“Between October 1st and 15th of last year (2001), something remarkable happened in Nelson, British Columbia. A group of residents, many of whom didn’t know each other and some of whom had previously found themselves at political odds, discovered what they shared in common was a passionate resolve to see Nelson’s predominant natural amenity - the waterfront - be developed in a manner consistent with the spirit, as well as the letter, of Nelson’s Official Community Plan (OCP). And, they made a conscious decision to back up that resolve with the financial commitment necessary to purchase the land.”

-A Waterfront Full of Possibilities – Nelson

Summary

Nelson, BC, Canada (150 miles N of Spokane, 400 miles E of Vancouver, BC) is a part of the tri-cities with Castelgar and Trail. They are a part of the same regional district and they are interdependent economically. Nelson has served as the base for government jobs; Trail became the hub for healthcare. Nelson is widely known as a quaint, artsy town with beautiful views.

The city is nestled in a valley which provides a beautiful setting for the quaint town. It was incorporated in 1897. The town developed after silver was discovered. Mining and forestry became big businesses and a number of residences and businesses were built. The town has grown slowly and has struggled with a “boom or bust” pattern. Over the past century houses have updated their facades as well as their interiors.

During a “boom” phase, the Chanko Mika Mall was built in the late 1970s. In the 1980s the community rallied together to create a vision for the town and successfully restored historic charm to buildings, houses, and streetscapes in the downtown core, especially along Baker St. The City received funding from BC Heritage Trust and other government grants. Part of the agreement with these grants was to enact bylaws to protect the investment of the community.

The historic design details are successfully dispersed throughout the city to make for a cohesive visual experience. In 1993, Wal-Mart bought out Wilco Department Store which was one of the anchors at the Chanko Mika Mall. In response to the competition, smaller retail has experienced frequent turnover.
In 2000-2001, when Wal-Mart decided that they had outgrown their current 75,000 sq. ft. store they began looking for opportunities to build a stand-alone store. Their timing was seemingly good because just about that time the province was preparing to replat 7 acres next to the mall. This waterfront property became the center for community activism when it was discovered that the former Mayor, Greg Exner, and company were secretly discussing city infrastructure changes which would benefit Wal-Mart if they bought a 2.7 acre parcel.

It was political suicide for Exner when the grassroots group “Save our Waterfront” formed and educated local Nelsonites about the closed-door negotiations. 4000 local and regional supporters signed a petition to inform the municipal and provincial government that they were against this development on their waterfront. People joined on for many reasons but they all believed that the waterfront property was too valuable to develop as big-box retail and parking. Further, the vocal community found supporters amongst a group of local investors who were led by a successful businessman and community leader, Dave Elliot.

Elliot helped organize a group called The Central Waterfront Group and was able to raise about $1 million to bid on the property. The provincial organization BCBC considered both bids and decided in favor of the community group. The group then began the process of shaping a community vision for the property and the Vision Planning Document for the West and Central Waterfront; a 77 page planning document that outlines community preferences and suggests some more descriptive design guidelines (see Appendix B) was produced. The document was accepted by the Nelson City Council on October 21st, 2002 with the new Mayor Dave Elliot. (He sold his shares in the waterfront development before he ran for Mayor.) They are hoping an appropriate design and development scheme will emerge soon from developers who are in-line with the Vision Planning Document.

The Vision Planning document (Appendix B) is a solid planning document that has taken a valuable piece of property and programmed it for long-term economic health. It should be read carefully as it has significant design guidelines and creative suggestions which will continue to enhance the city’s character while allowing it to grow viably.

About the same time The Real Canadian Wholesale Club constructed a big-box structure to house their grocery store. There was not a significant reaction to the store’s construction or placement as it was not on valued property.
Community Background

Location: Nelson, Canada.
Southern Interior of British Columbia
Size: 9,298 (2001 census)
Economic base: educational services, retail trade, health and social services, government, light industry, high tech
Governing/planning structure: Municipality acts in conjunction with the Regional District and serves under the National Parliament. The Mayor and City Council are elected to make decisions for the city. The City Planner works to ensure that developers adhere to the visions set forth by the city.
Existing Town: yes
New Town Center: No

Position and Actions on Large-Store Retail

Wal-Mart was the first big-box store that caused a stir in Nelson as they were designing to expand from a 75,000 sq. ft building in the Chanko Mika Mall to a 100,000 sq ft stand-alone store across the street in 2001. The mall is located on the waterfront, just east of downtown.

In 1994 Wal-Mart bought out Wilco Department Store, a 75,000 sq. ft. structure that is one of two anchor stores in the Chanko Mika Mall. It is surrounded by 24 other smaller retailers. Wilco was a large store which had stores throughout Canada. There was not a strong reaction to Wal-Mart moving in. It should be noted that Wal-Mart did not meet with the community in any way before moving in. They just purchased the chain and moved in. There is speculation that some businesses may have collapsed because of Wal-Mart’s arrival.

Because Wal-Mart did not require changes to the building or zoning for their location it was not necessary for there to be any type of public interaction. In 2001, the community discovered that the municipal government had been in closed-door conversations with Wal-Mart regarding construction of a new 100,000 sq. ft. stand-alone store next to their current store. This 12 acre waterfront property was coming up for sale by the province (BCBC) after it was replatted into 7 parcels. Wal-Mart’s intention was to build a new store and knock down the other store to create parking. Wal-Mart was attempting to negotiate infrastructure development that would benefit their future needs.
The Real Canadian Wholesale Club was the second “big-box” store to arrive in Nelson. It is located on Lakeside Dr. near McDonald Dr., along the waterfront just west of downtown.

In October, 2002, Real Canadian Wholesale Club (RCWC) completed construction on its 47,000 sq. ft structure with 249 parking spaces. RCWC is primarily a bulk foods retailer with a few sundry items; it is not a baby Costco. The community did not vocally rise up against this business. Originally the store was designed to have metal siding and detailing with an expansive parking lot. The city design committee (Trish Dehnel, city planner, the Building Inspector, and Robert Inwood, design consultant) worked with the designers to modify the building according to the design guidelines written in Nelson’s Official Community Plan (OCP) (Appendix A). The design guidelines are written loosely, so that the only changes that the design committee could require were a different external appearance and more trees in the parking lot.

**Community Attitude towards Big-Box Retail**

Community opinions are split in regards to the effects of big-box stores on the community. Some feel that the community should do whatever it can to keep big-box out. Some feel that competition is good for the community and for business, and others feel that their businesses will eventually die if Wal-Mart expands or other big-box businesses come in.

A large majority of the community did rally together under the guidance of the grassroots “Save our Waterfront” campaign. 2600 Nelson voters signed a petition that was organized by a few motivated locals. They also had an additional 1400 out of town and youth signatures. The legal signatures alone totaled more votes than any Mayor has ever received in the formal election.

The community did not vocally rise up against The Real Canadian Wholesale Club. The store was not trying to locate itself on valuable property. It is not competing against other downtown retailers and no other grocery stores have gone out of business since it opened.

**Government positions and actions towards Growth**

The former mayor, Gary Exner, believed that the city should be “open for business.” This sentiment translated into very loose guidelines and codes for the city in regards to large-store retail. It is believed by many government officials that Nelson is not really in danger of sprawl.
due to its location in a deep valley. Trish Dehnel, City Planner, says that sprawl from big-box stores are not really a concern for Nelson. “There is virtually nowhere for other big-box stores to develop.” Dehnell suspects that at some point there may be a bit of residential sprawl into the regional district but nothing like what can be seen in Seattle.

Since 1993 City Planners have ensured that developers abide by the following aesthetic and functional guidelines:

**Nelson Official Community Plan (Appendix A)**

**Section 3.3.2 Guidelines:**

**DEVELOPMENT PERMIT AREA #1:** Residential Neighbourhoods and Major Road Corridors Outside of the Downtown Accommodating Multi-Family and Commercial Uses

A) Building materials, design and colour should be consistent with the character of the surrounding residential area for both commercial and multi-family residential development. New buildings and alterations to existing structures should maintain the prevailing setback for the area.

B) Solid screens and landscaping should be provided along all property lines abutting an existing residential use.

C) Off-street surface parking areas should be screened from adjacent residential properties by means of solid screens, landscaping, or a combination of both.

D) Areas of outdoor storage or for garbage receptacles should be enclosed so that they are not visible to the neighbourhood view. This can be accomplished through the provision of solid screening, landscaping or a combination of both.

E) Landscaping along the street should be established so that it is sympathetic to the neighbourhood.

F) Commercial buildings, or mixed use buildings developed on sites along major road corridors should provide for weather protection for pedestrians in the following manner:

- awnings and canopies overhanging public walkways should be provided;
- roofs, cornices, canopies and other architectural elements exposed to precipitation should be designed so as to carry water away from pedestrian areas; and
- any building structure upon which snow accumulates should be constructed so that spontaneous dumps of accumulated snow load occur upon non-pedestrian areas.

Because the design guidelines are so loose they are up for interpretation. The outcome of any building design development is currently left up to the design committee who are under the direction of the mayor and council. In addition Nelson also adopted parking guidelines which are dictated in Section 3.5.2 Guidelines. In essence the goal is that large expanses of parking be screened appropriately from the street and from residential areas either with vegetation or architectural structures. The parking lot however it is constructed should not detract from Nelson’s unique charm. A large parking lot is necessary for patrons of the **Real Canadian Wholesale Club** as there are no transportation linkages. The **Wal-Mart**, however, is accessible by the #2 Fairview and the #10 Northshore bus line and shares a large parking lot with the Chanko Mika Mall.
Outcomes

In the 1980’s the city of Nelson decided to develop a vision for their city and during that process decided to restore their historic downtown. The downtown district has strict guidelines for preserving the character of Baker St. as part of the Main Street Programme. In 1993 Nelson wrote its Official Community Plan (OCP) (Appendix A) to addresses the issues of city character throughout the city and creates human spaces. The guidelines they wrote, however, were quite loose and open to interpretation. During the Waterfront Visioning Process in 2002 John Dooley, council member, noted that the OCP can be interpreted anyway the reader wants. According to Richard Maddox, President of the Economic Development Council, the OCP will be rewritten next year. Dooley hopes that the wording can become more explicit so that the guidelines can help protect integrity of waterfront.

The city’s position on big business is that there is room for everyone. The city hopes to attract businesses that are interested in being a part of the community and willing to help maintain the integrity of the elements and character of the city which attract tourists. Because there is virtually no place for a big-box store to develop, except on the fringe the city, there is only mild concern that big-box structures would ever have a significant impact.

The big-box stores are not physically very far from the downtown district but it is about a 10 minute walk because of the hill. However, it is popularly believed that a few businesses did suffer when Wal-Mart moved in and they fear that if they expand that some businesses may feel that impact. Since Wal-Mart moved in to Nelson the popular historic district on Baker St. did see a shift in service and merchandise. Stores in the CDB are upscale, thus the prices are significantly higher than the cost of items at Wal-Mart and the RCWC. David Bracewell, activist for “Save our Waterfront” says that there is nowhere in Nelson to go for decent quality, fair-priced clothing. He shops at Wal-Mart for those items, buys on-line, or waits until he travels to buy clothes.

In general most retail stores that survive on Baker St are upscale art stores, clothing, or fill special niches. Trish Dehnell, city planner, feels that she does most of her shopping downtown so that she can get good service. One resident told me he feels that there were many downtown small retail businesses that were aloof. He felt he received friendlier service at Wal-Mart.

The President of the Economic Development Council, Richard Maddocks, believes that it would be detrimental to the economic health of the community if Wal-Mart were to move out of town. He said there is some revenue from taxes but he was more concerned about the 100 jobs that would be lost. Neither the city nor the Chamber of Commerce are concerned that businesses would suffer if Wal-Mart expanded. They believe that the status that the family-owned businesses hold will continue to bring them customers, and that the business people are savvy enough to adjust their businesses according to the current pressures. The continued strength of the CDB, the continued population growth of people from outside the community, and its healthy tourist industry which is nationally known as “Best Small Arts Town in Canada” to visit leaves city officials at ease and proud of their city.
Growing Appropriately

The issue of Wal-Mart’s expansion on the Waterfront was an opportunity for the community to see what core values they shared. The shared opinion that the waterfront was too valuable a space to let become a stand-alone box store restored community faith that they could make an impact. The current Mayor was voted in to office because he listened to the people. The former Mayor did not and severely broke down community trust with his closed-door discussions with Wal-Mart. The current government is working with Wal-Mart to find a new location to expand. Richard Maddocks feels that Wal-Mart should be welcome in the community to grow appropriately, but it is the city’s responsibility to help decide when, where, and how.

The city recognizes that in order to continue growing in a manner that maintains, as well as enhances the city’s unique character they need to broaden the tax base. The Economic Development Council actively recruits light industrial and high tech businesses and continues to attract new small business owners. The Chamber of Commerce is providing significant resources, connections, and classes that will increase the chances of success for entrepreneurs. With so many businesses in town and many of the Nelson citizens depending on them the Chamber feels strongly that they must educate business owners and prospective business owners so that they have the highest chance for success. There are several programs that offer interested parties the chance to really understand what it takes to run a business. They hope to strengthen business plans and instill the skills so that businesses survive. The Chamber has about 267 members, about 1/3rd membership.

As of this writing, Nelson hosts a 47,000 sq. ft. Real Canadian Wholesale Club that seems to have integrated fairly smoothly into the community. Though Wal-Mart has been excluded from the waterfront they are continuing to work with the city to find an appropriate location to build a new 100,000 sq. ft. store within Nelson’s city limits. It is possible that Wal-Mart will have a new store in the near future.
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Appendices

Appendix A: Official Community Plan; Nelson, B.C. 1993: Pertinent Excerpts: Section 3.0 – Development Permit Areas

Appendix B: Visioning Document for the West and Central Waterfront: Pertinent Excerpts: Design Guideline Suggestions
Pertinent Excerpts: Section 3.0 - Development Permit Areas

SECTION 3.0 DEVELOPMENT PERMIT AREAS

3.1 INTRODUCTION

The Municipal Act (Sections 945 and 976) provides the authority for the City to require and issue Development Permits prior to the issuance of a building permit or approval of a subdivision, in certain specific areas where it is believed that the achievement of certain public objectives require them. These Development Permits are primarily intended to give the community the ability to direct the form and character of development beyond the provisions of the Zoning and Subdivision Bylaws. As importantly, it allows for these Bylaw regulations to be varied where it can be shown that the development industry is proposing a design which, while not meeting all of the rules, provides a product which is still compatible with community aims.

Development Permits can be used to achieve the objectives of the protection of the natural environment, protection of future development from hazardous conditions, revitalization and growth within commercial districts, and the establishment of the form and character of commercial, industrial and multiple-family development. For the purpose of this section, a duplex is considered a multi-family development, and therefore new duplexes will require a Development Permit. A single family dwelling with a secondary suite is not considered a duplex for the purpose of a Development Permit.

This section of the Official Community Plan designates a number of separate areas of the City as Development Permit Areas, and explains the conditions where Development Permits will be required. The reasons for each designation are provided, as are the objectives and guidelines which are required to be fulfilled prior to the Permit being issued. The guidelines have been established in order to achieve agreed upon community objectives in support of the City's social, economic, and physical development.

Schedule I illustrates those areas of the City where Development Permits are required.

3.2 DEVELOPMENT PERMIT EXEMPTION

Except in the Downtown, a Development Permit will not be required within any Development Permit Area for the following types of construction or alterations:

- replacement of building exterior finishes;
- alteration of colour;
- replacement of sign faces or addition of new signage which is in conformity with the City's sign regulations;
- additions of canopies or other decorative building features such as mullions, windows, doors, etc.;
- interior renovations.

New construction will be exempt for buildings less than 500 sq. ft. (46.5 m2). Even if exempt from requiring a Development Permit according to these criteria, all new construction work is still required to meet the Development Permit Area Guidelines.

Notwithstanding the above exemptions, because the Downtown area is designated as a Downtown Revitalization Area, any exterior alterations to buildings within the defined revitalization area require a Development Permit.

A Development Permit will not be required for the construction or alteration of a single family dwelling, unless the structure is designated as a Provincial or Municipal heritage site or is located within a revitalization area.

A Development Permit will not be required for any public/institutional use building, unless the building is located within Development Area #2 -- the Downtown Revitalization Area.
3.3 DEVELOPMENT PERMIT AREA #1:
Residential Neighbourhoods and Major Road Corridors Outside of the Downtown Accommodating Multi-Family and Commercial Uses

Designation Category:

Establishment of Guidelines for the Form and Character of Multi-Family and Commercial Development (Section 945(4)(e) of The Municipal Act)

3.3.1 Justification

One of the features of this Official Community Plan is a recognition of the distinct character of the City’s residential communities. In each of these areas, within certain strategic locations, multiple-family housing can be accommodated in order to provide a local variety of housing opportunities. The intent is to do so however, and still maintain the existing scale and character of surrounding housing. Multiple family, for the purpose of this section, includes duplexes.

In addition, this Plan provides for commercial developments outside of the Downtown as long as locational criteria are met and the adjacent residents approve. Compatibility between commercial and residential uses is particularly important in Nelson where a provincial highway passes through the City, because commercial uses tend to develop along a highway.

The overall objective of this designation then is to ensure that new commercial or multiple-family development is compatible with its surrounding residential neighbourhood character. The sensitive design of new developments of this type may help to achieve more neighbourhood acceptance of their desirability.

The following guidelines describe the type of building character, form and site development necessary for the successful integration of commercial or multiple-family development within an existing lower density residential neighbourhood.

3.3.2 Guidelines

A) Building materials, design and colour should be consistent with the character of the surrounding residential area for both commercial and multi-family residential development. New buildings and alterations to existing structures should maintain the prevailing setback for the area.

B) Solid screens and landscaping should be provided along all property lines abutting an existing residential use.

C) Off-street surface parking areas should be screened from adjacent residential properties by means of solid screens, landscaping, or a combination of both.

D) Areas of outdoor storage or for garbage receptacles should be enclosed so that they are not visible to the neighbourhood view. This can be accomplished through the provision of solid screening, landscaping or a combination of both.

E) Landscaping along the street should be established so that it is sympathetic to the neighbourhood.

F) Commercial buildings, or mixed use buildings developed on sites along major road corridors should provide for weather protection for pedestrians in the following manner:
   - awnings and canopies overhanging public walkways should be provided;
   - roofs, cornices, canopies and other architectural elements exposed to precipitation should be designed so as to carry water away from pedestrian areas; and
   - any building structure upon which snow accumulates should be constructed so that spontaneous dumps of accumulated snow load occur upon non-pedestrian areas.

G) New townhouse multi-family development or conversion of single-family houses to a multi-family building should maintain a scale and facade that is compatible with adjacent residential buildings.
H) New townhouse and apartment residential development should attempt to meet the following objectives:

- To provide for noise buffering for adjacent residential uses by landscaping or sensitive site design;
- To provide ingress or egress for underground or at-grade parking areas from the lane;
- To avoid having units overlook the private outdoor space of adjacent residential uses, wherever possible;
- To avoid shadowing of adjacent residential uses, wherever possible;
- To maintain existing views for nearby residential properties, wherever possible.

I) Site lighting should be provided for public safety on the site but should not spill onto adjacent residential properties.

J) Signage for commercial buildings should be of a type which recognizes that these developments are part of their local neighbourhood. This means that the signs should be low key in character, un-illuminated or softly lit, and be of a style appropriate to their setting. For commercial development along Front Street and Nelson Street (Highway 3A), signage shall be provided in such a manner that it is not visually obtrusive. This can be achieved by reducing the size and height of the signs, as well as using landscaping materials to “soften” their impact.

K) For a heritage merit building that is converted from a single family dwelling to a multi-family dwelling, the building’s facade, roof line, exterior finish and other external architectural features should be retained where possible, particularly in cases where an expansion of the existing building is proposed.

3.4 DEVELOPMENT PERMIT AREA #2:

The Downtown Designation Category:

Revitalization of an Area in which a Commercial Use is Permitted, if that Area has been Designated for that Purpose by the Minister. (Section 945(4)(d) of the Municipal Act).

3.4.1 Justification

The Downtown area of Nelson is the most important business and service centre of the community. In addition it provides opportunities for a number of alternative housing forms which are not single family in character. Because of its importance as a service centre, most residents of the City frequently visit Downtown either for business purposes or social activities. Because of this, the appearance and character of the area affect the community's sense of identity and pride.

As importantly, part of the economic development strategy of the community is to promote Nelson as a destination-oriented tourist attraction. The pedestrian orientation of the Downtown, its unique heritage character, and its spectacular backdrop of both the slopes and vistas to the lake on either side of it all contribute to an attractive and unique Downtown of a small city. These features are draws for tourists.

The Downtown also will increasingly function as an important adjunct to the Central Waterfront lands at the foot of Hall Street as they redevelop. New residential, tourist and cultural uses slated for the waterfront will rely upon a Downtown that provides major commercial services and a unique heritage character to residents and visitors of the Waterfront area.

The overall objective for this area then is to further enhance the physical image and function of Downtown Nelson. This image can be improved by having new development contribute to the creation of a special environment. The realization of this objective is expected to result in the broadening of the District's economic base and the reinforcement of community identity.

The guidelines for this Development Permit Area are the same design guidelines as developed for the Downtown when it was designated a Heritage Core Development Permit Area. The image that is desired
is one of a community whose Downtown respects its natural setting, sense of identity, history and economic development. Buildings and their site development should contain physical features which support this image. The intention is not one of requiring each new building to recreate the historical or heritage style, but attempting to include some traditional design features in new development or redevelopment. Extremely contemporary buildings would not be supported.

3.4.2 Guidelines

i) Refer to the Building Design Guidelines and the Colour Design Guidelines appended to this Plan as Schedule K.

ii) For apartments, townhouses and single family dwellings converted into multi-family buildings, the Development Permit Guidelines established for Development Permit Area 1 shall apply.

3.5 DEVELOPMENT PERMIT AREA #3:

The Waterfront Designation Category:

Establishment of Guidelines for the Form and Character of Commercial, Industrial or Multi-Family Residential Development (Section 945(4)(e) of The Municipal Act)

3.5.1 Justification

All areas of the Waterfront, including the North Shore and except for the "PARK/OPEN SPACE" area lying between the Chahko Mika Mall and the Nelson Bridge, lie within this Development Permit Area because they are areas which have been identified by this Plan as accommodating either industrial uses (such as part of the "West Waterfront") or redevelopment for mixed use (the "Central Waterfront" at the foot of Hall Street or the "East Waterfront" east of Nelson Bridge). What the Waterfront areas share is that they constitute an area that is intended for rather wholesale redevelopment in the future, and that they are of critical importance to the City because of their size, natural setting, location and role as a major public amenity. Together with the Downtown, the Waterfront lands will provide a unique, lively urban environment adjacent to one of the major natural amenities of the Western Kootenays. The North Shore Waterfront lands are also important to the City's image as they serve as an introduction to tourists arriving from the north.

All development within these Waterfront areas must, therefore, be exemplary in its standards of design, accessibility to the public, and environmental sensitivity. The objectives of this designation are to ensure that new development meets these community standards, and that existing development aspires to do the same at times of redevelopment or expansion.

3.5.2 Guidelines

Commercial and Multi-Family Residential

A) Buildings located along the major access roads to the Waterfront should be of a scale, massing and design so as to emphasize the "gateway" function of these roads, and to be inviting to pedestrians. To this end, features of these buildings should include:

- narrow frontages;
- continuous weather protection by means of awnings for pedestrians;
- design themes which echo the heritage theme of the Downtown or of nearby residential areas;
- buildings flush with front property lines;
- use of patterned pavers to provide an identifiable "pathway" for pedestrians and cyclists;
- public small seating areas, in sunlight, in common courtyards or along the fronting street;
- use of landscaping, lighting, or other design features to create a "corridor" effect that invites pedestrians to circulate between the lakefront and areas uphill of the Waterfront lands;
• protection of “street-end” views leading both to and away from the lake.

B) Buildings in any part of the Waterfront lands should ensure, through design and siting, that view corridors are protected.

C) Building materials should act to integrate well with the natural environment and to support a pedestrian-oriented environment. Materials should be appropriately coloured wood, stucco, standard size bricks, or stone, or combinations of such.

D) Development sites should provide for internal pedestrian circulation that links up with the public pedestrian/cycling pathways proposed for the Waterfront.

Sites located on the lakefront itself should provide for public access to the lakefront by means of a continuous public pathway along the water's edge.

E) Buildings should provide for rooftop gardens or green spaces if their rooftop is within view of adjacent uphill residential or tourist accommodation buildings. Trees can also be used to screen rooflines.

F) Surface parking areas are required to be located at the rear of buildings. Where it is necessary that surface parking be located along a pedestrian or roadway, then it should be adequately screened by solid fencing or landscaping or a combination of the two. This should be of a minimum width in order to ensure the survival of the vegetation.

All parking lots shall be hard surfaced, appropriately marked and drained. Surface parking lots should also be designed in a manner to avoid the image of large expanses of asphalt by the use of landscaping or other design features. This type of internal landscaping would only be required for large parking areas.

Areas of the site not developed with hard surfaces should be landscaped in a manner which promotes the image of the area as being complete. Groundcovers, shrubs, trees and other plant materials can be used for this purpose. Extensive use of mulches, gravel, or similar materials would not be considered acceptable.

G) Garbage containers, utility and unenclosed storage should be screened from public view. This can be accomplished by a solid screen such as wood along with landscaping. Transparent screens such as "chain-link" would not be permitted unless used in combination with landscaping.

H) Site lighting of buildings, walkways, and common areas should be accomplished by using the same lamp standards used throughout the area within both private and public projects. The use of these lamp standards will eventually help to make the entire area visually unified rather than appearing as a series of individual projects.

Site lighting should be of a type which does not cause overspill onto adjoining residential properties.

I) Upper storeys of buildings adjacent to the waterfront should be stepped back in order to integrate with the rising slopes beyond the waterfront, and to enhance the relationship between the waterfront open space area and the building.

J) New buildings should be designed so that their mass does not restrict sun penetration to sidewalks, plazas, open spaces, or other pedestrian areas. In certain cases, this may mean that upper storeys of buildings are set back from the ground storey, or building footprints are oriented in recognition of solar orientation.

K) Sitting areas should be provided within common areas of private sites in support of the pedestrian environment and in recognition of the number of elderly residing within the City.

L) With respect to industrial buildings, the colour of the exterior finishes of all new buildings and structures should be of a spectrum which would allow them to blend harmoniously with their settings. The acceptable colours would be those that allow new buildings to be as "hidden" as possible when viewed from a distance.

M) With respect to the airport and associated uses, development or redevelopment of the airport site should provide for areas of public viewing along its periphery which lies adjacent to the water's edge public pathway, so that the airport can operate efficiently while providing visual interest to passersby.
N) Each parcel within the industrial area should provide landscaping that promotes the creation of a treed
image to the entire area in keeping with other industrial park settings. This landscaping should include
coniferous and deciduous trees, shrubs, and groundcovers. It is believed desirable that these planting
areas be located along interval roads on entranceways to each individual parcel.

**Industrial**

A) With respect to industrial sites, tree retention and the installation of new landscaping, including mature
trees, should occur in order to attempt to "enclose" the site as much as possible from outside views. The
exact point and location of enclosure would be determined when a detailed development proposal is
received recognizing that generally a water-oriented industrial use requires open and direct access for
trans-shipment. The tree and vegetation retention and re-landscaping should achieve the objective of
screening the site from public thoroughfares.

B) With respect to industrial sites adjacent to the CP Rail line, the development of the site should attempt
to provide for interest along the rail line so that while the industry operates efficiently it can be attractive to
potential future users of the rail line.

C) With respect to industrial sites in the "West Waterfront" area, particular attention should be paid to
screening unsightly industrial activities or storage areas from the public use/recreational precinct in the
"SPECIAL DEVELOPMENT AREA" west of Cottonwood Creek.
Appendix B: Visioning Document for the West and Central Waterfront

Pertinent Excerpts: Design Guideline Suggestions, accepted by Nelson City Council on October 21, 2002

ARCHITECTURE AND DESIGN (Pg 11)

Waterfront Design Guidelines (WDG) will be established to include specific features that fit a simplified historic architectural style that is predominantly more industrial and water-related in feel than the Building Design Guidelines (1991) utilized for Baker Street. The WDG will include scale, setbacks, rooflines, cladding, overhangs, openings, and building massing. The Guidelines will be sensitive to views from higher elevations and will also have specific signage rules that restrict bright, flashy and immense signage.

The WDG include landscape requirements for streetscape style, which will contain parking, sidewalk widths, road widths, treed boulevards, benches, unobtrusive parking strategies and traffic calming techniques. The Waterfront Design Guidelines will promote building at a high density (2-3 stories), construction at a pedestrian scale (5 minute walk to coffee), and predominantly natural materials (wood, brick, stone, metal and glass).

Parking should be designed to prefer alternative options such as rooftop, or hidden parking schemes, and deter large expanses of unlandscaped pavement. Development applications are encouraged to include heavy and intense landscaping with pedestrian linkages nearby.

The City of Nelson will explore alternative development permit processes and set goals to increase the standards for architectural and landscape requirements. These goals can be achieved through the provision of incentives and greater flexibility in other design components when dealing with development.

A panel of qualified designers, and/or local experts in the short term will establish specific Waterfront Design Guidelines.

ENVIRONMENTAL (Pg 12)

In order to clean up our waterfront lands and make them more livable and attractive to development, environmental remediation techniques and remediation pilot projects will be endorsed in the short term.

When negotiating with individual landowners about development or rezoning applications, the City will make every effort to ensure that all land in the area is remediated to a usable standard. Individual portions of any specific property will not be permitted to sit unremediated while the City supports development of other portions unless reasonable assurances are in place for future clean up.

Suggested Design Guidelines:

ARCHITECTURE AND DESIGN (Pg. 56)

- Any buildings constructed on the waterfront should be designated with “heritage theme”.
- Buildings should also be no higher than 3 stories in general, and legally may be required to be lower in some areas. i.e. flight path of the airport etc.
- The city should control the types of buildings being constructed and in which area (i.e west central etc) they are allowed to build. This may be achieved by following the OCP and through zoning bylaws, building permits etc.
- That the heritage theme be adhered to. That the OCP be adhered to.
- The design of each building will depend greatly on which piece of land it is to be built upon. The ground from the tracks towards the lake is all fill from over the years and some areas may only be
able to hold one or two story buildings. A professional study will have to be done on each piece of private land depending on what the owner wished to build. I.e. The ground may not be financially viable to hold a 3 story building.

- Monitored by building inspection office.
- Compatibility of adjacent uses and the careful planning of the West and Central Waterfront as a neighbourhood or community should include attention to architecture and design. This should be addressed in a new Official Community Plan or Development Permit By-Law.
- I believe that architecture and design should reflect the uniqueness and historic beauty of Nelson.
- It should protect future residential uses in the West and Central Waterfront from sterile, uninteresting and ugly commercial and light industrial development.
- Adopt and adhere to a set of waterfront design guidelines. Make these design guidelines incorporate not only visual aesthetic themes, but also land use themes (e.g. requirements for greenery)
- Hold a waterfront design competition, which brings forward citizens ideas on a waterfront aesthetic for all land uses
- Using a paid consultant and/or the City Planner, and a volunteer committee of local design experts, prepare and adopt a set of waterfront design guidelines
- No billboards or large signs. Sign lighting to a minimum.
- Turn-of-the-century industrial look would be appropriate, given the history of development on the waterfront (mills, steam ships, etc.). An imitation Baker Street would not “fit”.
- Design should include limits on height & spacing, such that views from elsewhere in the city are maintained.
- First impressions are important so a defined gateway to the waterfront would be a must.
- All building could be of stucco maintaining a heritage theme with boulevards separating the larger buildings.
**Wish list**

**ARCHITECTURE AND DESIGN (Pg 65)**

- We need a large attractive map
- to show the area highlights: retail, natural resources (parks and trails) recreation (aquatic, civic and biking and climbing etc), Suggested walks (Heritage, fitness, dog)
- Highlight local sculptors
- Highlight heritage buildings. The old train station is unique and part of our history - Let’s preserve it and use it for a tourist attraction: Restaurants, shops, tourist info- a continuation of Baker Street
- Use full spectrum fluorescent lights
- Building placement must maximize natural light and not cast shadows on pedestrian amenities
- How about some historic native architecture
- No mercury vapor lights!
- The light industrial section of Lakeside Drive should be kept orderly. Too much heavy equipment and supplies are littering prime property
- Is there a bylaw for waterfront signage? i.e. Save on Foods sign is unnecessary, tall and overpowering
- Let’s remember heritage and our natural landscape
- Reorganize the development permit process to have a point system where developers who fall short in meeting certain requirements can compensate by incorporating tasteful architecture and increased landscaping.
- Have an entrance gate: Entrance gates with some significant structure similar to the Revelstoke Bears...with perhaps a Kootenay osprey instead (II)
- More piers, pilings, wharves, floats, docks, jetties
- New buildings along the waterfront should have a “heritage” appearance with trees and green space(III)
- Protect the boathouses as a heritage site
- Shorter buildings would not obscure waterfront views
- More long term planning, not just for the waterfront, but for industrial development, seniors, parks etc.
- Save the CPR station!
- No vinyl siding! Preferably brick, stone or wood
- Maximum 3 story buildings
- Campground/ RV Park should be designed to be very green and Natural
- Amenity areas outside covered with tent roofs, such as at Denver airport
- Nautical Theme: Chains, cleats, potholes, bollards, etc.
- Heritage theme needs to be maintained
- Industrial, mining, nautical theme should be adopted: wood and corrugated metals, square windows and peaked roofs. Human scale and dense. Airport building as a good example. Large expanses of façade should not be tolerated without window detailing.
• Signage in general needs to be much more friendly in terms of language, frequency and fonts. Nelson’s signs all over town are presently awfully ugly, prohibitive and rude. (Especially the one by the Prestige Gazebo in regard to dogs…visitors must wonder what kind of town this is! How embarrassing!)

• Let’s put public art in our budget!

• Heritage architecture is one of the most important attractions for visitors

• Ugly boathouses and docking should go

LANDSCAPING (Pg 66)

• Enhance to feel more green space

• Retain natural vegetation. Increase near the transfer station. This area already has many species of birds. It should be preserved.

• Utilize boardwalks and natural pathway materials…not concrete and asphalt!

• Build inexpensive rafts for waterfowl to rest on in the bays along the new pathway. This would give the birds a place to rest undisturbed by wandering inquisitive dogs

• Have limited access to bird areas during breeding season

• Uncover Cottonwood creek and naturalize the area with vegetation

• Constructed wetlands/birding area for storm water treatment and reclamation/detox areas could be utilized

• Clean up Cottonwood creek and make a linear trail/ green space the full length of it.

• Develop bird watching areas, with observation blinds, and nesting wild plant pockets.

• Trees! What’s with RV’s?

• Get rid of the pigeons

• Small lagoon for kids paddle boats

• Add green and trees around the walkways

• Lots of benches and shelters from the wind and rain

• Greenspace along transportation corridors

• Maintain a natural environment – not only pavement and manicured appearance

• Utilize plants and trees for wind buffers

• Arboretum: Our waterfront is considered to be a zone 7 plant hardiness zone. This is fairly unique for the interior of BC. Considerations should be made to include an arboretum in the waterfront plan. The planting of trees should not be an afterthought i.e. just plug some in here and there. Tree locations and species selections should be incorporated into the construction plan since in some cases things like proper root barriers and size and shape of mature trees need to be planned for. With the right planning trees will be enabled to grow to stately maturity and not cause problems with buckling the ground or require constant aggressive “pruning”. Many of the trees in Lakeside park are beginning to outgrow their architecture. I hope that our great plant hardiness zone rating can be fully taken advantage of. Jo Prsa

• Improve and beautify Lakeside Drive, encourage industrial/commercial sites en route to beautify artist’s studio in place of industrial?