. CONTRACTOR TO CONFIRM LOCATION OF ALL FACILITIES AND UTILITIES, PRIOR TO COMMENCEMENT OF CONSTRUCTION

PROJ. # 22231

DATE 21 SEPTEMBER 2023

DRAWN CHECKED

RETAIL: MID-ISLAND CO-OP

2000-00000

LOCATION

LOT(S) 42
BLOCK(S)

PLAN 22723

LEGAL DESC.

CMC ADD. 548 NORTH ROAD
CITY GABRIOLA ISLAND

CITY SARDIS
PROVINCE BRITISH COLUMBIA

SHEET

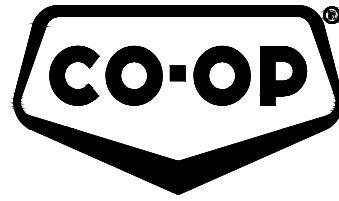
DWG. # 101.1

REV. D

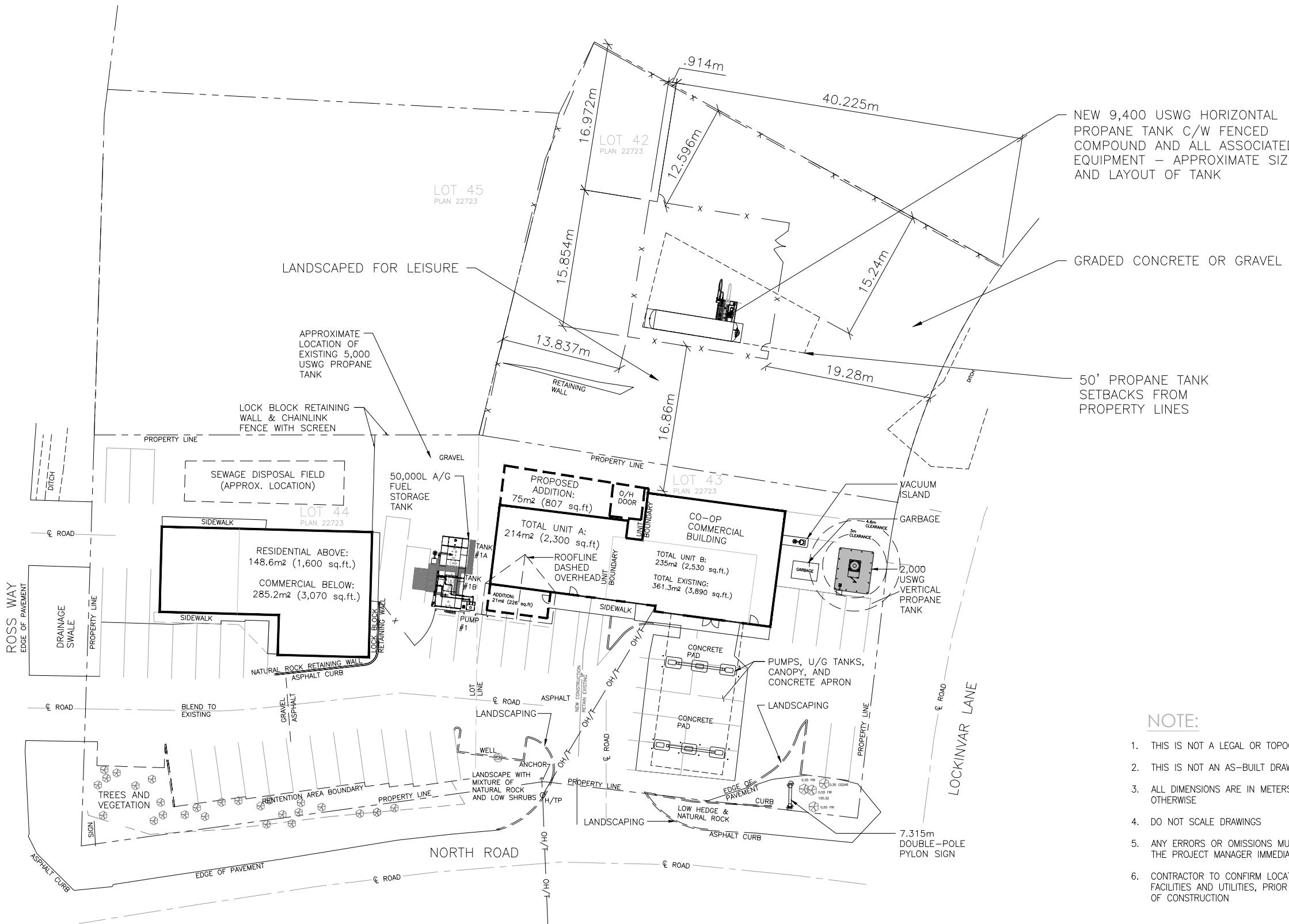
EXISTING SITE PLAN

Scale 1 : 500

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FEDERATED CO-OPERATIVES LIMITED



NOTE

1. THIS IS NOT A LEGAL OR TOPOGRAPHICAL SURVEY
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6. CONTRACTOR TO CONFIRM LOCATION OF ALL FACILITIES AND UTILITIES, PRIOR TO COMMENCEMENT OF CONSTRUCTION

PROJ. # 22231

DATE 21 SEPTEMBER 2023

DRAWN CHECKED

RETAIL: MID-ISLAND CO-OP

2000-00000

LOCATION

LOT(S) 42
BLOCK(S)

BLOCK(S) .
PLAN 22723

LEGAL DESC.

CIVIC ADD. 548 NORTH ROAD
GARFIELD ISLAND

CITY GABRIOLA ISLAND
PROVINCE BRITISH COLUMBIA

PROVINCE OF BRITISH COLUMBIA

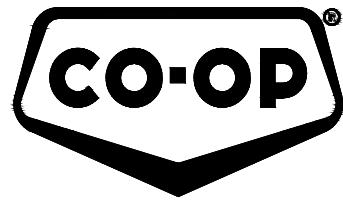
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DWG. # 101.2 **REV.**

DWG. # 101.2 REV. 1

PROPOSED SITE PLAN

Scale 1 : 500



FEDERATED CO-OPERATIVES LIMITED



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PROPANE VEHICLE PATH

Scale 1 : 500

F350 DUALLY USED
TO REPRESENT
PATH OF RETAIL
PROPANE DELIVERY
TRUCK

AUTOTURN NOTE

1. AUTOTURN VEHICLE PATHS PRODUCE GEOMETRICALLY IDEALIZED RESULTS THAT MAY BE DIFFICULT TO REPLICATE EXACTLY UNDER ACTUAL FIELD DRIVING AND ROAD CONDITIONS.
2. A SUCCESSFULLY RUN AUTOTURN VEHICLE PATH SIMULATION DOES NOT SUGGEST THAT ALL DRIVERS CAN FOLLOW THE DEFINED PATH IN REAL CONDITIONS, NOR DOES IT IMPLY THAT OTHER DRIVEABLE PATHS BETWEEN THE DESIRED START AND END POSITIONS ARE NOT POSSIBLE.
3. ACTUAL VEHICLE MAY NOT BE EXACTLY AS SHOWN.

NOTES:

1. ALL DIMENSIONS IN MILLIMETERS, UNLESS OTHERWISE NOTED.
2. THIS DRAWING IS FOR REFERENCE ONLY; ALL DIMENSIONS SHALL BE CONFIRMED, ON SITE, BY THE ARCHITECT BEFORE COMMENCING WORK OR ORDERING MATERIALS.
3. CONSTRUCTION SHALL BE COMPLETED IN ACCORDANCE WITH THE NATIONAL BUILDING CODE OF CANADA.

PROJ. # 22231

DATE 21 SEPTEMBER 2023

DRAWN . CHECKED .

RETAIL: MID-ISLAND CO-OP

FACILITY: C-STORE

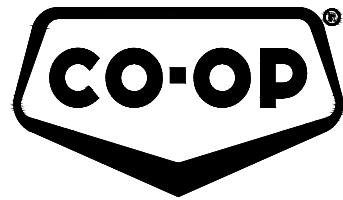
LOCATION

LOT(S) 42
BLOCK(S) .
PLAN 22723
LEGAL DESC. .
CIVIC ADD. 548 NORTH ROAD
CITY GABRIOLA ISLAND
PROVINCE BRITISH COLUMBIA

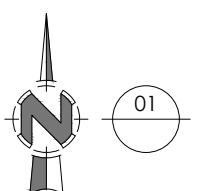
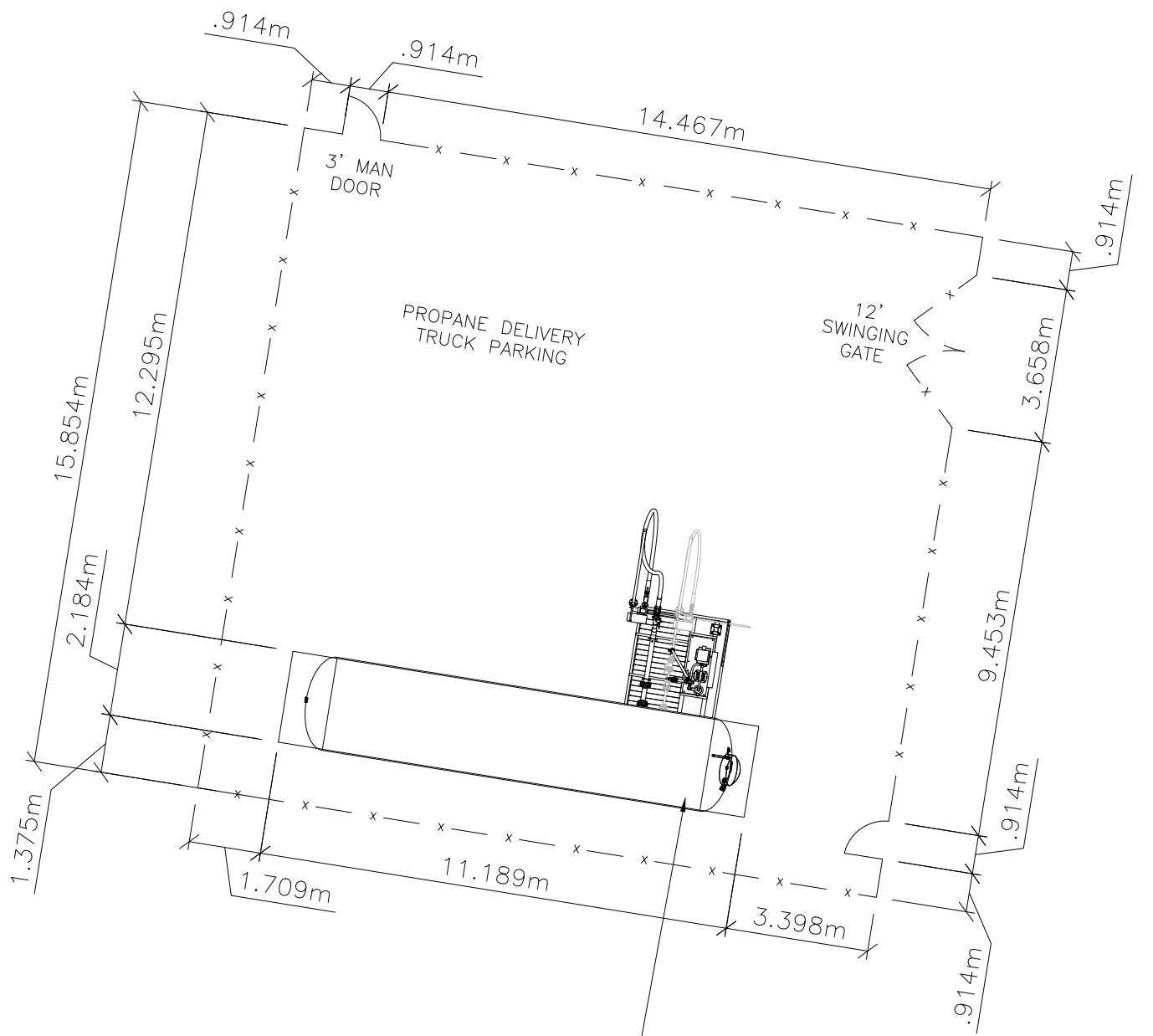
SHEET .

DWG. # 101.3

REV. D



FEDERATED CO-OPERATIVES LIMITED



PROPANE DETAIL PLAN

Scale 1 : 150

NOTES:
1. ALL DIMENSIONS IN MILLIMETERS, UNLESS OTHERWISE NOTED.
2. THIS DRAWING IS FOR REFERENCE ONLY; ALL DIMENSIONS SHALL BE CONFIRMED, ON SITE, BY THE ARCHITECT BEFORE COMMENCING WORK OR ORDERING MATERIALS.
3. CONSTRUCTION SHALL BE COMPLETED IN ACCORDANCE WITH THE NATIONAL BUILDING CODE OF CANADA.

PROJ. # 22231

DATE 21 SEPTEMBER 2023

DRAWN . CHECKED .

RETAIL: MID-ISLAND CO-OP

FACILITY: C-STORE

LOCATION

LOT(S) 42
BLOCK(S) .
PLAN 22723
LEGAL DESC.
CIVIC ADD. 548 NORTH ROAD
CITY GABRIOLA ISLAND
PROVINCE BRITISH COLUMBIA

SHEET

DWG. # 103.1 REV. D

APPENDIX 'C' - REZONING / LAND USE RATIONALE

793 LOCKINVAR LANE - SUMMARY OF KEY POINTS:

- 1) CO-OP Supplies Propane for:
 - a) **Home heating** to approximately 300 Gabriola Island residences;
 - i) This is also the supply point for off-grid customers on DeCourcy Island and Mudge Island.
 - b) **Farm heating** such as chicken coops and barns;
 - c) Island resort operators like **Surf Lodge and Pub**;
 - d) Island grocers like **Nesters Food Market**;
- 2) Increasing Supply Challenges / BC Ferries Schedules
 - a) There is only one **Dangerous Goods Sailing** per week to Gabriola Island;
 - i) The weekly sailing only has space for a set amount of dangerous goods (petroleum, propane, compressed gasses, etc.);
 - ii) With the amount of current customers on Gabriola, and the added strain of new development also adding tanks to their new builds, there is no way that the island can be fully supplied with the storage that currently exists;
 - iii) These constraints in combination with unexpected ferry service disruptions have resulted in the need for additional storage in order to provide adequate supply (an additional weeks' worth) to Island(s) customers.
- 3) Public Safety and Pending Regulatory Changes
 - a) Provincial Government – Technical Safety BC compliance requirements for **Gas Code Changes** are coming in 2025.
 - b) Existing propane storage equipment is not expected to meet the next regulations. All other equipment is up to the code requirements.
 - c) New propane storage facilities would be installed and operated with anticipated code changes in mind, providing a higher level of public safety.
 - d) Note that propane storage would be used to fill service trucks and would not be accessible to the general public.
- 4) No Current Demand for the Institutional Property
 - a) The property at 793 Lockinvar Lane has been offered for lease with no interest to date;

- i) With the understanding that this may change in the future, our proposal is to simply add **Propane Storage as a Site Specific Land Use** on the property;
- ii) This would retain the balance of permitted institutional uses within the IN2 Zoning District.
- iii) 793 Lockinvar Lane will only be used for storage and any land alteration would be fully reversible. Nothing will be put in the ground and all infrastructure will be removable.
- iv) As a side note, there was interest expressed by the RCMP to use the property for staff housing of their Constables, however that required a zoning change that was rejected by the Trust.