

BOWEN ISLAND PROPERTIES LIMITED PARTNERSHIP

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**A PROPOSAL TO CREATE  
AN INCLUSIVE WATERFRONT COMMUNITY  
SEYMOUR LANDING AT COWAN POINT  
REZONING APPLICATION ZONE CD 6-2, WCI  
BOWEN ISLAND MUNICIPALITY**

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## 1 SUMMARY

This application for rezoning of the “Seymour Landing” area at Cowan Point is part of the parallel application for rezoning of the “Parkview Slopes” area on Cates Hill. Both applications are intended to be considered in tandem because one without the other would not achieve the primary objective, namely to provide a broad spectrum of diverse and alternative housing. This will be in combination with the creation of new island-specific business opportunities and the related creation of on-island jobs.

In 2002, Bowen Island adopted the Comprehensive Development 6 (CD 6) Zone (Cowan Point) to permit a “comprehensively planned area called Cowan Point which includes residential areas, a golf course, parks and trails, nature conservation lands, local and tourist commercial services, and a retreat.”<sup>1</sup> The CD 6 Bylaw currently provides for such uses. But since its adoption 12 years ago, a number of the core community concepts of the Seymour Landing community have languished on the shoals of economic and demographic realities which this proposal tries to address.

This application proposes to rezone lands within Areas 8 and 9 of the CD 6 Zone to create a new CD 6-2 *Comprehensive Development Zone*, and is intended to re-invigorate Seymour Bay and the Seymour Landing development proposal from both a social and economic perspective.

### 1.1 WHAT ARE THE CHANGES PROPOSED IN THIS REZONING APPLICATION?

Several text and mapping changes are proposed. In general terms, this application proposes five land use changes:

1. Adding *Independent/Supportive Living* use to the development by way of *Secured Market Rental Housing* within a designated area, and to offer the same level of personal services to residents of *Privately Owned Market Housing* within that area and an adjacent specifically designated area.
2. Adding a *Community Dock* with associated uses for a private or commercial passenger ferry service to Vancouver and/or the North Shore.
3. Dedicating an additional waterfront area to the existing Municipal park at Seymour Bay.
4. Permitting *Commercial Guest Accommodation* in Proposed Area C for units associated with the Inn/Resort in Proposed Area A.
5. Extending the existing trail network and new access to the waterfront in Proposed Area C.

In response to additional site planning and design development, this application also includes some “housekeeping” proposals to move the location of some of the uses that are already included in the current CD 6 Zone.

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1. *Bowen Island Land Use Bylaw No. 57, 2002*, information note to Section 4.21, CD 6 Zone.

Several areas in the CD 6 Zone permit development of a relatively small number of large houses on large lots. This proposal seeks to improve the social, demographic, and economic sustainability of Cowan Point by creating the CD 6-2 Zone, in which smaller lot sizes are permitted for homes that are more in line with current demographic needs, and including attached dwelling units in the mix. This will enable more people to enjoy the benefits of living in this spectacular setting, making the homes more affordable to a broader demographic group representing a wider range of age, income and lifestyle. Increasing the number of permitted units in parts of the CD 6-2 Zone will also provide for the viability of the social and commercial components of the project.

## 1.2 OFFICIAL COMMUNITY PLAN AMENDMENT

It is proposed that an Official Community Plan (“OCP”) amendment bylaw be added for Council’s consideration, with the understanding that the OCP amendment can be processed concurrently with the rezoning consideration and not add significantly to the taxpayer costs or time frame for review.

This application proposes to add an existing 0.75-hectare waterfront lot (Block 1, District Lot 1411, Plan 6372) to the CD 6-2 Zone. This will require an OCP amendment to change the parcel’s land use designation from RS (Rural Residential) to CDA-1 (Cowan Point Comprehensive Development Area).

Further modifications to the CD 6 Zone are proposed to enable the creation of a vibrant, sustainable community, centred on a diversity of village-oriented uses. This outcome would be directly compatible with Bowen Island’s OCP policies, principles and objectives. A key component to benefit the community is the proposal to construct a new small passenger ferry dock at Seymour Landing. The passenger ferry dock and the general concept for development of a community node around it are illustrated on Figure 1.



Figure 1: Illustrative Seymour Landing Concept, per Webster Engineering Ltd. Mar 2014

## 2 THE PROPOSAL

In the Land Use Bylaw, the Comprehensive Development 6 (CD 6) Zone (Cowan Point) has nine areas (numbered 1 to 9), of which Area 9 has three subareas (numbered 9a, 9b and 9c). In summary, this application proposes changes to the following Areas:

AREA	PROPOSED CHANGES
1	No change
2	No change
3	No change
4	“Housekeeping” change to reduce the maximum number of dwelling units from 2 to 1, and to rezone Lot 8 to be in Area 9c (see Section 2.6.1 of this report)
5	“Housekeeping” change to increase the maximum number of dwelling units from 9 to 10 (see Section 2.6.1 of this report)
6	No change
7	No change
8	Rezone in its entirety to be in Area C of the CD 6-2 Zone (see Section 2.4 of this report)
9a+9b	Rezone part of the lands to be in Areas A and B of the CD 6-2 Zone (see Section 2.2 and Section 2.3 of this report)
9c	Add Lot 8 from Area 4 as described above (see Section 2.6.1 of this report)

In order to implement the dock at Seymour Bay, this application proposes that the water area be rezoned from WG1 to WCi with a site-specific amendment to the WCi zone (see Section 2.1 of this report).

This application also proposes that a portion of Block 1 (District Lot 1411, Plan 6372) at Seymour Bay be dedicated as Municipal park, and a portion of Block 1 be rezoned from Rural Residential 1 (RR1) to Area A in the CD 6-2 Zone (see Section 2.2.1 of this report). This application also proposes to change the land use designation for Block 1 in the Official Community Plan from RS (Rural Residential) to CDA-1 (Cowan Point Comprehensive Development Area).

**Figure 2** shows the proposed zoning changes.

The proposals in this application are consistent with many prior visions for Bowen, including the most recent OCP<sup>2</sup> in its expression of Islanders’ aspirations, i.e. in their focus on:

- Environmental stewardship;
- Economic sustainability and security;
- Social and economic diversity;
- Opportunities to live *and* work on-island;
- Housing diversity in type, size and tenure<sup>3,4</sup>;

2. Bowen Island OCP, 2011: Policy 112, pg. 40.

3. Bowen Island OCP, 2011: Policy 356, 358, 359, pg. 98.

4. Bowen Island OCP, 2011: Policy 101, pg. 39; Objective 148, 149, 150, pg. 97; Policy 360, 361, pg. 99.

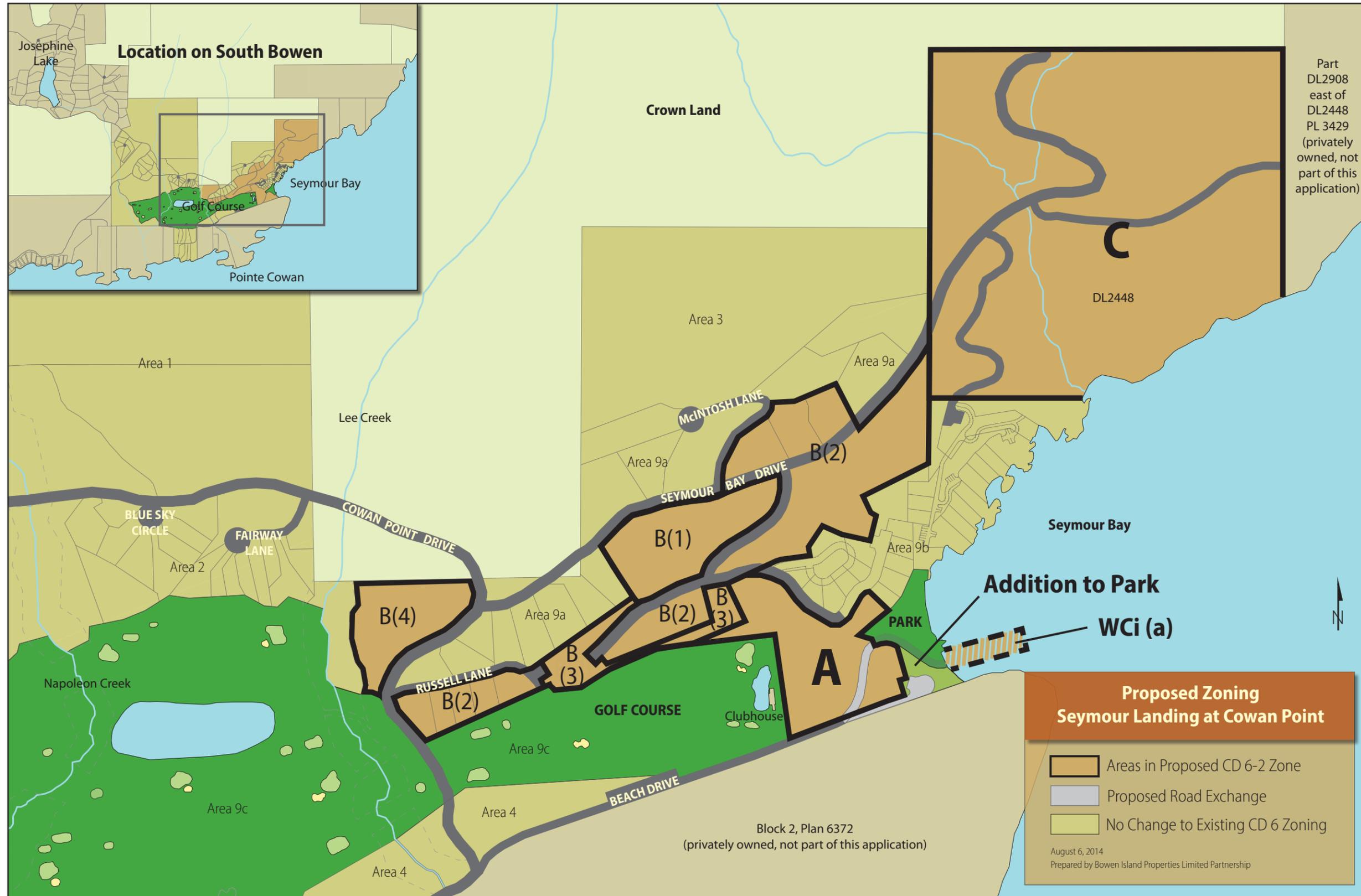


Figure 2: Zoning Map Showing WCI (a) Zone, and Areas A to C in Proposed CD 6-2 Zone

- Clustered,<sup>5</sup> compact, mixed-used development;
- Sustainable public and alternative transportation;<sup>6</sup>
- Mixed-use neighbourhoods with less need for travel and the aim to keep them small, affordable, and safe;<sup>7</sup>
- An adaptable and resilient community.<sup>8</sup>

Cowan Point is an existing development<sup>9</sup> with a complete (but under-utilized) infrastructure already in place (i.e., community water system, community sewer system, storm water system, hydro, telephone, cable, roads, trails, extensive environmental covenants, public parks, public golf course, etc.) and is currently approved for primarily single family residential homes on large lots around a small hospitality core (inn, pub, restaurant, etc.). The applicant believes that an alternative, fresh land use proposal for some of the lands on the northeast side of the golf course and Seymour Bay Landing has the potential to deliver on the hopes and aspirations of Bowen Islanders for the creation of a vibrant community in this part of this island.

It is no surprise that this potential has been recognized in the OCP, where Cowan Point and Seymour Bay have been identified as one of two places (Snug Cove being the other) where comprehensive innovative development should be encouraged, and where a future passenger ferry to the mainland is desirable.<sup>10</sup>

## 2.1 COMMUNITY DOCK AT SEYMOUR BAY — WCI ZONE

We appreciate Council's recommendation (as noted in a letter from Mayor Adelaar to Front Counter BC dated March 27, 2004) that an application to rezone the water area for a dock for public use at Seymour Bay be submitted. This part of the application is a response to that recommendation.

The proposed community dock will be in compliance with the Official Community Plan, which states as Objective 107: "To encourage public transit, including the future option for a passenger ferry to the mainland from Seymour Bay" and Policy 239: "Passenger-only ferry service is encouraged, provided parking and on-island transportation needs are addressed."

It is proposed that the area for the community dock be rezoned from Water General (Coastal) 1 (WG1) to Water Civic (WCI) as described in the Land Use Bylaw (**see Figure 2**). A site-specific amendment to the WCI Zone is proposed for the community dock area:

- To permit the following additional uses: *passenger carrying vessel* and *float plane*;
- To remove *Assembly* use.

5. Bowen Island OCP, 2011: Objective 55, pg. 39; Policy 111, pg. 40; Policy 148, pg. 47.

6. Bowen Island OCP, 2011: Objective 17, pg. 19; Objective 101, pg. 67; Objective 105, 107, pg. 68; Policy 239, pg. 68.

7. Bowen Island OCP, 2011: Policy 145, pg. 47; Objective 74, 75, pg. 53; Policy 185, pg. 53, Policy 188, 191, 192, pg. 53; Objective 168, pg. 114; Objective 169, 170, 171, 173, pg. 119; Objective 175, pg. 120; Objective 180, 181, 182, 183, pg. 122; Objective 185, 186, 187, 188, 191, pg. 123.

8. Bowen Island OCP, 2011: Objective 66, pg. 47; Policy 370, pg. 99; Objective 163, pg. 108.

9. Bowen Island OCP, 2011: Principle 1, pg. 35; Objective 47, 49, pg. 36; Policy 92, pg. 37; Objective 65, pg. 46; Objective 66, pg. 47.

10. Bowen Island OCP, 2011: Objective 105, 107, pg. 68; Policy 239, pg. 68; Policy 356, pg. 98.

## 2.2 AREA A (CD 6-2 ZONE) — SEYMOUR LANDING INN & RESORT

Area 9(b) in the current CD 6 Zone mixes residential and non-residential uses such as the Inn, restaurant, retail and others. To provide greater clarity for current and future landowners and the municipality, a new Area A in the CD 6-2 Zone is proposed for the Inn/Resort and associated uses in the core of Seymour Landing (see Figure 2).

Proposed Area A of the CD 6-2 Zone will be the heart of the future Seymour Landing community. Together with a number of experienced architects, land use planners Jordan Cook Associates, engineers at Webster Engineering Ltd., and key stakeholders, the applicants reconfigured the concept for the Inn/Resort, office, restaurant, pub and assembly spaces that was originally contemplated for this site.

A key design consideration was a decision to expand the marine-oriented part of the site to add a portion of Block 1 (D.L. 1412, Plan 6372), the 0.75-hectare (1.85-acre) waterfront parcel between the Inn/Resort and Seymour Bay Beach, which was not available at the time of the original CD 6 zoning. This will add to the flexibility and functionality of any waterfront and passenger ferry uses being contemplated for this site (see Section 2.2.1 for more details). An illustrated concept for Seymour Landing is shown on Figure 1.

Public road access via Beach Drive is provided on the south edge of the site, and a fire lane/service lane will provide a link between Beach Drive to the south and Area A to the north. A large parking area is also provided on the south edge which will serve the Inn/Resort, the golf course, and visitors. The parking and road area are within the shadow of significant tree cover immediately south of the site. Placing these uses here opens up a sunnier part of the site to people-oriented uses including the cottage concept for the Inn/Resort, outdoor gathering areas, seminar space, restaurant/pub deck, and administrative spaces.

It is proposed that the definitions of *Inn* and *limited kitchen facilities* within Area A be as follows:

**“INN”** means a *building* or group of *buildings* that may contain sleeping accommodation, with or without *limited kitchen facilities* and bathrooms, and spaces for social gatherings, meetings, dining, kitchen facilities, recreation facilities, spa facilities, administration and supporting services and staff housing.

**“LIMITED KITCHEN FACILITIES”** means an area within the guest rooms of sleeping accommodation that is equipped or capable of being equipped with a stove, fridge, and sink suitable for the preparation and cooking of food for temporary occupancy of guests.

It is also proposed that a Floor Space Ratio (FSR) of 0.3, and a maximum lot coverage of 40% be allowed for Area A to allow the development of the Inn/Resort to a size needed to achieve financial viability. It is proposed that the FSR and current floor area restrictions for permitted uses (i.e., a total of 6,140 square metres or approximately 66,000 square feet for the Inn and other permitted uses) are sufficient restriction on the size of uses and buildings, and therefore it is proposed that the current restrictions on the floor area and number of guest bedrooms for the Inn in Area A be deleted. As noted

in Section 2.4 of this report, *Commercial Guest Accommodation* associated with the Inn/Resort in Area C will be restricted to a maximum floor area of 1,500 m<sup>2</sup> (16,140 square feet) — which over time, together with the allowed uses in Area A, will provide the necessary scale of operation needed to afford a hospitality facility of that kind on Bowen Island.

While still modest as a community hub at Seymour Landing, we believe this is a more realistic and viable approach to the site than has been contemplated to date. In order to thrive, it also needs the vibrancy that comes from a neighborhood community to share in and enable its success. This is the purpose of the recommended changes to Areas B and C described below.

It is proposed that the zone regulations for Area A (CD 6-2 Zone) parallel those in the current Area 9b (CD 6 Zone) for non-residential uses, with the exceptions of adding an FSR constraint of 0.3, and deleting the limit on guest bedrooms and floor area as part of the Inn for the reasons outlined above.

### **2.2.1 ADDING PART OF BLOCK 1 TO AREA A OF THE CD 6-2 ZONE, AND ADDING PART OF BLOCK 1 TO MUNICIPAL PARK AT SEYMOUR BAY**

This application proposes to add the upland part of the 0.75-hectare (1.85-acre) waterfront lot at Seymour Bay (Block 1, District Lot 1411, Plan 6372) to Area A of the CD 6-2 Zone — and, as a community amenity, to add the waterfront section of Block 1 (0.19 hectare, or 0.47 acre) to the Municipally owned waterfront park at Seymour Bay — see **Figure 3**.

At the time of the original CD 6 approval, Block 1 was not available for inclusion into the application. Adding Block 1 to the CD 6-2 Zone now will facilitate the original vision for a multi-use waterfront node to anchor the community and recreation facilities at Seymour Landing, and encourage the development of a viable alternative passenger ferry service between the North Shore, Vancouver and Bowen Island.

The OCP currently designates Block 1 for RS (Rural Residential) use. Adding the parcel to the CD 6-2 Zone area will require an OCP amendment to change the parcel's land use designation from RS (Rural Residential) to CDA-1 (Cowan Point Comprehensive Development Area).

The proposal for a new small passenger ferry dock and associated compatible shore land uses such as the Inn/Resort, restaurant, pub and administrative space is supported by a number of policies in the current OCP. The dock facility is itself a reintroduction of the government dock which historically was located at the site.

It is proposed that a portion of Beach Drive be closed as shown on Figure 3, and that the south portion of Block 1 be dedicated as an extension of Beach Drive as shown on Figure 3.

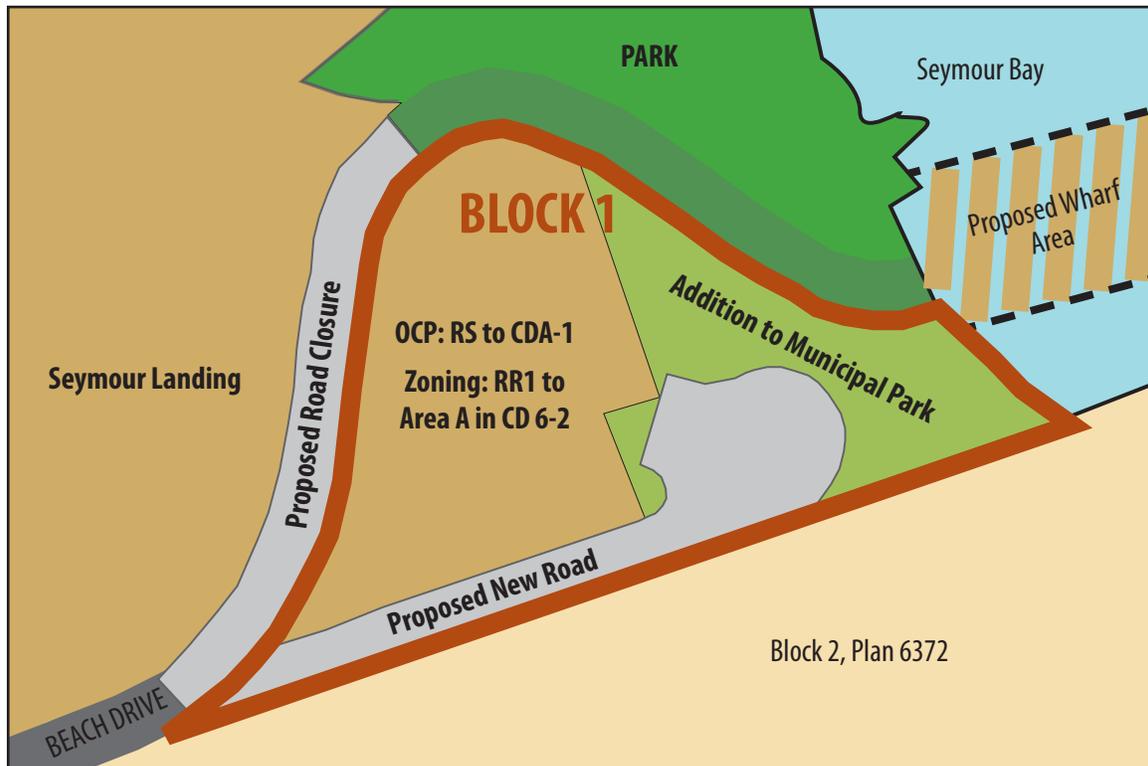


Figure 3: Block 1 OCP and Zoning Amendment, Addition to Municipal Park, Road Exchange

### 2.3 AREA B (CD 6-2 ZONE) — INDEPENDENT/SUPPORTIVE LIVING

It is proposed that Area B (CD 6-2 Zone) will retain all current regulations related to residential uses in the Area 9a and 9b Zones (CD 6 Zone), including detached and attached dwellings. For the location of Area B, see **Figure 2** or **Figure 4**. Current zoning for Area B permits a total of 11 lots with one dwelling each.

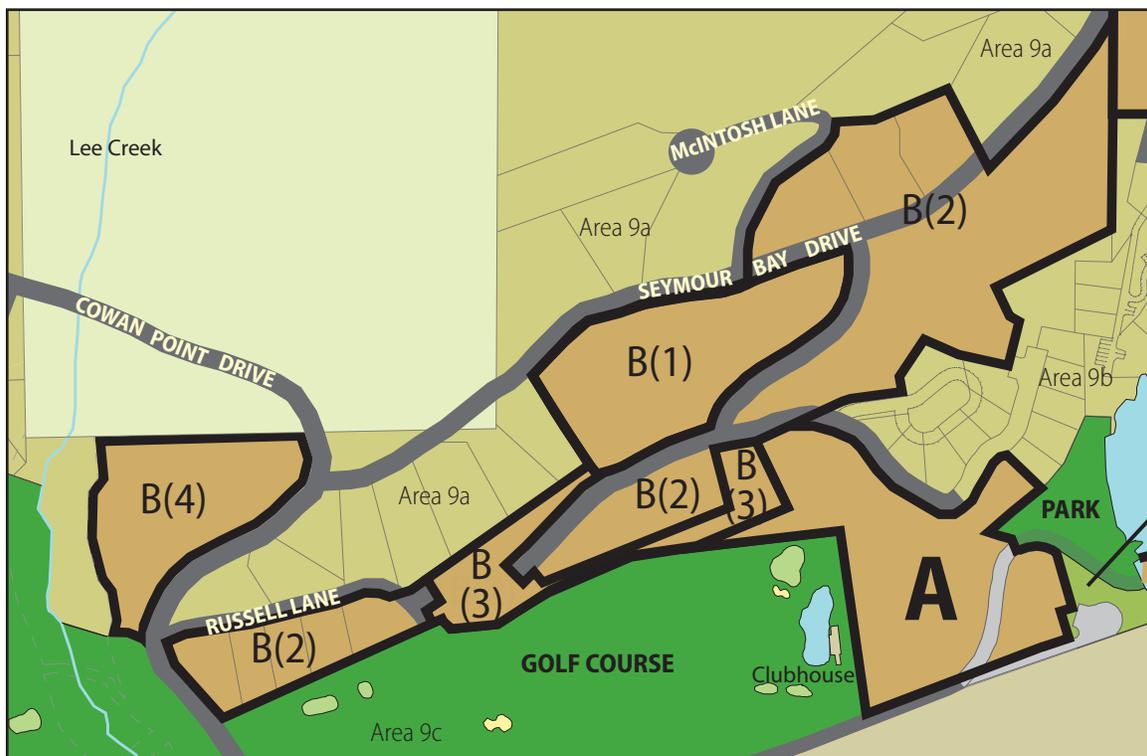
It is proposed that *Independent/Supportive Living* be added as a permitted use in Area B (for more details about *Independent/Supportive Living*, see Section 2.3.1 below). As this application is focused on improving the social and generational viability of the overall development at Seymour Landing, Area B (together with the village area) has been the focus of the most intense design consideration for the rezoning.

It is proposed that Area B be made up of four Sub-Areas as shown on **Figure 4**:

- **Sub-Area B(1)** is well suited to provide for *Secured Market Rental Housing*, which is proposed to be defined as follows: “*SECURED MARKET RENTAL HOUSING* means a development or part of a development, used only as market rental housing, which has a covenant or housing agreement registered against title restricting its use to market rental housing, for the longer of 60 years or the life of the building, or for such other term as may be agreed upon by the Municipality and the owner.” Sub-Area B(1) is located immediately adjacent to the village-related mixed uses, and is immediately accessible to the proposed passenger ferry dock at Seymour Landing.

The planning intent is to create a special small new neighbourhood community that provides a campus/resort-like style of living centred around education, recreation, hospitality, and wellness which will attract a mature population interested in alternative housing forms and transportation modes. It will further help to retain local seniors by providing support services and a lifestyle otherwise not available on Bowen Island. The location will provide convenient access to the passenger ferry link for easy access to services on the mainland, such as medical specialists, specialized shopping, cultural events or entertainment.

- **Sub-Area B(2)** is made up of sites north of the golf course's 9th fairway, and mostly south of Seymour Bay Drive, with relatively modest grades suitable for easy walking or "golf cart/low-speed vehicle." These sites are well suited for housing forms to provide for *Independent/Supportive Living* in privately owned homes.
- **Sub-Area B(3)** is made up of two sites intended for outdoor community and recreational use, a kitchen and communal dining facility, assembly, and workshops. All uses in Sub-Area B(3) shall be non-commercial.
- **Sub-Area B(4)** shall provide for outdoor recreational use.



**Figure 4: Sub-Areas in Proposed Area B (CD 6-2 Zone)**

It is proposed that the maximum number of dwelling units in Area B be as follows:

- In Sub-Area B(1): A minimum of 40 *Independent/Supportive Living Secured Market Rental Housing* suites, plus 40 additional dwelling units which may be rented or market units, depending on demand; and
- In Sub-Area B(2): No more than 60 privately owned *Independent/Supportive Living* market (dwelling) units.

To make the commitment of Secured Market Rental Housing suites financially viable, it is proposed that the construction of a defined number of rental housing suites be linked in proportion to the construction of a defined number of market units (for example, one rental unit could be built for every market housing unit that is built). This commitment could take the form of a Housing Agreement, to be implemented after Third Reading of the Rezoning Bylaw. The applicant looks forward to discussing this commitment with municipal staff through the rezoning process.

On gradual build-out, it is expected that Seymour Landing will become a major economic and social driver for the island. Considering the generally slow rates of absorption on Bowen Island, it is expected that the full build-out of Area B may take a decade or longer, similar to the expected build-out of Area C.

### **2.3.1 INDEPENDENT/SUPPORTIVE LIVING**

This application proposes the provision of *Independent/Supportive Living* housing forms as a permitted principal use in Area B. The proposed definition for *Independent/Supportive Living* is: “INDEPENDENT/SUPPORTIVE LIVING means a *building* or group of *buildings*, detached or attached, that may contain *dwelling*s ranging in size from small studios to multiple-room suites, townhomes, or single-family style residences for rent, lease, live lease, or private ownership. A range of services may be provided, e.g., meals, housekeeping, laundry, regularly planned activities, access to recreational and educational and wellness facilities, shuttle bus service, and assistance with shopping, and trips on and off the island.”

While a slow build-out generally would pose a serious challenge to the point of making it impossible to achieve financial viability of the proposed uses, we believe that the proposed mix of Independent/Supportive Living in Secured Market Rental Housing and privately owned dwellings, combined with the parallel and gradual build-out of the adjacent Seymour Landing Inn/Resort in Area A and the Retreat/Campus and commercial guest accommodation units in Area C, will provide the needed minimum scale of operation to ensure economic sustainability. That is because all of those uses will require similar operation/management services, meal services, housekeeping, laundry, transportation logistic and other services — and none of the proposed uses have to be built all at once but can gradually grow parallel to each other while sharing the load of services between each other.

We envisage that food services for Area B will be provided initially through the kitchen facilities at the nearby Inn/Resort in Area A. In fact, the Inn kitchen facilities may be much more viable if they serve the daily needs of a regular clientele at the Independent/Supportive Living community instead of being impacted by constant changes of season, weather conditions, weekends versus workdays, etc.

Once the Independent/Supportive Living units have arrived at a sufficient number, it is planned to provide a separate kitchen and communal dining facility in Sub-Area B(3). This will coincide with the gradual build out of the Inn/Resort, and the commercial

guest accommodation units and Retreat/Campus which will warrant a kitchen facility to serve their own requirements.

It is proposed that the size of Secured Market Rental Housing suites in Sub-Area B(1) be limited to a maximum of 90 square metres (968 square feet) and a minimum of 35 square metres (375 square feet).

It is proposed that the size of market units in Sub-Area B(2) be limited to a maximum of 220 square metres (2,367 square feet).

## **2.4 AREA C (CD 6-2 ZONE) — CAMPUS/RETREAT AND HILLSIDE LIVING**

This application proposes that Area 8 in the current CD 6 Zone be rezoned to become Area C in the new CD 6-2 Zone.

With recent upgrades and the proposed expansion of the Municipal Park at Seymour Bay and the new proposed trail link through lands north of the Park (i.e., DL 2449) and into Area C (i.e., DL 2448), this will become one of the most accessible and walkable portions of the site in relation to the new proposed passenger ferry dock.

Maximum lot coverage currently allowed for this Area in the CD 6 Zone is 10% without a restriction on floor space. Currently, fourteen residential lots are allowed by the CD 6 zoning. While this combination will attract the construction of very large homes (potentially 30,000 square feet each, or a total of approximately 358,000 square feet of buildings), we do not consider such land use as reasonable for this Area.

Our strong preference is for a greater variety of building forms for this site which will enable the creation of a true neighbourhood community, will be more gentle to the viewscape, and will contribute to social and demographic variety on the island. In general, we propose that housing at Cowan Point be made more accessible to a broader demographic group representing a wider range of age, income and lifestyle, all of which we trust is in the spirit and content of current and previous OCPs.

Key elements proposed in the rezoning for Area C include:

- Retaining the currently allowed maximum of 1,500 square metres (16,140 square feet) of buildable floor area for the Retreat/Campus. The vision is for a Retreat/Campus with active programs and seminars covering a wide spectrum ranging from philosophy to art, science, and the maintenance of health and wellness — in short, the “Art of Living” — even including practical life skills such as cooking, baking, wine making, etc., which are true to the aim of “life-long learning.”
- Permitting an additional 1,500 square metres of *Commercial Guest Accommodation* in Area C to serve as an adjunct and integral part of the currently allowed Inn in Area A — to provide the economically viable size of operation and to help provide/share necessary supportive services for the Independent/Supportive Living community in Area B.

- Permitting 900 square metres of *Assembly* use, primarily for seminar spaces for “Life Long Learning” and “Elder Hostel”-like programs by the Inn/Resort and Retreat/Campus.
- Increasing the maximum permitted lot coverage from 10% to 20%.
- Adding a Floor Space Ratio restriction, permitting 0.3 FSR for *detached dwellings* and non-residential uses, and 0.75 FSR for *attached dwellings*.
- Increasing the maximum number of permitted lots from 15 (14 residential lots and the retreat centre) to a total of 50.
- Increasing the maximum number of *dwelling units* from 14 to 50.
- Permitting a maximum number of 4 *dwelling units* per lot.
- Restricting the maximum *floor space* to 365 square metres (3,925 square feet) per dwelling unit for residential use.
- Reducing the minimum permitted lot size from 0.4 ha to 325 square metres, which is consistent with Areas A and B.
- Requiring connection to community water and community sewer systems in Area C.
- Allowing *detached* and *attached dwellings*, similar to the proposal for Area B. Again, this will encourage a walkable community, focussed on the village-related uses in Area A near the new small passenger ferry dock.

It is further proposed that the definition for the Retreat Centre in Area C be as follows:

“**RETREAT CENTRE**” means a use that provides for the operation of spiritual, cultural or educational indoor or outdoor programs for single-day or in-residence guest use, and may include sleeping accommodation for in-residence guests in a single building or cabins; shared kitchen and eating area in a main building; *limited kitchen facilities* in cabins; meeting areas; bathrooms; accommodation or residence(s) for staff, manager(s), owner(s), and *accessory buildings*.

A plan for the following on District Lot 2448 is underway and will be provided shortly: 20-metre-wide public access to the sea, a small waterfront park, and a trail network.

## **2.5 THE PROPOSAL RELATIVE TO THE OFFICIAL COMMUNITY PLAN**

### **2.5.1 ENCOURAGING APPROPRIATE UNIT SIZES**

On the basis of the proposed community amenities related to this rezoning application, we ask to apply Policy 147 of the OCP and increase unit and lot count limits in Areas A, B, and C under Sec. 4.21.2 and 4.21.3 of the Land Use Bylaw. By inference, this would require relaxation of the dwelling unit count in OCP policy 148 for CDA-1 Block 2, as it applies to Areas A, B, and C.

Our concern is that to do otherwise will lead to excessive home sizes in this very special location that would not only fall far short of enhancing social or economic diversity objectives for Bowen Islanders, but would also fail to create a viable neighbourhood

community at Seymour Landing. The proposed number of dwelling units will continue to be constrained by floor space ratios, floor area and lot coverage restrictions, site considerations and capacity constraints for water supply and sewage treatment.

### 2.5.2 OFFICIAL COMMUNITY PLAN AMENDMENT

We propose to add an OCP amendment bylaw for Council’s consideration, with the understanding that the amendment can be processed concurrently with the rezoning consideration and not add significantly to taxpayer costs or the time frame for review.

One purpose of the proposed changes is to more closely reflect the principle in Section 1.1 of the current OCP where it describes the place of the OCP in the land use regulatory hierarchy as follows:

*‘An OCP governs the overall direction at a policy level, circumventing specifics that are better suited to zoning, subdivision and building bylaws.’*

OCP amendments consistent with the rezoning application are recommended as follows:

POLICY	DELETE	REPLACE WITH
145	<i>‘The area identified in Schedule C as CDA-1 (Cowan Point Comprehensive Development Area) is intended to be developed as a mixed land use neighbourhood which includes provision for residential dwelling units, a public golf course, limited commercial space, active and passive parkland, and a retreat.’</i>	<i>‘The area identified in Schedule C as CDA-1 (Cowan Point Development Area) is intended to be developed as a mixed land use neighbourhood which includes provision for a diverse mix of amenity uses and spaces with market-based uses and spaces, such as diverse residential dwelling unit types and independent/supportive living, a public golf course, limited commercial space, a community dock, active and passive parkland and a retreat centre, all intended to work in harmony to meet long-term economic and social viability needs of Bowen Island, within a limited footprint consistent with principles of environmental sustainability.’</i>
146	<i>‘The maximum number of residential dwelling units permitted in the residential clusters in the CDA-1 designation shall be 176.’</i>	<i>‘The number of market residential dwelling units permitted in the residential clusters in the CDA-1 designation should reflect the provision of community amenities associated with the project, and exclude secondary suites or secured market rental housing suites.’</i>
148, Block 2, Residential	<i>‘Nine distinct housing areas consisting of a maximum of 161 dwelling units.’</i>	<i>‘Eleven distinct housing areas consisting of a diversity of housing types. Notwithstanding Policy 129, the provision of multi-dwelling units in the CD 6 Zone will not require density re-allocation.’</i>
148, Park and Other Uses	N/A	In front of ‘and a retreat centre’ insert ‘community dock for passenger ferry service, independent/supportive living, community use, commercial guest accommodation’.

As noted in Section 1.2, it an OCP amendment is also proposed to change the land use designation for Block 1 from RS (Rural Residential) to CDA-1 (Cowan Point Comprehensive Development Area).

## 2.6 “HOUSEKEEPING” ITEMS

### 2.6.1 AMENDMENTS TO AREAS 4 AND 5 (CD 6 ZONE)

Currently Area 4 of the CD 6 Zone is made up of two properties — Lot 4 to the west of Lee Creek, already built on and occupied, and Lot 8 to the east of Lee Creek, currently vacant, both of District Lot 1411, Plan BCP16187 — see **Figure 5**. Area 4 is located immediately south of the golf course. A maximum of two lots are permitted in Area 4.

This application proposes to change the zoning for Lot 8 *from Area 4 to Area 9c* (golf course use). Under the current zoning, Lot 8 is entitled to one dwelling unit. It is proposed that this one-unit entitlement be transferred to Lot 5 in Area 5 of the CD 6 Zone.

Lot 4 in Area 4 shall remain in Area 4 in compliance with its current status.

The net effect will be to allow the subdivision of Lot 5 (D.L. 1412, Plan BCP28023) in Area 5, which is currently ‘hooked’ across Ocean Park Lane, to be registered as two separate titles. No physical servicing works are required. There will be no increase in the number of lots permitted in the combination of Areas 4 and 5 (i.e., a total of 11 in the two areas both before and after this change).



**Figure 5: Rezone Lot 8 from Area 4 to Area 9c, and Transfer Unit Entitlement to Lot 5 in Area 5**

## 2.6.2 AMENDMENTS TO AREA 9 (CD 6 ZONE)

### 2.6.2.1 Reduce Maximum Number of Lots in Area 9 (CD 6 Zone)

Area 9 of the CD 6 Zone currently permits a maximum of 48 lots. Currently a total of 38 lots within Area 9 have already been subdivided or are the subject of Preliminary Layout Reviews issued by the Municipality (see Figure 6).<sup>11</sup> Those 38 lots are not part of this rezoning application. It is proposed that the maximum number of lots permitted in Area 9 of the CD 6 Zone be reduced from a maximum of 48 to a maximum of 38.

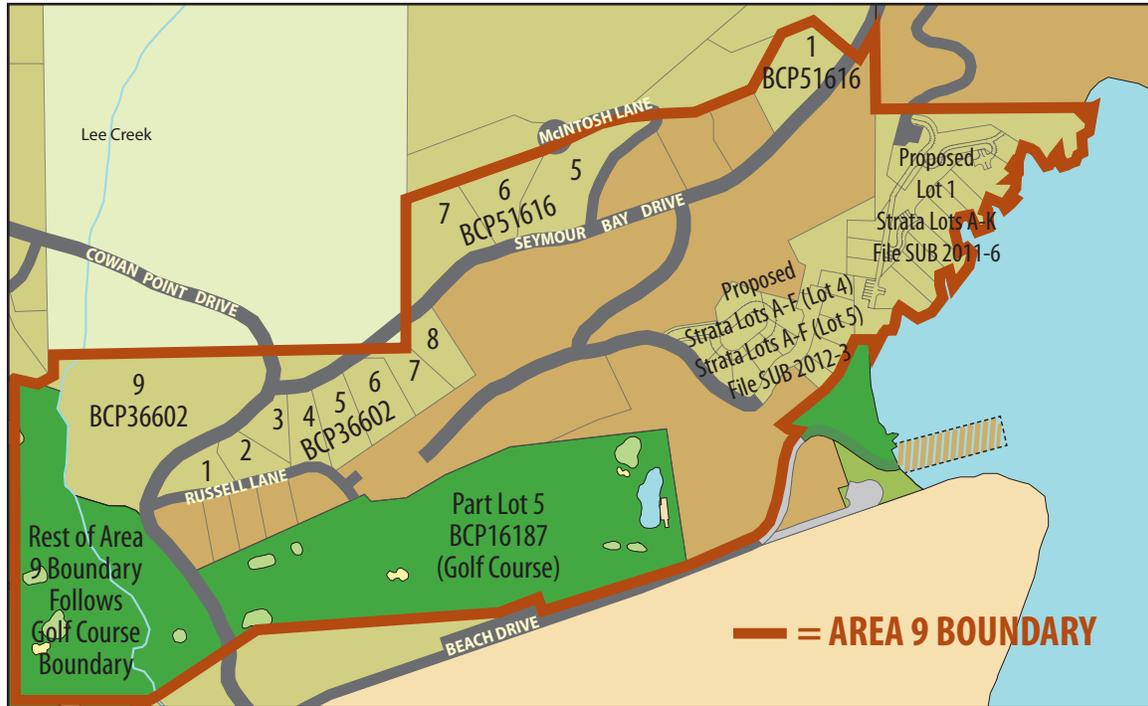


Figure 6: Reduce Maximum Number of Lots in Area 9 (CD 6 Zone)

Lots within Area 9 that have already been subdivided or that are in the process of subdivision (other than the golf course) have been, or will be, covenanted by the applicant to restrict the use to one dwelling unit per lot. On Figure 6, many of the lots labeled as “proposed lots” are in Area 9(b) — in these cases, even though the zoning for Area 9(b) permits more than one dwelling unit per lot as well as specified non-residential uses, the covenant will restrict use to one dwelling unit per lot. (A sample covenant can be provided upon request.) Therefore the permitted uses for Area 9(b) do not need to be amended.

11. Legal Description	Total No. of Lots
Lot 5 (DL1411, Plan BCP16187) known as the Golf Course	1
Lots 1-9 (DL1411, Plan BCP36602) at Cowan Point Dr./Seymour Bay Dr.	9
Lots 1,5,6,7 (DL2450, Plan BCP51616) at Cowan Point Drive/McIntosh Lane	4
Proposed Lot 1 and Strata Lots A-K (DL2449), PLR issued, BIM File No. SUB-2011-6	12
Proposed Strata Lots A-F from proposed Lot 4 + Proposed Strata Lots A-F from proposed Lot 5, PLR issued, BIM File No. SUB-2012-03	12
	<u>38</u>

### **2.6.2.2 Addition to Area 9(c)**

Area 9(c) of the CD 6 Zone is the existing Golf Course. No changes are proposed to Area 9(c) in this application, except for the rezoning of Lot 8 from Area 4 to Area 9(c) — for more details, see Section 2.7.1 above.

### **2.6.3 ADDITIONAL DEFINITION FOR THE CD 6-2 ZONE**

It is proposed that a definition for the calculation of floor space ratio for a strata lot in the CD 6-2 Zone be as follows:

*“FLOOR SPACE RATIO”* for a strata lot means the figure obtained by dividing the sum of the *floor areas* of all *buildings* and *structures* on all strata lots in the same strata plan by the area of the strata plan, and despite anything to the contrary in this Bylaw, all access routes may be included in the area of the strata plan for the purpose of calculating *floor space ratio*.

### **2.6.4 COWAN POINT LANDS DEVELOPMENT PERMIT AREA**

Policy 151 of the Official Community Plan states: “The areas identified on Schedule B-7 are designated as Cowan Point Lands Development Permit Area for the purposes of form and character of commercial and multifamily residential development Permit.”

When the Cowan Point lands were comprehensively zoned, Section 6.7 of Bylaw No. 52, 2002 which amended the then Official Community Plan Bylaw No. 139, 1995 described the “guidelines respecting the form and character of commercial and multifamily residential development” within this Permit Area. The applicant would appreciate direction from Municipal staff as to how those guidelines may be incorporated into an instrument that Municipal staff can refer to when evaluating applications for Development Permits within this Permit Area.

### **2.6.5 CREEK COVENANT AREAS WITHIN THE GOLF COURSE**

After the subdivision of land for the golf course (Lot 5, District Lot 1411, Plan BCP16187) and the registration of vegetation covenants against title to portions of the golf course lands adjacent to Josephine Creek, Napoleon Creek, and Lee Creek as Charge BX117541, further talks and site investigations were conducted by interested members of the public and staff from Bowen Island Golf Association regarding potential widening and respective covenanting of additional areas adjacent to the creeks crossing the golf course. Those talks resulted in surveys and drawings which the applicant understands were accepted by both Bowen Island Golf Association and interested members of the public. The changes to widen the existing covenants have not been registered on title, but the applicant promised to register the changes on occasion of a subsequent rezoning. To fulfill that promise, the respective plans should form an integral part of the current application for rezoning.

## 2.7 SUMMARY

What is the applicant asking for?

1. Enable construction of a community dock at Seymour Landing for regular private and/or commercial passenger ferry service between Bowen Island and the mainland, and permit land uses in the adjacent neighbourhood to provide the passenger volume and the financial means to sustain the long-term viability of the passenger ferry service.
2. Allow for a diversity of housing stock, types and sizes within easy walking distance of the community hub at Seymour Landing, consistent with the provisions of OCP Policy 147 and current market and demographic realities.
3. Allow for the creation of a small but vibrant new community including Independent/Supportive Living centred around a core of resort/campus-like living to enable and foster true community building in this special part of the island.
4. Minor or no changes to the majority of the area within the CD 6 Zone.
5. Recognition that all ongoing and future obligations of the developer for set asides and monitoring for environmental purposes have already been addressed in the preceding comprehensive zoning for Cowan Point which resulted in the CD 6 Zone, and are enshrined in registered covenants against the subject lands.

### 3 GUIDING DOCUMENTS AND LEGISLATION ON BOWEN ISLAND

#### 3.1 OFFICIAL COMMUNITY PLAN — EXTRACT

The following table provides a brief summary of Bowen Island Official Community Plan (OCP) policies that manage growth on the island. The table includes a brief description of policies and potential opportunities for their application at Seymour Landing at Cowan Point.

POLICY	POLICY DESCRIPTION	OPPORTUNITIES
147	Council may consider innovative development proposals that exceed the maximum number of dwelling units, the minimum lot size, or the floor space levels for a particular area as established in the Zoning Bylaw or within a restrictive covenant, in cases where there is a demonstrated benefit accruing to the community. While such proposals need not require an amendment to the Official Community Plan if consistent with the objectives outlined above, rezoning will be required. Council encourages proposals to be submitted that provide for community amenities.	<p>“Objective 64: To provide opportunity for unique housing forms that advance the implementation of this OCP.”</p> <p>“Objective 66: To support the provision of land for community/institutional uses that respond to the needs of the broader Bowen Island community.”</p>
332	Non-consumptive marine recreation activities, such as sea kayaking and sightseeing, are encouraged.	All envisioned recreational activities are non-consumptive, and are in tune with the lifestyles fostered and expected from residents and visitors alike. Sea kayaking, hiking, walking, golfing, bird watching and cycling are but a few activities that promote community interaction and good health.
352	The Municipality encourages the creation of small-scale Greenways such as natural microhabitats, community outdoor gathering spaces, as well as pedestrian, equestrian, and biking trails. Neighbourhood Greenways will also be encouraged to incorporate green infrastructure features such as natural storm water management, wildlife habitats, and environmentally friendly landscaping elements.	An extensive system of greenways and trails has been developed throughout the Cowan Point development, including Seymour Landing; however, it lacks users and taxpayers to help offset the significant maintenance expenses associated with such community infrastructure. New trail links to adjacent waterfront sections will provide valuable access to previously inaccessible areas, and will link the enlarged waterfront park at Seymour Bay with the waterfront sections to the northeast.

POLICY	POLICY DESCRIPTION	OPPORTUNITIES
356	Within the Belterra Lands and the Seymour Bay area of the Cowan Point Comprehensive Development Area, consideration may be given to townhouse, multi-unit housing, including affordable housing, which meets the needs of island residents.	Current zoning permits attached and detached dwelling units. Zone regulation refinements could be made that would stimulate the provision of smaller unit sizes, townhouses and multi-unit housing options.
358	All new development of three or more units will be encouraged to create: <ul style="list-style-type: none"> <li>▪ A mix of housing types and sizes;</li> <li>▪ Housing that is within walking distance of amenities, transit and services; and</li> <li>▪ Housing that is compact, accessible and meets the Green Building Standards set out by the Municipality.</li> </ul>	This policy forms part of our application rationale and, as in the past, we will use the green building standards as valuable guidelines. A mixture of smaller dwelling units within walking distance of services and amenities is a desirable planning objective.
370	Consistent with the recommendations of the Age Friendly Community, the Municipality will: <ul style="list-style-type: none"> <li>▪ Give continuing consideration to a range of housing options, including granny flats, park model homes, co-housing, Abbeyfield House, and assisted living / multi-level care and a variety of non-market affordable options;</li> <li>▪ Ensure that all new buildings incorporate “universal design” principles in accordance with the BC Building Code; and</li> <li>▪ Encourage the design of communal spaces (e.g., porches, shared gardens, common rooms) into affordable and special needs housing.</li> </ul>	Similar to the opportunities associated with policy 358. Seymour Landing has existing infrastructure that is well suited to support many of these uses. In the short- to medium-term, the Independent/Supportive Living envisioned at Seymour Landing will lead to a wider vision of Bowen Island being an ideal place for ‘supportive living’ or ‘multi-level care’ communities.
419	Tourist commercial facilities are supported that enhance visitors’ enjoyment of the island’s natural amenities, without detracting from those amenities. Facilities that are designed to be primarily destination attractions are not supported.	The envisioned development at Seymour Landing, including a retreat, an Inn/Resort with associated Commercial Guest Accommodation, and the passenger ferry service, is intended to complement and enhance tourist commercial facilities throughout the island.

SOURCE: BOWEN ISLAND OCP AND JORDEN COOK ASSOCIATES

### 3.2 OFFICIAL COMMUNITY PLAN — GROWTH PRINCIPLES

The OCP contains General Land Use Management Principles in Section 3.3.1.

**Principle 1** provides that new development should primarily take place within, or adjacent to areas of existing development activity. Amendments to Areas A, B, and C of the CD 6-2 Zone will facilitate the viability of a mixed-use community hub at Seymour Landing, anchored by a new small passenger ferry dock. The proposed residential areas are concentrated near and will be integrated with plans for the mixed-use node and community amenities.

Most of the infrastructure needed to serve the proposal in this application — be it roads, water lines, sewer lines, hydro service, stormwater systems, or trails — is already in place or close to existing property lines.

In the recent past, major investments have been made to build an extensive road network, to build a large water treatment plant, to construct a major concrete dam to increase the water storage capacity of Josephine Lake, and to build a sewage treatment plant and an ocean outfall, all connected by an extensive network of water lines, pressure reducing valves, sewer lines, pump stations, hydro lines (including 3-phase service), etc.

The current capacity to serve exceeds the existing and future demands based on current zoning.

The applicant will provide all required expert and consultant reports (at no cost to the Municipality) to confirm the capacity to serve the proposed developments.

Apart from the fact that most of the needed infrastructure is already in place, equally important is the need for costs of ongoing operation and eventual replacement of infrastructure to be shared by the largest number of users acceptable. Not to follow that principle will lead to the waste of precious resources and capital, and will burden a small number of users with high costs because of the inefficient use of existing infrastructure.

**Principle 2** states that adjustments to the location, size and density of existing lots is encouraged, as a way to shift towards a more sustainable settlement pattern. The site planning concept for Areas A, B, and C support this principle. It envisages providing efficient access to the new small passenger ferry dock, bringing intensity of residential use within walking distance of the community node at the passenger ferry dock, and maximizing use of the sunny portions of the site for pedestrian and people-oriented uses.

### 3.3 ECONOMIC DEVELOPMENT ADVISORY COMMITTEE INTERIM REPORT (DECEMBER 21, 2012)

The Economic Development Advisory Committee Interim Report dated December 12, 2012, contains a succinct list of economic opportunities and challenges facing Bowen Island. Of most relevance to this application are the following extracts:

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*“Vision: An economically vibrant Bowen Island provides for the range of incomes and ages necessary to support social diversity in the community; and incorporates sectors of the economy that have a light environmental footprint, and by virtue of the diversity of these sectors is for the most part, recession proof. While commuters continue to be an important part of the economy, increasingly Islanders will have opportunities to live and work on Bowen, be appropriately compensated for their work, and be able to find accommodation suitable to their talents, needs, and incomes.”*

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- **“Identified Economic Sectors**
- **Cultural tourism** encompasses all the activities that would be attractive to visitors from, but not limited to, Bowen’s primary market, Metro Vancouver. Cultural tourism includes:
  - Conferences: small business conferences and retreats
  - Education/self-improvement: workshops (Write on Bowen), classes (cooking), and courses (canoe-making)
  - Marine tourism
  - Recreational pursuits: hiking, kayaking, golfing, mountain biking
  - Tourism:
    - Day trips and overnight stays
    - Special events and festivals (Steamship Days)
- These activities are supported with retail shops, art galleries, museums, parks, marinas, restaurants, and cafes, but Bowen lacks adequate venues and hospitality facilities necessary to accommodate large groups. While it is anticipated these facilities are best provided by the private sector, zoning changes are required to accommodate activities in diverse locations [emphasis added]. Many of these related businesses are marginal and will become more sustainable as this sector develops.
- This sector is the most developed on Bowen and therefore is perhaps the easiest to grow quickly....
- **Health and Wellness** encompasses activities that will attract businesses wishing to serve clients in a quiet rural atmosphere but adjacent to a large and sophisticated market (Metro Vancouver). These businesses serve clients looking for education in, or solutions to, health and wellness related problems, including:
  - Addiction recovery
  - Healing retreats
  - Naturopathic remedies and education

- Specialty clinics (dermatology)
- Spiritual retreats
- Bowen has proven success in this sector (The Orchard, Xenia, Rivendell). Zoning changes will be required to accommodate these uses.
- This sector also includes medical services including:
  - Community health care centres
  - Medical laboratory/testing services
  - Seniors independent and assisted living
  - Traditional and alternative medical practitioners
- **Artisanal and cottage industry.** Bowen businesses already export high-quality chocolates and the award-winning coffee to the mainland. Live/work zoning should be provided (similar to Artisan Square) to encourage growth in this sector, which is also a draw for visitors to the Island.
  - Bakers
  - Furniture makers
  - Graphic designers and artists
  - Soap manufacturers
- **Niche Real Estate Development.** Housing construction has always been a major sector in the Bowen Island economy and will continue to be so, and managed growth is essential to keeping tax increases to support basic services to a minimum. Real estate development going forward should target specific/niche needs that will attract buyers:
  - Seniors housing (small private ownership, independent living, and assisted living)
  - Diversity of housing including multi-family, row-housing, and rental apartments

### **Municipality's Role**

The municipality cannot make direct financial contribution to the development of individual businesses on Bowen Island; however, there is infrastructure, regulation, and policy work needed to enable economic development, including:

- **Infrastructure**
  - Negotiate more satisfactory transportation to, from, and on the Island with Translink and BC Ferries, and encourage private providers
- **Policy and other actions**
  - Facilitate diversity and availability of housing (zoning and density), including rental units
  - Undertake OCP revisions to encourage economic activity''

**Applicant's Comments:** This rezoning application complements many of the objectives of the Economic Advisory Committee, including adding to the transportation

infrastructure, facilitating diversity and availability of housing, provision of appropriate seniors housing, cultural tourism and health and wellness services. All of these opportunities serve to enhance the social sustainability of the island. It is not likely that an alternative location more ideally suited or as well served by existing infrastructure could be found on Bowen Island.

## **4 PROVISION OF POTABLE WATER TO SEYMOUR LANDING**

Potable water for the Seymour Landing area (as well as for the rest of the Cowan Point development of Bowen Island Properties Limited Partnership) will be provided by Cowan Point Utility Company Ltd.

The water source for the Utility comes from Josephine Lake, which as the result of major dam construction in 2007 now has sufficient storage capacity to serve all lands owned by Bowen Island Properties Limited Partnership, including the Seymour Landing areas which are the subject of this rezoning application — plus the capacity to serve all downstream licence holders on Josephine Creek.

A slow sand filtration treatment plant was constructed in 2007 and is designed to remove or inactivate Giardia, Cryptosporidium, bacteria and viruses to the level required by the Health Authority. The treated water is stored in a reservoir and released through a distribution system to each of the lots served by the Utility.

Currently 77 properties are connected, and 27 properties have been subdivided and are entitled to service by the Utility. A 2010 review of water supply by Kerr Wood Leidal Associates Ltd. concluded there is significant remaining capacity, which will be reviewed and updated as part of the rezoning referral process.

### **4.1 WATER CONSERVATION**

Cowan Point Utility has instituted mandatory water conservation measures by means of a covenant registered on title of properties within the CD 6 Zone. The covenant requires the following:

- Efficient toilets and fixtures;
- Efficient washing machines;
- Drought-tolerant landscaping; and
- A prohibition on the use of Utility water for outdoor watering.

Currently the water use of all customers is metered, and the Utility's Water Tariff currently specifies rates on a flat rate basis. The Provincial Comptroller of Water Rights has ordered that the Utility shall "apply for meter rates by the fall of 2015 to start in 2016 or earlier."

## 5 PROVISION OF SANITARY SERVICES AT SEYMOUR LANDING

Sanitary sewer services for the Seymour Landing area will be provided by Cowan Point Sewage Treatment Inc. Current registration under the *Municipal Sewage Regulation* is in the name of Cowan Point Sewage Treatment Inc. The registration is for a development that envisions 135 single family homes, a golf course, an inn, a pub/restaurant and a small commercial and retail area. The current treatment plant provides secondary treatment and the treated effluent is discharged through a marine outfall.

The treatment plant has the capability to be expanded in phases, which will be reviewed and updated by qualified experts/consultants as part of the rezoning process.

## 6 CONCLUDING REMARKS

A number of the core community concepts of the Seymour Landing community have languished in recent years because of economic and demographic challenges. This application proposes to rezone lands within Areas 8 and 9 of the CD 6 Zone to create a new CD 6-2 Comprehensive Development Zone to encourage a healthy, vibrant, sustainable community, centred around a diversity of village-oriented uses. This outcome would be directly compatible with Bowen Island's OCP policies, principles and objectives.

The application shall be seen and considered with the parallel and complementary rezoning application for the "Parkview Slopes" area of Snug Cove (see separate report). Both applications address persistent needs, challenges, and opportunities for the future of Bowen Island. The applicant would be proud if allowed to play a role toward solutions within the spirit of "Building Community on Bowen Island."

A key component in this application is the proposal to construct a new small passenger ferry dock at Seymour Landing. In addition to benefitting the public at large — and the residents on the south side of the island and users of the public golf course in particular — this will provide a crucial transportation link to enable the development of Seymour Landing into a small but vibrant Residential Campus/Resort Community around the themes of life-long learning, health and wellness, recreation, and retirement.

Main components and amenities will be:

- The dedication of an additional waterfront area to the existing park at Seymour Bay.
- A new campus-like concept for the retreat with active programs and seminars covering a wide spectrum ranging from philosophy to art, science, and the maintenance of health and wellness — in short, the "Art of Living" — including practical life skills such as cooking, baking, wine making, etc., which are true to the aim of "life-long learning."
- A new Inn/Resort with associated but separated Commercial Guest Accommodation to allow a size of operation large enough to afford qualified management and staff,

and attractive enough to play a meaningful role as an economic and social driver for the island at large.

- A substantial number of housing units designed and located to accommodate the special needs and lifestyles of residents approaching or at retirement age, and which will provide Independent/Supportive Living. Many of the services provided by the retreat and the Inn/Resort will be shared by the residents, which in turn will allow a scale of services otherwise not viable.
- Independent/Supportive Living homes and suites will be available in a variety of styles and sizes, either “for sale” or “for rent.”
- New waterfront access and park in District Lot 2448.
- New valuable trail link through District Lot 2448.