



## COWICHAN VALLEY REGIONAL DISTRICT

### BYLAW NO. 4270

#### **A Bylaw to Adopt an Official Community Plan for Electoral Areas A, B, C, D, E, F, G, H & I in the Cowichan Valley Regional District**

**WHEREAS** Part 14 of the *Local Government Act* provides that a local government may adopt one or more official community plans;

**NOW THEREFORE** the Board of the Cowichan Valley Regional District in open meeting enacts as follows:

#### **1. CITATION**

This bylaw may be cited for all purposes as the “CVRD Bylaw No. 4270 - Cowichan Valley Regional District Official Community Plan for the Electoral Areas Bylaw, 2021”.

#### **2. SCHEDULES**

The following Schedules are attached to and form part of this bylaw:

- (a) Schedule A – Official Community Plan for the Electoral Areas
- (b) Schedule B – Local Area Plans
- (c) Schedule C – Development Permit Areas
- (d) Schedule D – Agricultural Land Maps
- (e) Schedule E – Fire Protection Maps
- (f) Schedule F – Future Land Use Maps
- (g) Schedule G – Growth Management Concept Maps
- (h) Schedule H – Heritage Designations Maps
- (i) Schedule I – Foreshore and Major Creeks Maps
- (j) Schedule J – Sand and Gravel Deposits Maps
- (k) Schedule L – Land Use Designations Maps
- (l) Schedule M – Marine Area Maps
- (m) Schedule N – First Nations Maps
- (n) Schedule O – Floodplain Mapping
- (o) Schedule P – Terrestrial Parks
- (p) Schedule S – Service Areas Maps
- (q) Schedule T – Transportation and Major Roads Maps
- (r) Schedule U – Development Permit Area Maps

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### 3. ADOPTION OF HARMONIZED OFFICIAL COMMUNITY PLAN

The official community plan attached to this bylaw as Schedule A is adopted as the official community plan for all electoral areas of the Cowichan Valley Regional District and replaces the official community plans adopted by the following bylaws:

1. CVRD South Cowichan Official Community Plan Bylaw No. 3510, 2011, Electoral Area A – Mill Bay/Malahat, Electoral Area B – Shawnigan Lake, Electoral Area C – Cobble Hill
2. CVRD Electoral Area D – Cowichan Bay Official Community Plan Bylaw No. 3605, 2013
3. Cowichan-Koksilah Official Community Plan Bylaw No. 1490, 1994
4. CVRD West Cowichan Official Community Plan Bylaw No. 1945, 1999, Electoral Area F – Cowichan Lake South/Skutz Falls
5. CVRD Official Community Plan Bylaw No. 2500, 2005, Electoral Area G – Saltair
6. Cowichan Valley Regional District Official Community Plan Bylaw No. 1497, 1993, Electoral Area H – North Oyster/Diamond
7. CVRD Official Community Plan Bylaw No. 2650, 2005, Electoral Area I – Youbou/Meade Creek

### 4. TRANSITION

Development permits for which complete applications had been made on or before the date of adoption of this bylaw may be issued in accordance with the applicable guidelines that were in force prior to that date, provided that the permit is issued within 12 months of the date of adoption of the bylaw.

Considered in conjunction with the Cowichan Valley Regional District Financial Plan and the Liquid Waste Management Plan under Section 477(3) of the *Local Government Act*, the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

Referred to the Agricultural Land Commission under Section 477(3) of the *Local Government Act* the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

Referred to the boards of education of School Districts No. 68 and 79 under section 476 of the *Local Government Act* the \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

READ A FIRST TIME this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

READ A SECOND TIME this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

PUBLIC HEARING  
CONDUCTED PURSUANT  
TO PART 14, section 464 of the  
*Local Government Act* this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

READ A THIRD TIME this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

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Chairperson

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Corporate Officer

**COWICHAN VALLEY REGIONAL DISTRICT  
OFFICIAL COMMUNITY PLAN**

**BYLAW NO. 4270, 2021**

**AN OFFICIAL COMMUNITY PLAN FOR THE ELECTORAL AREAS**

**A BYLAW TO GUIDE AND DIRECT DECISION-MAKING ON ALL ASPECTS OF PLANNING AND  
LAND USE MANAGEMENT WITHIN THE ELECTORAL AREAS OF THE COWICHAN VALLEY  
REGIONAL DISTRICT**

DRAFT JULY 7, 2021



**THE COWICHAN VALLEY REGIONAL DISTRICT  
OFFICIAL COMMUNITY PLAN FOR THE ELECTORAL AREAS (SCHEDULE A  
TO OFFICIAL COMMUNITY PLAN BYLAW NO. 4270)**

**PREPARED BY  
COWICHAN VALLEY REGIONAL DISTRICT**



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## ABBREVIATIONS

ac	acre
ALC	Agricultural Land Commission
ALR	Agricultural Land Reserve
CMHC	Canada Mortgage and Housing Corporation
CHR	Community Heritage Register
CEEMP	Cowichan Estuary Environmental Management Plan
CVRD	Cowichan Valley Regional District
DPA	development permit area
GCB	growth containment boundary
GHG	greenhouse gas
LAP	local area plan
MOCP	Modernized Official Community Plan for the Electoral Areas
ha	hectare
km	kilometre
m	metre
PMFL	Private Managed Forest Land
OCP	Official Community Plan for the Electoral Areas
TFL	tree farm licence



## **PART 1            VISION AND INTRODUCTION**

The Cowichan Valley Regional District Official Community Plan for the Electoral Areas (OCP) positions electoral area Cowichan communities to manage the coming period of regional growth and economic transition while ensuring a sustainable future and adapting effectively to climate change. The OCP outlines the community's values, vision, goals, objectives and policies.

The existing electoral area official community plans (seven plans covering nine electoral areas) were harmonized to create this OCP (Schedule A). Through this OCP, communities in the Cowichan Valley's electoral areas are united in their commitment to the following vision for their future:

*The Cowichan Valley in 2050 enjoys a vibrant, diverse and sustainable economy, natural environment and society in a resilient community that has adapted effectively to climatic, technological and other change.*

This OCP includes growth management objectives and policies that will be revisited and strengthened in the Modernized Official Community Plan for the Electoral Areas (MOCP).

### **1.1 The Purpose and Scope of the Official Community Plan**

#### **1.1.1 Purpose**

The OCP is the primary policy document at the local government level—local governments include municipalities and regional districts. It must address a broad range of matters required by British Columbia's *Local Government Act*; articulate comprehensive policies for matters such as housing, agriculture and public infrastructure; and describe and map the variety of land designations applicable to the area it covers. Policies guide decisions to achieve desired outcomes; regulatory and zoning bylaws give them legal force. All bylaws adopted and works undertaken by the CVRD Board, following the adoption of the OCP, must be consistent with the OCP's objectives and policies.

The OCP may also have an impact on decisions made by other levels of government, such as provincial approving officers responsible for subdivision and other provincial decision-makers, who may consider the OCP when making decisions affecting land use management in rural areas.

Development permit guidelines provide direction on how to design sites, buildings and developments that are sensitive to the existing character of an area and contribute positively to the community through environmental sensitivity and performance, agricultural protection, improved streetscapes, pedestrian mobility and quality green or open spaces. They can provide guidance on land use issues in and around sensitive ecosystems and within hazard areas, such as floodplains and areas susceptible to wildfires. Hazard areas, such as areas subject to flooding or below dams, can also be designated outside of development permit areas, as shown in Schedule O.

The OCP includes development permit designations, justifications and maps. Each designation must include a justification based on specific data and guidelines for the issuance of the permits. The development permit areas for this OCP are shown in Schedule C.

The OCP also includes the CVRD Board's wishes—listed as broad objectives—on matters beyond its jurisdiction, such as federal land (including First Nation reserves) and provincial Crown land.

### 1.1.2 Geographical Area

The Cowichan Valley Regional District on southern Vancouver Island is bordered by the Nanaimo and Alberni-Clayoquot Regional Districts to the north and northwest and by the Capital Regional District to the south and east. It covers the area between Stuart Channel and Saanich Inlet on the east coast of Vancouver Island and the southern part of the West Coast Trail on the Island's west coast, with Cowichan Lake located in its central region. It also includes a number of southern Gulf Islands, including Thetis, Penelakut and Valdes. Planning jurisdiction for these Islands is under the Islands Trust. The total land area is 3,473 km<sup>2</sup>, and the region is home to over 80,000 people, most of whom live along the eastern edge of Vancouver Island.

While the CVRD provides a number of services to the Islands Trust area, such as permitting and inspection related to building construction, land use permitting such as development permits, temporary use permits and rezoning of land are the jurisdiction of Islands Trust. Islands Trust and the municipalities within the CVRD geographic area have their own official community plans and land use bylaws that are separate and apart from this OCP.

The OCP applies to the entire area of the regional district except for those areas within the jurisdiction of Islands Trust, First Nation reserves and the four municipalities within the CVRD: City of Duncan, Town of Lake Cowichan, District of North Cowichan and Town of Ladysmith. The regional district electoral area boundaries are outlined on Schedule G, G1 Growth Management Concept Index – Regional.

### 1.1.3 Scope of Local Area Plans

Local area plans (LAP) capture issues unique to each electoral area (formerly described in the electoral area official community plans) and identify action plans to address specific issues within the electoral areas. These are located in Schedule B.

#### Marine Area Plan

Existing marine objectives and policies are included in the OCP and LAPs. The MOCP will involve development of a marine plan and a marine floodplain bylaw.

#### Natural Hazard Area Planning

The OCP may consider land use designations in known natural hazard areas. Natural hazard planning areas are identified in this OCP in Schedule C – Development Permit Areas and Schedule O – Floodplain Maps. Natural hazard planning areas will be further considered in the MOCP.

## PART 2                    TRANSLATING THE PLAN VISION INTO BROAD GOALS

### 2.1 Six Policy Area Directions for Responsive Official Community Planning

British Columbia's *Local Government Act* sets out the general requirements regarding the content of an official community plan, but the community determines how the plan will address current and foreseeable needs.

The plan's policy framework, including the OCP goals, also reflects the following six Cowichan 2050 directions:

1. Our Communities: Housing, Growth Management
  - Ensure that long-term residential development of the community will retain the character of current neighbourhoods while responding to the need for seniors' and affordable family housing and aging in place.
  - Plan for compact communities that can accommodate significant population growth and demographic change mostly within the growth containment boundary.
2. Our Natural Environment: Ecosystems and Biodiversity; Watershed Stewardship
  - Commit to the protection and, where possible, the restoration of the natural environment and the enhancement of regional parks, land, air and water qualities, and biodiversity.
3. Our Well-being: Health, Safety and Emergency Planning; Food Security; Recreation; Heritage, Arts and Culture
  - Support the concept of a socially inclusive and culturally diverse community while promoting the protection of multiple heritage values.
  - Commit to the protection of farmland for food security.
4. Our Services and Infrastructure: Water, Liquid Waste, Solid Waste; Transportation
  - Retain the existing levels of servicing in the community.
  - Align servicing with the growth containment boundary.
  - Protect the receiving environment, which eliminates waste. Resources to protect include groundwater, fresh surface water, marine water and soil.
5. Our Livelihoods: The Regional Economy; Agriculture
  - Preserve and protect Agricultural Land Reserve lands and support initiatives of the Ministry of Agriculture to assist farming to be economically viable.
  - Support economic activity in select areas that is compatible with the region's fundamental characteristics and may broaden the tax base, recognizing an evolving regional economy and job market.
6. Our Commitments: First Nations Relations and Reconciliation; Climate Change
  - Commit to mitigation of and adaptation to climate change.
  - Foster cooperation, respect and understanding with neighbouring First Nation communities through consultation and referral processes on land use issues, recognizing a changing local governance context as First Nations expand land management authorities, capacities and opportunities.

## PART 3 LAND USE POLICY AREAS

This OCP comprises a series of goals that describe the Regional District's approach to regulating the use and designation of land. Development should be responsive to the opportunities and constraints offered by the unique geography of each site, respect the past, and be compatible with the current values of the community. The land use policy areas described below will be more fully developed in the MOCP.

### 3.1 Policy Areas and Goals

The policy areas and the broad goals they encompass are as follows:

Policy Area	Goals
Our Communities	1. Manage growth holistically.
	2. Improve and expand the range of housing.
Our Natural Environment	3. Protect and enhance natural areas.
	4. Protect water quality and quantity.
Our Services and Infrastructure	5. Manage infrastructure sustainably.
Our Well-being	6. Strengthen food and agricultural systems for food security.
	7. Preserve heritage and strengthen arts and culture.
Our Livelihoods	8. Realize the region's economic potential.
Our Commitments	9. Mitigate and adapt to climate change.
	10. Strengthen relationships with First Nations communities.

### 3.2 Land Use Policy Areas

The policy areas described in this part of the plan guide relationships among land uses, built form, natural heritage, cultural heritage, mobility and regional infrastructure and form a framework to guide investment for the next five to 25 years towards a resilient future.

Land use policy areas guide where settlement should be focused and the type of settlement in each area, as well as the location of natural spaces and of commercial, employment, industrial, institutional and residential lands.

#### 3.2.1 Policy Area: Our Communities

##### Growth Containment Boundary

Growth containment boundary is a refinement and reassessment of the former village containment boundaries and urban containment boundaries in electoral area official community plans. It identifies lands that will support housing and employment growth and to which new transportation, community water and liquid waste service investments will be directed. During future OCP modernization, technical expertise and public consultation will inform the growth containment boundary and align service provision with existing developed areas and projected growth areas. In the current harmonization phase, the areas remain the same as in the individual official community plans. The growth containment boundaries are shown on Schedule G, G1 Growth Management Concept Index – Regional and in the LAPs.

## Settlement Nodes

To implement the master plan or growth strategy, four settlement nodes will direct growth at different growth rates and are intended to mix density ranges, transportation, commercial and industrial use relative to population and employment projections and watershed capacity with a low to medium threshold risk. See [Table 3-1 Settlement Typologies](#).

Four main types of settlement nodes reflect regional diversity:

### 1. Regional Centre

While the four municipalities in the regional district are outside the scope of this plan, the electoral areas will have coordinated planning relationships with the regional centre in asset management, growth management, climate change and transportation. The scale and intensity of development supports regional employment, business and cultural destination and transportation hubs. There is a dense mix of residential, employment and cultural uses.

### 2. Major Village Centre

The scale and intensity of development in a major village centre supports sub-regional employment and commercial and community destinations and serves as a commuter destination from within the sub-region to the region and bi-regionally. Surrounding areas feature a mix of uses and higher density residential development.

### 3. Rural Centre and Neighbourhood Nodes

The scale and intensity of development supports local-serving employment and commercial and community services and serves as a destination for residents near to the node. Surrounding areas feature residential uses of varying densities.

### 4. Rural Settlement Area

The scale and intensity of development is rural with few services. These are generally in the rural/rural residential policy area but may fringe to the growth containment boundary. They may be in the rural protection area.

The settlement nodes are conceptually shown on Schedule G, G1 Growth Management Concept Index – Regional. This plan acknowledges that the region includes many types of communities. The character, scale and role of growth centres reflect geographic, historic, economic and social contexts as well as servicing provision considerations.

## Future Growth Areas—Settlement Expansion Areas

Future growth land policy areas include land that is identified for future growth and intended to have services and infrastructure. Future growth areas ensure development is consistent with the policies and objectives set out in this plan. Future Land Use areas are shown on Schedule F, F1 Future Land Use – Regional.

## Complete Communities and Affordable Housing

Complete communities offer a mix of housing to accommodate people at all stages of life, a good range of jobs and easy access to stores and services to meet daily needs. They also provide residents with choices about how to get to, from and around their neighbourhoods. Complete communities exist at different scales—from small neighbourhoods to medium and large urban centres, from historic and rural communities to new developments near frequent transit.

The Cowichan region faces the challenges of rising housing costs, insufficient rental stocks and homelessness. Communities in the region are concerned with affordability issues, and housing is a key determinant of many aspects of health, well-being and economic prosperity.

According to the Canada Mortgage and Housing Corporation (CMHC), housing is considered affordable when a household spends less than 30% of its pre-tax income on adequate shelter. Households that spend more than 30% of their income on shelter are deemed to be in core housing need. Affordable housing can also be defined to account for regional differences and can be based on a housing continuum. Regional and continuum-based definitions of affordability allow for tools and policies that specifically target segments of the housing and affordability continuum (such as emergency shelters, transitional housing, social housing, non-market rental, market rental, high market rental, affordable ownership and market home ownership).

As a core land use planning issue, housing is an area where more coordinated planning across the region can have a significant impact.

Table 3-1 Settlement Node Typologies

Function & Characteristics	Major Functions	Land Use	Transportation Guidelines	Parks, Public Realm	Targets to be Developed in the MOCP
<i>Regional Centre</i> Duncan, North Cowichan, Ladysmith, Lake Cowichan	Historical and cultural centres for the region High concentration of office employment Provincial, regional and civic centres Tourism destinations	Medium- to high-density residential and employment development located in walkable, compact, mixed-use, transit-supportive centres Highest density mixed-use development within 400 m radius from current/future transit stations	Land use and densities that support higher-order dedicated transit Regional multi-modal transportation hub potentially served by future regional network connections	Provincially and regionally significant public gathering places and parks that support social interaction, enhance the vitality of the centre and reinforce sense of place High-quality connections with trail systems; high-quality public realm design	Municipal OCPs represented for information purposes only in the one OCP
<i>Major Village Centre</i> Cowichan Bay Eagle Heights/Koksilah Business Park Mill Bay Village	Growth centre supporting wide range of medium- to high-density housing Employment area	Major centre and hub of activity (retail, services, arts, culture and some recreational facilities)	Land use and densities that support higher-order dedicated transit Regional multi-modal transportation hub potentially served by future regional network connections	Public gathering places and parks that support social interaction, enhance the vitality of the centre and reinforce sense of place High-quality connections with trail systems; high-quality public realm design	Jobs+ Housing+
<i>Neighbourhood Nodes</i> Caycuse Cowichan Station Glenora Honeymoon Bay Mesachie Lake Sahtlam Stonebridge* Ocean Terrace*	Typically have historic basis Mixed-use development focused on an intersection	Provide goods, services and amenities that serve local population	Walkable and accessible by foot and bicycle Good transit connections with other centres	Public space or gathering places	Neighbourhood Nodes – Land use designations for information purposes recognized in the OCP and LAPs
<i>Rural Centre</i> Cobble Hill Village Shawnigan	Provides goods and services within close proximity to residents living in	Small nodes that meet residents' basic commercial and service needs; typically have a historic	Regional multi-modal transportation hub; typically serviced by a single bus route	Public gathering places as per Major Village Centre	Jobs+

Village Youbou	rural areas	basis; may provide a limited amount of multi-family housing			
<i>Rural Settlement Area</i> Malahat Saltair Yellow Point The Diamond	Contain residential settlement in a rural area	Small or large lot rural residential, agriculture, resource extraction, commercial, industrial, recreational	May be supported by infrequent public transit		
<i>Future Growth Areas</i>	Areas identified for future growth	Residential, Commercial	Should be aligned with existing transportation features	Parks identified	As per settlement typology – settlement expansion areas

\*Approved rezonings, not yet developed



## Goal 1. Manage Growth Holistically

### 3.2.1.1 Objectives

1. Protect the rural character of rural lands and settlement areas.
2. Align growth containment boundaries with service provision.
3. Focus development to settlement nodes within the growth containment boundary.
4. Preserve rural, agricultural and environmentally significant lands.
5. Support high quality development that enhances and benefits the whole community.
6. Direct new development away from hazard areas, including dams, floodplains, steep slopes and areas prone to wildfires.
7. Minimize public and environmental health risks from air and noise pollution.

### 3.2.1.2 Policies

The CVRD Board:

1. Supports the development of inter-jurisdictional policies to support the objectives of the OCP.
2. Consults with jurisdictions dependent on a given water supply prior to approving new development within that watershed or water supply.
3. Supports new development in growth containment boundaries consistent with servicing capacity.
4. Discourages subdivision of rural settlement areas and all land in the Agricultural Land Reserve (ALR) to smaller parcels for residential use.
5. Supports compact development near transit and within serviced areas that have capacity for growth.
6. Encourages appropriately located commercial, institutional and light and heavy industrial development.
7. Discourages non-farm use of land in the ALR other than those non-farm uses permitted in the Agricultural Land Reserve Use Regulations.

## Goal 2. Improve and Expand the Range of Housing and Type of Construction

### 3.2.1.3 Objectives

1. Foster complete communities.
2. Develop a regional specific housing continuum and increase the right supply of housing across the spectrum of affordability.
3. Develop a shared regional response to existing and emerging housing demand.
4. Protect and maintain existing non-market and market rental housing stock.
5. Foster community understanding and support for affordable housing developments.
6. Establish rental housing affordability targets for households living on low incomes.
7. Develop strategies to support higher density housing developments that meet housing affordability targets.
8. Increase affordable housing options by increasing the supply of secondary suites, mobile home parks/manufactured homes and support eco-friendly homes and increased infill development.
9. Consider incentive-based ways to lower the costs of housing, such as waiving development application fees for subsidized, cooperative or non-market affordable housing, and using local natural building materials.
10. Implement a regional affordable housing strategy.

### 3.2.1.4 Policies

The CVRD Board:

1. Supports partnerships with local governments and housing providers to increase housing development within identified housing affordability targets.
2. Supports housing that is consistent with the surrounding context, including character of existing neighbourhoods and rural areas.
3. Supports provision of housing to people with special needs and seniors, including housing that gives people the ability to age in place.
4. Encourages buffering of commercial and industrial uses from adjacent rural and residential uses and the preservation of access and views from adjacent rural and residential uses.
5. Does not support subdivision within rural areas or on parcels within the ALR.

### 3.2.2 Policy Area: Our Natural Environment

#### The Natural Environment

This policy area identifies marine water and tidal zones within regional and municipal jurisdictions. It also includes federal, provincial, regional and local parks and ecological reserves as well as lands to protect water supply. Freshwater, marine and parks are shown on Schedule L, L1 map series. The Foreshore and Major Creeks are shown on Schedule I, I1 Foreshore and Major Creeks – Regional.

As one of the most biologically rich areas in Canada, the Cowichan region consists of a complex mosaic of rare bio-geoclimatic zones, habitats and species. However, due to challenges related to population growth, urban development, climate change and invasive species, natural assets are under significant pressure. Development has severely impacted sensitive local ecosystems, such as Garry oak woodlands, wetlands and riparian areas, and old-growth forests.

The regional district has many high-quality features and habitats including marine birdlife, shellfish areas, marshes, ponds, streams, hedgerows and rich plant communities in many wooded areas and at high elevations. As the OCP supports agricultural activities, this implies that a strong commitment to the land base, its water resources and overall ecology is required. The policies in this section are intended to ensure that future land and waterfront development is compatible with the physical nature, resources and limitations of the land base, and that growth is planned to ensure a high level of protection for the environment. In addition to the formal development policies contained within this plan, the Board may wish to develop informal education programs as required to encourage awareness of and environmental protection of the major creeks, watercourses and foreshore areas as identified on Schedule I, I1 Foreshore and Major Creeks – Regional.

Opportunities to protect sensitive ecosystems should be considered in all new development proposals.

#### Water Supply

The developed areas of the Cowichan region largely sit on the eastern coastal zone, which is characterized by major water deficits in the summer. The current effects of climate change and growing populations need for water is becoming increasingly evident as ecological flows and groundwater levels are impacted.

There are multiple watershed plans in the region focused on specific localized issues; however, the CVRD's challenge going forward will be to not only consider how best to integrate upper watershed management but also a wide range of other issues, such as long-term water supply, impacts to fisheries and flood management in an integrated fashion. The CVRD's new Drinking Water and Watershed Protection program will be focused on this in the years to come and will inform the MOCP process with respect to watershed and aquifer carrying capacity, as well as water quality and watershed targets to be achieved.

The CVRD will continue to work with partners on the implementation of the Cowichan Water Use Plan and long-term water supply objectives as well as the unique issues affecting the Koksilah River and South Cowichan groundwater supply issues.

### Goal 3. Protect and Enhance Natural Areas

#### 3.2.2.1 Objectives

1. Protect the quality of air, land and water and encourage stewardship.
2. Protect sensitive environmental areas and ecological functioning within our watersheds.
3. Protect the natural environment for future generations.
4. Protect life and property from hazardous conditions by limiting, controlling and mitigating development on hazardous lands, including lands subject to dam hazards, erosion, flooding, landslides and wildfire.
5. Foster shared responsibility among all levels of government and the community for protecting and restoring mud flats, watershed, estuary and coastline health, wetlands, alpine meadows, vernal pools and Garry oak ecosystems.
6. Develop and maintain a list—and up-to-date mapping if available—of ecosystems and wildlife corridors, older second-growth forest and seasonally flooded agricultural fields.
7. Protect ecologically sensitive areas by identifying and conserving special wildlife, plant and marine shore environments in their natural state.
8. Encourage environmentally sensitive lot clearing, drainage and individual water supply and effluent disposal systems, recognizing that these systems are interrelated.
9. Build resilience through design to reduce environmental, social and economic vulnerabilities.
10. Reduce and eradicate the introduction of invasive species, pests and diseases that affect native ecosystems.
11. Improve and protect connectivity between sensitive ecosystems, parks and protected areas and allow for the movement of species among them.
12. Provide ongoing public education on regional environmental stewardship.
13. Protect coastal development from the growing flood hazard related to sea level rise.
14. Coordinate watershed management plans for regional watersheds.
15. Plan to adapt to climate change.
16. Coordinate development that is consistent with the protection of watercourses, wetlands, riparian areas, aquifers and sensitive ecosystems.
17. Review Invasive Species bylaw.
18. Protect against the loss of life and minimize property damage associated with flooding events by encouraging agricultural, park and open-space recreational uses of flood susceptible lands. Where floodable lands are required for development, the construction and siting of buildings and manufactured homes to be used for habitation, business or the storage of goods damageable by floodwaters shall be floodproofed to those standards specified by the Ministry of Water, Land and Air Protection.

### 3.2.2.2 Policies

The CVRD Board:

1. Supports best management practices to protect natural systems, landforms, the marine environment and habitat.
2. Supports identification, protection and restoration of priority ecological areas and wildlife corridors to increase resilience of the natural environment.
3. Supports the rehabilitation of damaged natural aquatic spawning and rearing areas in consultation with the local and senior levels of government, community groups and property owners.
4. Discourages development immediately adjacent to a mudflat, marsh or delta area, wetlands, floodplains, important bird breeding areas and at-risk Garry Oak complexes.
5. Supports best management practices in all rural and urban land development.
6. Supports retaining areas of mature tree cover and preserving other natural features for all development, particularly any development in environmentally sensitive areas and areas of steep slopes.
7. Supports the retrofitting of existing development and infrastructure in all redevelopments.
8. Supports reduction of illumination of the night sky.

## Goal 4. Protect Water Quality and Quantity

### 3.2.2.3 Objectives

1. Protect the region's water resources and promote sustainable water use.
2. Preserve or restore the natural hydrologic regimes of watersheds.
3. Promote and support water conservation and storage measures with residents, business owners and industry (e.g., xeriscaping, water audits).
4. Ensure that development and land use activities support the natural hydrologic cycle, including groundwater recharge.
5. Preserve watercourses and natural drainage channels in their natural state and, where feasible, develop them as drainage rights-of-way.
6. Manage streambank erosion to maintain or enhance fish habitat and other natural resources.
7. Minimize the impacts of development on downstream watercourse erosion.
8. Establish aquifer protection development permit areas for aquifers with community water supplies.

### 3.2.2.4 Policies

The CVRD Board:

1. Recognizes aquatic habitats and resources as environmentally sensitive sites to be protected and restored.
2. Supports rainwater management techniques in the design and construction of new development to control quantity and quality of rainwater runoff.
3. Supports rainwater quality control for development sites near freshwater and marine environments.
4. Supports consideration of impacts to ground and surface water resources during development application reviews. Applications that pose negative impacts will not be supported unless those impacts are mitigated on the subject parcel or an adjacent parcel containing similar habitat such that the end result represents an overall improvement to the function of the ecosystem being impacted.
5. Supports the establishment and use of watershed-based objectives and targets to monitor the

effectiveness of land use planning and policy instruments.

### 3.2.3 Policy Area: Our Services and Infrastructure

This policy area identifies regional district water, liquid waste, solid waste, transportation services and infrastructure. Private services are identified where possible. The serviced areas are shown on the Schedule S, S1 map series.

#### Sustainable Infrastructure Management

One of the key objectives of the plan is to align the growth containment boundaries with service provision. Key focuses include planning for growth through long-range plans that address growth demands, operational efficiency and financial sustainability.

Many existing water and sewerage utilities are reaching their end of life and require replacement and/or upgrading to meet provincial standards. While some local governments have completed recent upgrades or are in the process of upgrading specific utilities, funding (provincial and federal) is limited. Across the region, studies have indicated negative environmental impacts associated with current sewage discharges into the ocean, Cowichan River (joint utilities sewage lagoons) and Cowichan Lake, while other systems require upgrading to meet current standards and to comply with the Ministry of Environment's regulations (e.g., Mesachie Lake). Regional Services are shown on Schedule S, S1 map series.

Liquid waste is managed in the region through community sewer systems and wastewater treatment facilities operated by the CVRD and municipally operated systems in Ladysmith, North Cowichan (Crofton, Chemainus, Maple Bay), Duncan, Lake Cowichan and many private operators. The Regional District's Water Management Division manages the CVRD utility services including 16 sewer systems (as of December 2019). Some wastewater treatment plants are at or nearing capacity and require expansion and or amalgamation with neighbouring utilities. Population growth will continue to drive up the need for increased capacity, as the existing systems are purpose built to meet only the needs of the original development and not future growth.

On-site sewage disposal and treatment systems are generally regulated through the Sewerage System Regulation, under the *Public Health Act*. If a sewage treatment and disposal system or septic system is not maintained properly, effluent quality can decline sharply, overloading the drain field and possibly posing health risks in the general community. Such a situation may also lead to environmental degradation, if not addressed appropriately. Design and construction of septic systems by registered onsite wastewater practitioners or professional engineers and long-term maintenance of these systems are important. Furthermore, the cumulative impacts of septic systems should be considered in the approval process.

Many residents have expressed a desire for a publicly-owned and operated septic collection and treatment system.

Solid waste management is a necessary service for any community and one of the key mandated responsibilities of a Regional District. The accumulation of garbage is unsightly, unhealthy and unsafe for residents, and waste should be removed to a designated transfer site to be disposed of in an approved manner. The CVRD SolidWaste Management Plan contains the regional solid waste strategy, which includes a curbside recycling program and a public education program. The CVRD diverts a substantial portion of the waste generated in the region under its recycling and waste management programs and has been recognized as a provincial leader in this respect.

The CVRD operates and maintains 19 water systems, which, in 2019, provided 3,700 connections to residents and commercial operators within the region. In the CVRD, water is supplied through both groundwater and surface water sources, with a heavy reliance on groundwater across the region. There are approximately 25 private water system operators in the regional district.

### South Cowichan Service Expansions and Constraints

The region has three existing liquid waste management zones, which are charged with the development of infrastructure master plans to support or respond to development needs as well as coordinating infrastructure development: The South (covering the Shawnigan, Cobble Hill and Mill Bay watersheds), the Central area (focused on the lower Cowichan and Koksilah watersheds) and the West (yet to be developed for the Mesachie, Honeymoon Bay area).

The CVRD will expand sewer service capacity in Mill Bay, which may enable further development, dependent on additional capacity of water provision by the Mill Bay Improvement District.

Shawnigan Village has a private water service and capacity for expansion but there is no sewer service. The addition of sewer service in Shawnigan Village could support further development.

The Cobble Hill village area is currently undergoing an upgrade to its sewerage system and capacity. Similar to Mill Bay, Cobble Hill's water system, also an improvement district, can support additional single-family housing but not commercial or multi-family due to fire flow constraints.

### Other Servicing Constraints

Cowichan Bay does not have surplus sewer capacity and is unable to support any further connections or increases in demand from existing customers. It is not known when additional units may be obtained. The Cowichan Bay sewer service covers almost all of the urban containment boundary in the village area, while the CVRD's Lambourn Estates Sewer System provides service in the Lambourn area. The Cowichan Bay system in turn conveys sewage to the Duncan-North Cowichan Joint Utilities Board (JUB) treatment system on the basis of capacity units. The JUB for the central area is currently discharging to the Cowichan River below the City of Duncan but is anticipating approval to move the discharge to the mouth of Cowichan Bay. Planned future upgrades will provide additional capacity. The timing is not known, however.

The only area in electoral area F served by a CVRD sewer system is Mesachie Lake. It is about 70 years old, dilapidated and does not meet modern standards. An infrastructure grant for \$1.2 million was received to replace the disposal system with a pump station and pipeline to property held by Couverdon in Honeymoon Bay where a new disposal field would be developed.

Couverdon would transfer the property to the CVRD in exchange for rezoning. This new disposal area could also serve connections from Honeymoon Bay in future. The Mesachie pipeline and disposal system is complete. CVRD water systems serve both Mesachie Lake and Honeymoon Bay with ample surplus capacity. The CVRD is working on a phase 2 to add treatment capacity, which would help accommodate Honeymoon Bay in future. Pebbles West would be a contributor as well.

All of the Youbou area is served by a CVRD water system with substantial surplus capacity. A small CVRD sewer service serves the Creekside development at the East end of Youbou in electoral area I. The system is underloaded and could provide for additional connections. Additional ground disposal capacity was also acquired, so further expansion is possible but would require expansion of the treatment works. The Woodland Shores development continues growing with regular phases. The CVRD water and sewer service areas are under the title of "Bald Mountain".



Water treatment and storage infrastructure including water supply wells are in place to provide capacity through to build out. The sewer system is adequate currently but will require more works in future. Onsite effluent disposal capacity has been proved out for the whole development. Additional odour control equipment is currently being investigated.

Other considerations for managing infrastructure are transportation and roads. As introduced in the regional challenges section of the OCP, the CVRD could facilitate coordination and cooperation across agencies, as well as some high-level objectives. These would include ensuring technical collaboration between municipalities and other local planning authorities particularly in highlighting the connection between transportation and land use.

## Goal 5. Manage Infrastructure Sustainably

### 3.2.3.1 Objectives

1. Where appropriate, design, manage and construct climate change-adaptive and risk-adaptive infrastructure and utilities.
2. Identify the appropriate level of services to meet the community's current and future projected needs.
3. Manage assets in a way that supports regional priorities and is consistent with asset management policies.
4. Encourage existing and new residents and businesses to contribute to upgrades.
5. Consider the impact of natural hazards on any new development, including infrastructure.
6. Develop a cooperation protocol with Ministry of Transportation and Infrastructure on infrastructure investment and maintenance priorities.
7. Identify highest priority opportunities for consolidation of private and public water and septic systems in village centres.
8. Review floodplain designations using up-to-date hydrological models to protect floodplains and minimize risks to buildings and infrastructure.
9. Reduce reliance on single-occupant car travel.
10. Increase opportunities for residents to walk, bicycle and use public transit.
11. Increase the proportion of trips made by non-vehicle modes.
12. Improve coordination of transportation infrastructure and services within electoral areas and between adjacent municipalities and jurisdictions.
13. Ensure individual onsite sewerage systems meet standards outlined in the [BC Sewerage System Practice Manual](#) and prevent ecological degradation.
14. Develop rainwater management plans for Cowichan watersheds to ensure chemical and biological contaminants do not enter rainwater flows in the first place and to reduce the impacts of localized flooding. Plans should
  - a. include review storm water management and other nonpoint sources of pollution with all new development applications; and
  - b. develop stormwater and runoff management guidelines.
15. Reduce the environmental impacts of treated wastewater discharges on the surface waters of the Cowichan River or on the environment.
16. Develop public education communications on individual sewerage system maintenance rules and practices for new and aging systems.
17. Conduct ongoing identification of specific community roads and roadside pathways to support multi-modal transportation.
18. Consider the full lifecycle of infrastructure in new developments.
19. Support equitable investments in infrastructure and supporting transportation services to improve transportation accessibility to all population segments.
20. Ensure telecommunication infrastructure minimizes health impacts and appearance.

### 3.2.3.2 Policies

The CVRD Board:

1. Supports new development to include climate change adaptation methods and technologies in the design, change or modification of existing infrastructure or new services.
2. Supports the use of green infrastructure solutions.
3. Supports ongoing water metering installation programs across the region, particularly the retrofitting of existing businesses and residences with water meters.
4. Supports the development of a regional watershed protection plan that considers growth consistent with capacities and limitations of each watershed and an approach for low-risk development.
5. Does not support expansion of any services outside of future growth areas except for health, fire safety, agricultural support or sea level rise adaptation reasons.
6. Supports the development of a regional transportation plan to improve intermodal coordination and safety of all travel modes.
7. Supports development that ensures infrastructure service efficiency and effectiveness and provides infrastructure upgrades at cost to the developer.
8. Encourages all wastewater disposal agencies to
  - a. evaluate areas with suspected problems;
  - b. consider cumulative effects of ineffective individual onsite sewage disposal systems;
  - c. ensure wastewater systems are not subject to flood inundation;
  - d. consult affected landowners with respect to corrective measures;
  - e. comply with class A effluent standard according to the BC Municipal Wastewater Regulation;
  - f. enforce legislative requirements;
  - g. encourage safe re-use of effluent and bio-solids in conjunction with agriculture and/or aquaculture operations; and
  - h. monitor the receiving environment for effluent impacts in coordination with the objectives and actions under the CVRD Drinking Water and Watershed Protection Plan.
9. Supports rural residents properly maintaining their own onsite sewage disposal systems in accordance with the [BC Sewerage System Standard Practice Manual](#).
10. Supports new development proposals for subdivision considering greenway routes that improve pedestrian and cyclist pathways and connect to arterial roads per cycling and parks plans.
11. Supports zoning bylaws that restrict development on land that is downstream from dams and that may be at risk in the event of dam failure.

### 3.2.4 Policy Area: Our Well-being

These lands are identified for health, safety and emergency planning, food security, recreation, heritage, arts and culture. Many of these uses are designated on institutional, commercial and agricultural lands. Transportation and Major Roads are shown on Schedule T, T1 map series.

#### Food and Agricultural Systems

A viable and resilient local food and agriculture system is integral to the regional district's health, security and cultural identity. The Cowichan Valley has the warmest climate in Canada, and some of the most diverse and fertile soils, suited to a wide variety of agricultural enterprises. Agriculture is an important sector of the economy and essential to regional food security and the rural ambience and beauty of the landscape.



Changes in climate, energy sources and costs, housing, land structure and water availability will impact agricultural production and provide challenges to regional food security. Achieving healthy and resilient agricultural and food systems while facing climate changes, water and energy shortages, and associated increased costs will require adherence to the policies set out in this plan as well as supporting plans and strategies.

Because the agricultural sector produces greenhouse gas (GHG) emissions, any policy changes that involve growing different crops or animals and/or using different methods to produce and transport food will impact potential contribution to GHG emissions. The main sources of GHG emissions from agriculture arise from decomposition of organic matter (plants, soils, manure). While BC is one of the lowest GHG emitters in North America, primarily due to the predominance of hydroelectricity in the provincial energy grid, the province's agricultural sector is quite small relative to other parts of Canada. Emissions from agriculture in BC represent 3.5% of all emissions in the province (2008). Of this, BC's agricultural sector livestock production accounts for 48%, emissions from agricultural soils account for 36% and emissions from manure account for 15%. Given these statistics and the challenges that a changing climate presents to agriculture, the BC government climate action initiative for agriculture identifies mitigation and adaptation strategies.

The land policy areas include Natural Resource Lands and the ALR. Eight First Nations reserves abut ALR lands and may have the same or similar soil capability for agriculture.

### Heritage, Arts and Culture

The board has adopted an extended service bylaw that establishes services relating to heritage conservation. This land use regulation tool can be utilized to allow recognition of the historical value and character of certain sites within the plan area, as seen on Schedule H, H1 Heritage Designations – Regional. Heritage buildings or properties have sufficient historical value or character to justify conservation. Heritage designation is a legal protection and is mainly intended to record, recognize and commemorate heritage buildings and properties. There are three heritage designations in the electoral areas, named and described in the LAPs. First Nations cultural sites, archaeological sites, traditional use study (TUS) sites and important landscape features will be address in the modernization.

Decision-making within the context of this plan and its implementation should include the community in its entirety, recognizing the cultural diversity that exists and making special efforts to include groups that are not usually recognized.

## Goal 6. Strengthen Food and Agricultural Systems for Food Security

### 3.2.4.1 Objectives

1. Preserve and protect agricultural land for agricultural purposes.
2. Increase local food production in both rural and urban areas to improve food security and reduce climate change impacts associated with food transportation.
3. Strive for regional food self-sufficiency.
4. Work collaboratively with regional partners and stakeholders to develop a regional agriculture and food security policy.
5. Identify areas where local agriculture plans, which would address agricultural infrastructure issues, cold storage, abattoirs, secondary processing and site-based retail, are needed.
6. Strengthen the retention of agriculture.

7. Review aquaculture objectives and policies.
8. Diversify agricultural crops and aquaculture products reflecting climate change projections.
9. Protect groundwater as an important resource to support agriculture industries in locations where potential land use conflicts can be mitigated.
10. Expand local vegetable and fruit growing capacity.
11. Protect and strengthen water supply and quality to agriculture and aquaculture industries based on best environmental practices.
12. Increase residents growing food.
13. Supports the Province in the promotion and uptake of efficient agricultural water use techniques, such as drip irrigation instead of spray irrigation.

#### 3.2.4.2 Policies

The CVRD Board:

1. Encourages agriculture development to reduce GHG emissions and implement adaptation strategies consistent with provincial best practices.
2. Encourages agriculture production that increases local food security and reduces GHG emissions.
3. Supports a viable and diverse agricultural industry including new food processing, value-added and agri-tech initiatives.
4. Supports edge planning and the development of a buffer strip for the protection of agriculture.
5. Does not support subdivision of farm parcels and lands within the ALR.
6. Encourages and supports value-added agricultural activities that improve farm economic viability.
7. Encourages and supports agri-tourism activities that improve farm economic viability.

### Goal 7. Preserve Heritage and Strengthen Arts and Culture

#### 3.2.4.3 Objectives

1. Improve accessibility to public places, including buildings and open spaces.
2. Identify cultural conservation issues early in the land use planning process.
3. Identify cultural heritage landscapes that contain heritage buildings, structures, vegetation and open space of architectural or historic significance and the arrangement of which represents distinctive cultural processes in the historical use of the land.
4. Develop and expand on a regional cultural heritage strategy and designation inventory.
5. Protect special features and heritage areas, including the E&N Railway.
6. Foster artistic and cultural pursuits and activities.
7. Provide recognition for designated heritage properties by means of, for example, a commemorative plaque and/or interpretive sign.
8. Conserve heritage land and objects.
9. Support the arts and culture by sponsoring events and funding infrastructure upgrades.

#### 3.2.4.4 Policies

The CVRD Board:

1. Supports the development of the Community Heritage Register (CHR).

### 3.2.5 Policy Area: Our Livelihoods

This policy area considers the regional economy, including support of workers, child care and agriculture. Many of these lands are designated industrial, institutional, commercial and agriculture. Industrial, institutional, commercial and agriculture designations are shown on Schedule L, L1 map series.

#### Child Care in the Cowichan Region

The population of children in the Cowichan region is expected to decline by approximately 8%, or 850 children, by 2030. The largest declines will be seen in the 3-5 years and 6-12 years age groups. Despite this decline in population, aggressive increases in coverage rates are needed to respond to existing demand, and to anticipate a future surge in demand because of provincial government strides towards universal childcare coverage in B.C.

#### Employment Lands

This land use policy area includes lands in the major and minor urban centres and nodes that accommodate significant employment. These will be more fully considered in the MOCP. These lands may include lands designated industrial, institutional, commercial and other employment uses that support the regional economy. They may also accommodate co-located residential and commercial development with employment as the primary use. Employment lands are intended to accommodate medium to high densities of employment and generally in or near the settlement nodes. These lands are shown on Schedule L, L1 map series as commercial and industrial. This land use policy area includes lands that should be protected for long-term industrial use. Residential and commercial development should be restricted to caretaker and support commercial for employees.

#### Natural Resource Lands

This land use policy area includes land in the Agricultural Land Reserve (ALR), Private Managed Forest Land (PMFL) and Crown forestry lands, shown on Schedule D, D1 Agricultural Land Reserve and Agricultural Lands Index – Regional and Schedule L, L1 Land Use Designations Index – Regional. In the MOCP, mapping will distinguish between PMFL and Crown forestry lands. These lands are intended for forestry and agricultural uses and contain sand and gravel deposits. Sand and Gravel Deposits are shown on Schedule J, J1 Sand and Gravel Deposits Index – Regional.

#### Regional Economic Potential

While most of the region's employment activities are centred upon traditional resource-based activities and the services sector, a growing focus on technology, advanced manufacturing and value-added agriculture is shaping where and how people work in Cowichan. Policies to support home-based businesses and reduce commutes support the changing nature of work, economic diversity and regional aspirations to reduce our environmental footprint. The plan recognizes that having Cowichan residents enjoy shared prosperity is the foundation of a high regional quality of life. Identifying the highest and best use of key employment lands, including regional industrial lands and regional business parks, is a key objective of this plan.

The CVRD requires a region-wide economic and growth management strategy that includes federal, provincial, local and regional agencies, as well as non-government partners. A key element of this is the management of climate change, which will introduce benefits and challenges for the region's economy.

Rising global energy needs remain a major challenge, with regions being central players in making energy more secure, clean and sustainable. To transform from a linear to a circular economy (an economy that is restorative and regenerative and keyed to local inputs) there is a growing need to take advantage of renewable resources, including energy.

## Goal 8. Realize the Region's Economic Potential

### 3.2.5.1 Objectives

1. Align the regional economic strategy with CVRD growth management strategies.
2. Ensure that agricultural economic development strategies align with land use practices.
3. Develop the foundational infrastructure that supports new and existing businesses.
4. Identify future employment lands.
5. Develop key industrial business parks through a servicing and highest and best use lens.
6. Attract emerging industries to the Cowichan region.
7. Manage the interface between employment, residential and agricultural lands.
8. Foster stewardship of the land while encouraging sustainable economic development based on restorative and regenerative uses of the region's natural resources.
9. Work with other levels of government to ensure the provision of infrastructure that local industries and sectors require.
10. Communicate the value of economic activity in the region to the public.
11. Support home-based businesses in residential areas that contribute to the local economy, lessen auto dependency, respect the natural environment and water resources, and enhance neighbourhood character.
12. Develop a plan to complete the Cowichan Valley Trail as a regional transportation connector.
13. Expand tourism opportunities.
14. Enhance and expand child care in the areas of health and safety, workforce and programming consistent with the Cowichan Region Child Care Plan (2020).
15. Explore opportunities to acquire sites, either through purchase or lease agreements, to be made available to childcare operators to support target spaces and programs.
16. Develop indicators and targets for the creation and expansion of childcare spaces and programs.
17. Consider a childcare resource position to regularly collect information on diversity within child care centres and promote best practices in diversity to childcare centres.
18. Implement the regional energy strategy.

### 3.2.5.2 Policies

The CVRD Board:

1. Encourages diverse economic opportunities that attract and retain young families.
2. Encourages businesses and development that attract and maintain a highly skilled workforce.
3. Supports a diversity of commercial and light industrial uses that provide living wage employment and contribute to the local economy.
4. Supports sustainable land development with economic development initiatives.
5. Supports employment land needs that are consistent with transportation, settlement nodes and growth projections.

6. Encourages economic activities that are resilient and adaptive to climate change.
7. Encourages the viability of a broad range of industrial sectors.
8. Supports public and private initiatives that enhance the aesthetics of light industrial areas and buffer areas.
9. Encourages economic growth and diversification reflective of the community's vision.
10. Encourages innovative industries, including developers of green technologies, health science research, food production and others to locate within the regional district.
11. Supports collaboration between educational providers, regional businesses and agencies, First Nations and other business and community stakeholders.
12. Supports the progressive rehabilitation of resource-based activities to an appropriate after-use, such as viable agricultural land or reforestation, that is compatible with the applicable OCP designation, surrounding environment and existing uses.
13. Encourages residential housing with new commercial and industrial developments.
14. Strengthens community economic development including First Nations through involvement in arts, heritage, cultural and community initiatives.
15. Encourages the growth of tourism industry associated products.
16. Expects heavy and resource-based industries to minimize impacts on surrounding land use, while ensuring and contributing to the quality of life and residents and the natural environment.
17. Promote a coherent and complementary policy approach to child care across all departments.
18. Support childcare sites to serve the entire community.
19. Ensure child care locations that are more accessible and affordable for equal opportunity.
20. Support eligible group, preschool or school age childcare facilities that are required to be relocated to enable them to quickly resume their services and remain in compliance with licensing requirements under the *Community Care and Assisted Living Act and Child Care Licensing Regulation*.

### 3.2.6 Policy Area: Our Commitments

#### Climate Change

Current and projected changes to the Cowichan Valley's climate will affect water quality and quantity as well as services and infrastructure and, in turn, agriculture, businesses and residents. Biodiversity and ecosystem health will be particularly hard hit, with multiple expected impacts on the natural environment and natural ecosystems. In a region with significant low-lying coastal areas and floodplains, sea level rise will present multiple land use planning challenges across the region.

Climate models project an increase in annual average temperature of almost 3°C in our region by the 2050s. There will be a doubling in the number of summer days above 25°C from an average of 16 days/year to 39 days/year. This will impact future water and cooling demands, which in turn impacts our ecosystems, watersheds and communities. Summertime precipitation amounts are expected to decline, with more precipitation expected to fall in the other seasons and during extreme storm events.

Most rain in our region falls over the winter months, and this is projected to continue in the future. Decrease in snowpack, frost days and summer precipitation, combined with increasing temperatures, may cause tree growth to decline and mortality rates in vulnerable species to rise. Increased risk of extreme rain events in winter, with their increased erosion potential, can be expected to challenge harvest opening sizes, cut-block orientation, road-building and de-activation practices, slope-stability practices, blow-down prevention, rotation lengths and commercial viability. Certain tree species in our region's mountains may migrate to different elevations in search of suitable temperature and precipitation conditions. Water shortages during the dry spells and water costs associated with firefighting may have a significant impact on the viability

of forestry in our region over the long term.

BC's provincial target is to achieve a 40% reduction of 2007 GHG emission levels by 2030, as part of the [\*Climate Change Accountability Act\*](#). Reducing GHG emissions requires a multi-faceted strategy including transportation policies to reduce reliance on cars and increase transit ridership and alternative modes and moving agricultural systems to a more ecologically sustainable foundation with lowered GHG emissions and increasing food security.

Section 473 of the *Local Government Act* requires an official community plan to include targets for GHG emissions as well as policies and actions of the local government to assist in achieving those targets. The targets provided in [Table 3-2](#) are drawn from the individual official community plans, which have been repealed and replaced with this plan, and reflect the former provincial targets from 2011. The targets in the MOCP will consider the new provincial targets in tandem with available data to measure performance (GHG emission targets using 2016 baseline data).

### Hazard Mapping

Hazard areas will show coastal flooding mitigation areas and identify areas of managed retreat, areas to avoid and other hazard lands. Flood and erosion hazards are identified as part of Schedule C – Development Permit Area 6: Floodplain Hazard. The MOCP will identify additional hazard lands.

At the time of writing this OCP, Shawnigan Lake Bylaw No. 4348 and Riverbottom Bylaw No. 4358, have been drafted. Bylaw No. 4358 will replace relevant content in Schedule C – Development Permit Area 6: Floodplain Hazard. In addition, four dam risk assessment reports are completed, and affected areas have been mapped and designated, consistent with these technical reports:

- Ecora Engineering & Resource Group Ltd, 2019. [Dam Safety Review and Risk Assessment of Ashburnham Creek Dam](#)
- Ecora Engineering & Resource Group Ltd, 2019. [Dam Safety Review and Risk Assessment of Shawnigan Lake Weir](#)
- Ecora Engineering & Resource Group Ltd, 2019. [Dam Safety Review and Risk Assessment of Stocking Lake Dam](#)
- Ecora Engineering & Resource Group Ltd, 2019. [Dam Safety Review and Risk Assessment of Youbou Creek Dam](#)

These areas are identified in Schedule O – Floodplain Maps.

### First Nations

The Cowichan region is part of the traditional, unceded territories of the Cowichan, Ditidaht, Penelakut, Halaht, Stz'uminus, Lake Cowichan Lyackson and Malahat First Nations. The nine First Nations with reserve lands in the CVRD include Cowichan Tribes, Halaht First Nation, Lake Cowichan First Nation, Lyackson First Nation, Malahat First Nation, Penelakut Tribe, Ditidaht First Nation, Stz'uminus First Nation and Pauquachin First Nation. First Nations communities within the region range from rural/remote communities to town centres with a high population density. Each nation is responsible for administering its own affairs with support from the federal government.

First Nations are continuing to create ways to expand their land management authorities, capacities and opportunities. Some are also expanding their land base through the BC treaty process. Malahat First Nation is in Stage 5 (Final Agreement negotiations) of the six-stage BC treaty process while Ditidaht and the Hul'qumi'num Treaty Group (Stz'uminus, Cowichan Tribes, Halaht, Lake Cowichan, Lyackson, Penelakut) are in Stage 4 (Agreement in Principle negotiations).



The region has been inhabited by First Nations since before recorded time, with existing archaeological evidence dating habitation of the area back as far as 4,500 years. The Cowichan, Tsawout, Malahat, Penelakut, Pauquachin and Tsartlip nations are among the Coast Salish nations that historically occupied land, and some of them continue to live within the region today. At present, the CVRD South includes multiple distinct communities including three First Nations reserves, which range from rural/remote communities to town centres with high population density.

The CVRD will engage with First Nations in the Cowichan 2050 planning process and OCP modernization to work towards policies that are harmonious with the plans of First Nations Communities. The CVRD board seeks to build relationships with First Nations in the Cowichan region and collaborate on planning initiatives such as community accords and protocol agreements. The CVRD will continue to support engagement and reconciliation processes. First Nations reserve lands are shown on Schedule N, N1 First Nations Index – Regional.

## Goal 9. Mitigate and Adapt to Climate Change

### 3.2.6.1 Objectives

1. Improve resilience to climate change impacts, including climate-related natural hazards.
2. Develop hazardous land mapping as a component of a climate change adaptation strategy.
3. Reduce GHG emissions.
4. Develop a coastal flooding mitigation strategy.
5. Develop policies to reduce GHG emissions from new development.
6. Develop guidelines to support improved energy efficiency and recovery from retrofits and new development.
7. Protect and improve the carbon sequestration and ecosystem values of natural systems, including forested lands, agricultural lands and wetlands.
8. Acquire green spaces, including planting additional trees that contribute to climate change mitigation.
9. Develop a Cowichan climate change mitigation strategy with municipalities.
10. Support the Cowichan Airshed Roundtable and associated workplan by
  - a. reducing the number of high-polluting wood burning fireplaces and old woodstoves and encouraging low-polluting heating sources;
  - b. discouraging vehicle idling;
  - c. supporting car-sharing programs and low-emissions vehicles;
  - d. reducing open outdoor burning on lands, including forest and agricultural lands, within the plan area by supporting or developing a mulching and composting system; and
  - e. supporting the elimination of pollution resulting from commercial shipping anchorages in Cowichan Bay and Saltair.
11. Encourage retrofitting of older buildings and green construction of new buildings to achieve energy efficiency and a reduction in GHG emissions.
12. Protect agricultural production develop local distribution to meet capacity.
13. Develop local action plans.

### 3.2.6.2 Policies

The CVRD Board:

1. Supports ongoing studies to identify and understand the risks associated with climate change.
2. Encourages the integration of energy-efficient and built-green construction in all new development.
3. Encourages new developments to be energy efficient.

4. Encourages citizens and stakeholders to foster climate excellence in communities.
5. Supports a transition towards vehicle electrification.
6. Encourages energy efficiency and the use of renewable, clean energy to reduce reliance on fossil fuels in all decision-making.
7. Supports air, noise and light pollution reduction measures.



Table 3-2. Greenhouse Gas Emission Targets

<b>Reduction (from 2007 levels)</b>	<b>Target Date</b>
33%	2020
80%	2050

Goal 10. Strengthen Relationships with First Nations Communities

3.2.6.3 Objectives

1. Consider First Nations with lands within or adjacent to regional district boundaries for harmonization agreements.
2. Establish harmonization objectives and a staff-level contact to work on understanding the respective land use management regimes.
3. Identify any conflicts and explore opportunities on how they are going to be harmonized.

## **PART 4            LAND USE DESIGNATIONS AND POLICIES**

The total area of land within the growth containment boundary is 2,745 hectares (ha) or approximately 1% of the plan area, while the total outside that boundary is 311,216 ha or approximately 99% of the plan area.

Except as shown on the Land Use Designation maps (see Schedule L and L1 map series), land use designations generally follow parcel boundaries and though not shown on the maps, the land use designations extend to the centre line of adjacent roads. Where land use designations split parcels, the boundary will be considered approximate.

The designations under this plan are shown on Schedule L, L1 map series, and include the following: Renewable Resource – Agriculture, Renewable Resource – Forestry, Commercial, Industrial, Institutional, Parks, Residential, Marine and Freshwater.

Schedule G, G1 map series includes the designations as well as the growth containment boundaries and the settlement nodes. Future growth areas are identified to ensure development is consistent with the policies and objectives set out in this plan and that sufficient services and infrastructure are in place to meet development needs.

The general purpose of lands designated Renewable Resource is to protect the rural resource base. These lands have low-density residential, small-scale commercial uses. Lands within the Renewable Resource (Agriculture and Forestry) designations are capable of resource production or extraction or have the potential to support resource-based industries including agriculture, forestry and sand, gravel or mineral extraction. Urban levels of development are not intended for these areas and to ensure this, sewer services are not extended into these areas. Rural lands provide environmental benefits and can be used for food production. The rural settlement areas encompass the greatest diversity of land use within the plan area. Managing growth policies direct that the rural settlement areas are to grow at a rate of no more than 10% of any new residential development in the regional district over the next 50 years.

The Rural Protection Area concept and associated policies will be considered and developed in the modernization phase of the plan. The existing land use designations will be under review in the MOCP and, if changed, may render existing development non-conforming.

Settlement centres are identified on Schedule G, G1 Growth Management Concept Index – Regional. Future growth areas are shown on Schedule F, F1 Future Land Use – Regional. Designated lands are shown on Schedule L, L1 map series. Note that sub-designations and growth containment boundaries are identified on Schedule G.

Subdivision policies, where currently identified, are outlined in the LAPs in Schedule B. Subdivision guidelines are set out in the development permit area guidelines to be moved to the zoning bylaws.

### **4.1      General Development**

#### **4.1.1    Objectives**

1. Proposed sewage disposal systems should be designed to minimize any risk to groundwater quality.

2. New roads, utility corridors and community uses, such as schools and recreation facilities, should be directed to non-agricultural lands unless no alternative exists, in which case community uses may be supported in fringe areas where the impact on agriculture is either mitigated or minimized.
3. New development consideration of treatment and disposal sites on a lot adjacent to the lot where the sewage is generated should be consolidated except for an independent system established to address a health problem in an existing residential development.
4. New road should support the existing road network and identify gaps in local, collector and arterial roads to support new development, local travel and regional travel.

#### 4.1.2 Policies

To comply with the requirements of the OCP:

1. Any development should minimize the impact on the natural environment and existing neighbourhoods. Any development should be designed to prevent pollutants from entering into any water system, including surface-water runoff channels, aquifers, groundwater areas, recharge areas and the ocean.
2. Water purveyors should ensure water quantity and quality are adequate for future growth of the area including community water connections and consistency with zoning build-out.
3. Development should be consistent with the retention of the visual landscape of natural areas, especially on or near the waterfront, hilltops and ridges and main transportation corridors.
4. Development should limit the removal of, or damage to, any of the existing natural vegetation cover.
5. Stream crossings should be located to minimize the disturbance of banks, channels and vegetative cover. Where a stream crossing is necessary, the use of a bridge as opposed to a culvert is strongly recommended.
6. No development or site alteration should be permitted on a wetland, in a riparian area or within the buffer zone specified in this bylaw for wetlands and riparian areas.
7. If any temporary watercourse alteration or diversion takes place, streams should be rerouted through their original channels with approvals from provincial and or local authorities.
8. Given that there are both known and potential archaeological sites located in the plan area, applicants are responsible for contacting the Archaeology Branch of the Ministry of Forests, Lands, Natural Resource Operations and Rural Development to satisfy any legislative requirements related to the protection of archaeological resources.
9. Development proposals should address the requirements for suburban and rural firefighting.
10. Development and rezoning applications should comply with waste management requirements. The CVRD, in evaluating development or rezoning applications, will consult the recommendations outlined in the applicable Liquid Waste Management Plan and Waste Management Plan.
11. Creation of split-zoned parcels is discouraged.
12. Non-permeable surfaces should be kept to a minimum.
13. Greenspace for community gathering and environmental protection should be incorporated in designs.
14. Provision should be made for pedestrian and non-motorized routes.

#### 4.2 Communities

##### 4.2.1 Growth Containment Boundary

Growth containment boundaries are one of the most important planning tools to contain growth and protect the natural environment and rural areas. The overall objective is to accommodate 90% of growth within the growth containment boundary (the long-term stable footprint for urban

development). In most electoral areas it is policy that the growth containment boundary, where identified, will accommodate all or most growth projected. In the MOCP, the growth containment boundaries will be reviewed in conjunction with servicing capacity and build-out of existing land. The plan must identify residential needs for at least five years and may be measured every five years to determine the effectiveness of policies to contain growth within the boundary.

#### 4.3 Renewable Resource – Agriculture Designation

Agriculture is an important sector of the economy and essential to the rural ambience and beauty of the landscape. A primary goal of this plan is to protect agricultural resource lands and the agricultural industry. Lands designated as Agriculture have potential for a wide range of agricultural production, and as of the date of adoption of this plan, there are 18,993 ha or 4.7% of ALR land within the electoral areas, as shown on Schedule D, D1 Agricultural Land Reserve and Agricultural Lands Index – Regional, with the capability for agricultural use. Outside of the ALR, an additional 1,695 ha are classified as farm use in the regional district and 865 ha are in the electoral areas.

The lack of summer moisture is perhaps agriculture's most severe limiting factor in the plan area. When irrigation is used, it significantly increases the quantity and diversity of crops that may be grown. As such, consideration must be given to developing bylaw policies, in consultation with communities of interest (local/provincial/federal), that support water storage for irrigation for agriculture.

Another limiting factor for agriculture is the price of land, which is driven by estate residential uses, either multiple homes or very large homes. However, recent provincial legislative changes to the ALR regarding home size and number is attempting to provide some relief. Regardless, for new entrants to the agricultural industry, accessing farmland often requires the economic help of family and/or partnerships to raise the necessary capital. These economic factors continue to put pressure on farms for additional housing and revenue streams. Farmers are increasingly seeking to diversify their primary and value-added production and add agri-tourism activities and other events to augment their income.

The Agriculture designation in the plan is intended to accommodate and recognize the provincial ALR regulations that permit a variety of farming and non-farming activities, including basic production of agricultural products, value-added production activities and agri-tourism. The Agriculture designation supports the agricultural sector by accommodating supplemental employment opportunities, such as home-based businesses and value-added opportunities, to maintain the viability of farm businesses.

Growth policies in the plan direct that the rural settlement areas are to grow at a rate of no more than 10% of any new residential development in the regional district over the next 50 years. While land use changes and community growth may be inevitable, negative impacts to agricultural land are not. The future viability of our agricultural lands depends heavily on policies that encourage farming, protect farmlands and minimize conflicts. In lands designated as ALR, the Regional Board plays an important role in the administration of the ALR, in that the CVRD Board must authorize any landowner ALR application for inclusion, subdivision, non-farm use or non-adhering residential uses for the ALC's review, and it must initiate ALR exclusion applications.

To protect the land base for current and potential agriculture and ensure that growth and development on or near agricultural lands does not disrupt or limit agricultural viability, the following objectives and policies have been adopted.

#### 4.3.1 Objectives

1. Recognize and preserve the agricultural land base of the plan area, including associated farming, orchards, vineyards, ranching and associated value-added activities.
2. Prioritize food security on agricultural lands and develop access to markets for local foods.
3. Encourage agricultural diversity, including connections between agriculture and tourism, local agricultural processing and value-added agriculture.
4. Encourage environmentally friendly agricultural practices, including improved water management.
5. Work with the Agricultural Land Commission to facilitate adequate housing for farm labour.
6. Encourage agricultural land leasing and the accommodation of lessees of agricultural land.
7. Encourage agricultural processing for farmers that is consistent with the Agricultural Land Commission Regulations.
8. Maintain or increase the amount of land in the Agriculture/ALR designation and ensure early consultation with the Agricultural Land Commission with respect to any land use changes that affect the ALR.
9. Discourage exclusion of ALR land unless it is in part with a community-wide planning process.
10. Protect ALR land from uses that are incompatible or inconsistent with agricultural use, and support proposed development adjacent to Agricultural and Rural areas only in accordance with the following criteria:
  - a. the development will
    - i. have minimal impact on the existing human made and natural physical features of the area; and
    - ii. provide a buffer zone between the proposed land use and the agricultural parcels of land, on the non-farm side of the agricultural area consistent with the Ministry of Agriculture's [Guide to Edge Planning](#).
11. Educate neighbours about normal farm practices such as odor, noise and traffic.
12. Discourage non-agricultural development for properties exempt from the *Agricultural Land Commission Act* (ALCA) under section 23(1).
13. Discourage residential uses in the ALR that are inconsistent with bylaw designations.
14. Discourage subdivision of farm parcels and lands within the ALR unless for farm purposes.
15. Consider beekeeping in agriculture and food security.

#### 4.3.2 Policies

The CVRD Board will:

1. Support all types of crop and livestock-based agricultural activities on agricultural lands.
2. Not accept requests from landowners seeking exclusion unless it is in part with a community-wide planning process.
3. Not support any commercial or non-agricultural development on land located in the ALR unless it meets the rural values of the regional district and is approved by the Agricultural Land Commission.
4. May permit outdoor recreation uses on non-ALR lands where it can be demonstrated that there is no reduction in the amount of land being used for agricultural purposes and no impact on surrounding agricultural uses on lands designated Agricultural and Rural.
5. Retain agricultural zoning designations for properties exempted from the *Agricultural Land Commission Act* under Section 23(1) of the ALCA.
6. Require non-agricultural zoning bylaws adjacent to the ALR boundary to establish a suitable buffer strip for agricultural protection.
7. Not support applications to the ALC for houses larger than 500 m<sup>2</sup> on parcels not used for agriculture.

8. Only forward applications for farm worker housing to the ALC on parcels that have BC Assessment farm status.
9. Only support subdivision applications that meet the criteria of the [Agricultural Land Commission's Homesite Severance](#) policy.
10. Only support non-farm uses that are beneficial to agriculture on parcels that have BC Assessment farm status.

#### 4.4 Renewable Resource – Forestry Designation

Vancouver Island rainforests are characterized by a maritime climate with warm, dry summers, mild winters and abundant precipitation, and they include some of the most biodiverse watersheds in the world. Species such as Coastal Douglas fir, Western Hemlock and Western Red Cedar make these forests important not only to the economy but also to the natural environment, water supplies, fish and wildlife habitat, and carbon sequestration.

Historically, the local forest resource was linked to local manufacturing facilities and mills, providing employment and representing the most influential sector of the local economy. Today, many of the economic ties no longer exist between the forest resource and the local community. The economy is diversifying, and the relative importance of the service and tourism sectors is growing and is dependent on the scenic and recreational values of forestry. Forestry will remain an important natural resource industry but may continue to decrease, due to global economic forces.

While the importance of forestry to the local economy has decreased, it will remain a critical economic sector over the long term, as a new generation of trees matures. Forestry management is a provincial responsibility which should focus on supporting the sustainability of the industry, the resource and the natural environment. Climate change will likely have significant implications for diversity of tree species commercially and on community livelihoods. These factors will be considered in the MOCP.

Private forest lands within tree farm licences (TFL) cannot be used for other purposes, such as housing developments, and are assessed at low tax rates. The Province has released large tracts of private forest lands from TFLs. The *Private Managed Forest Land Act* (PMFLA) constrains the CVRD's land use management policies. Private forest lands are a result of the E&N land grant and fall under the PMFL legislation roughly half of the CVRD forestry designated lands. This will be considered in the MOCP.

Lands designated as Forestry are shown in this plan as Renewable Resource – Forestry and include lands suitable for forestry and some lands not suitable for forestry use due to poor forest growth capabilities or proximity to poor forest growth capabilities or conflicting land uses, which may have secondary forestry capability. Lands within the Renewable Resource – Forestry designation are capable of resource production or extraction or have the potential to support resource-based industries including agriculture, forestry and sand, gravel or mineral extraction.

##### 4.4.1 Objectives

1. Recognize forests as a renewable resource and protect forest lands for long-term forest management and wilderness values.
2. Minimize the occurrences of wildfire interface events (where residential and wildfires meet) by minimizing the creation of new wildfire interface areas (forest lands fragmented by residential development).
3. Protect resource lands underlain by gravel and other mineral and aggregate resources from on-site and adjacent surface developments that could render them inaccessible.

4. Protect the potential for outdoor recreation, including wilderness recreation, that exists in the natural woodlands of the region for continuous use by future generations in conjunction with the management of the forest.
5. Protect forestry lands for their importance to the economy and sequestration.
6. Protect freshwater and drainage systems and all other watercourses during primary resource activities.
7. Enact bylaws dealing with the deposit of contaminated soils on Renewable Resource lands.

#### 4.4.2 Policies

The CVRD Board:

1. Supports the commercial harvesting of timber and aggregate resource extraction, consistent with the provincial best management practices for natural environment protection.
2. Encourages the retention of the most productive private forest lands within the managed forest classification.
3. Encourages the area's forest lands to be made available for recreational enjoyment and education.
4. Encourages the secondary processing of forestry and agricultural resources.
5. Supports wilderness activities that do not require permanent structures.
6. Supports inclusion in the ALR of forestry lands considered to have agricultural capability and supports their re-designation through application.
7. Prefers a minimum parcel size of 80 ha for all zones within the Renewable Resource – Forestry designation.
8. Encourages expansion of value-added forestry.

#### 4.5 Industrial Designation

The OCP supports industrial development that fosters co-operation among various lands as important contributors to the sustainability of the community, including industries where waste products are recycled and resource use is constrained. There is a mutually reinforcing relationship between the development of employment and quality of life. Employment growth has the potential to contribute to social objectives such as employment creation, poverty reduction and greater access to health care and education.

A strong, diverse local economy requires that the OCP provide a policy framework that encourages industry and at the same time ensures that new industrial development contributes to an improved quality of life for residents and responds to the highest and best use of lands and resources.

##### 4.5.1 Objectives

1. Identify future lands available for advanced manufacturing, value-added forestry, sector clusters in technology, food processing and other emerging sectors, in support of a strong, diverse economy and high-paying job creation.
2. Support employment land development that corresponds with the rural, residential, agricultural and recreational values of the plan area.
3. Encourage buildings of a scale and design acceptable to local communities and the development of industrial and commercial infrastructure that is well integrated with adjacent rural and residential use through buffering, low-impact lighting and the maintenance of public view corridors and transportation access.
4. Encourage business activities and processes that maximize the conservation of resources and efficient energy use.
5. Ensure industrial uses are located where there are minimal negative impacts of increased



noise, traffic or servicing costs or loss of environmental quality to the surrounding neighbourhood or the municipality.

#### 4.5.2 Policies

The CVRD Board:

1. Encourages a diverse economy by providing for a wide range of industrial businesses within appropriate industrial areas.
2. Supports clean technology industries.

#### 4.6 Institutional Designation

Increased population growth and changing demographics in the regional district have resulted in increased demands for recreation services, library services, police protection, adult education facilities and health services. School enrolment has been declining in some areas, resulting in the closure of schools and consolidation of education services. Many of these public services are provided on a regional basis by other agencies, including School District 68 (Nanaimo-Ladysmith) and School District 79 (Cowichan). There are approximately 7,800 enrolled students in the Cowichan Valley.

Requirements for present and proposed public facilities, including schools, parks and waste treatment and disposal sites, should generally be addressed in the context of the entire region to reflect the way in which these services are provided. The role of this plan is to communicate community core values, anticipated growth rates and patterns to the relevant agencies.

Private schools such as Shawnigan Lake School, Brookes Shawnigan Lake and Brentwood College have experienced steadily growing enrolment for several years, are vital parts of their communities and are big economic drivers in the region.

Lands designated as Institutional include existing and future sites for school and civic/institutional uses such as recreation facilities, community halls, fire halls and utility structures. Uses such as seniors' housing facilities, which may be publicly owned or operated, are considered residential uses in this plan to more accurately reflect their planning requirements.

##### 4.6.1 Objectives

1. In appropriate locations, develop institutional uses that provide civic, social, cultural, recreational, environmental, educational, emergency, health and housing services to community members.
2. Ensure there are sufficient land areas required to meet projected needs for community services, infrastructure and community-based uses.
3. Encourage school district properties may be made available for greater community benefit.



#### 4.6.2 Policies

The CVRD Board:

1. Supports the development of youth and adult education services to meet the needs of the community and encourages joint use of public school and community facilities to provide greater benefit to residents.

#### 4.7 Parks Designation

Outdoor recreational opportunities are abundant in the plan area, with forested uplands, coastal mountain alpine, ocean and lake shorelines, and scenic river and wetland corridors. These landscape features represent important ecological systems that provide domestic water and habitat for fish, plant and wildlife species. The intention of this plan is to provide for appropriate and sustainable outdoor recreational opportunities while maintaining and supporting enhancement of the various ecosystems across the region.

There are many parks and trails in the regional district, and the CVRD actively encourages additional acquisitions as suitable lands become available. Parks and trails provide an opportunity for individuals to pursue leisure and active outdoor recreation activities contributing to physical, social, intellectual and creative development. The existence and use of parks help foster an awareness of the natural environment and the desire to conserve green space and preserve ecologically sensitive areas.

The CVRD wishes to ensure that public parks and trails are responsive to community need, diversified in the opportunities they provide and efficient in their utilization of community resources. In addition to regional and electoral area parks and trails, the CVRD also has a diversity of parks and recreational space under the governance of the provincial and federal governments, community groups and societies, as well as those providers within the member municipalities of the CVRD.

Lands designated Parks provide a system of parks, trails, beach access points and community recreation facilities and protect ecologically sensitive areas and other green spaces to meet the changing needs of community residents. The Plan also acknowledges that the Regional District manages and administers lands owned by others (inclusive of lands owned by the Province) for the purposes of parks and trails and recognizes they may not necessarily be designated parks. In the modernization, these “parks” will be identified accordingly. Additionally, policies in this section provide opportunities for enjoyment of outdoor resources as well as participation in community social and cultural events.

##### 4.7.1 Objectives

1. Maximize opportunities for outdoor recreation and active living and recognize them as being essential to personal health and healthy communities.
2. Provide a diverse range of indoor/outdoor recreational opportunities.
3. Encourage outdoor recreational activities that advance tourism and bolster the economy.
4. Encourage diverse community and regional parks and trails.
5. Establish and maintain parks, trails and outdoor recreational uses throughout the plan area to provide healthy social, cultural, recreational and environmental education opportunities that support the local economy, support natural features and processes and reduce GHG emissions.
6. Identify the priorities, location and type of future park requirements.
7. Improve public beach access, recreational trails and open space opportunities.
8. Recognize and support community members who are undertaking voluntary conservation

activities, natural stewardship and cultural leadership of public or private lands.

9. Protect ecological values and strengthen greenspaces.

#### 4.7.2 Policies

The CVRD Board:

1. Prioritizes the acquisition of park land for
  - a. waterfront parks to provide public access to rivers, lakes and the ocean;
  - b. playgrounds;
  - c. community parks;
  - d. sports fields;
  - e. nature/interpretive parks;
  - f. green space and protection of ecologically sensitive areas; and
  - g. any combination of the above.
2. Encourages eco-tourism, ecological education and establishment of nature parks as well as opportunities to protect natural ecosystems.
3. Will acquire parkland as guided by [Community Parks and Trails Master Plans](#) to support both active outdoor recreation and habitat conservation through consideration of the following factors:
  - a. the present and future park needs of the neighbourhood;
  - b. the environmental sensitivity of the land;
  - c. the capability of the land for park and open space use;
  - d. the need for trails (pedestrian, equestrian and cycling connections);
  - e. the size, topography and configuration of the land; and
  - f. any other matter deemed important by the Regional District.
4. Supports a long-range goal to improve public access and/or protection of the waterfront.
5. Supports considering accommodating horse-friendly parks and trails and facilities close to parks, schools and other community destinations.
6. Supports designing parks and trail facilities as well as institutional buildings to accommodate the needs of all segments of the community for accessibility, including persons of all ages and abilities.

#### 4.8 Marine and Freshwater Designations

The plan includes two water designations—Marine designation and Freshwater designation—to ensure that lake water is conserved, freshwater habitat is protected and marine waters are managed and protected to the highest degree possible. The marine foreshore is a highly valued part of the natural environment in the community, encompassing a wide range of physical environments, shoreline types and human-made facilities. Although the marine foreshore is a provincial resource, the Regional District provides guidance for the allocation of uses in foreshore areas through OCP policies and zoning bylaw regulations.

Special attention is needed to protect marine resources and reconcile the many demands for use and conservation of shore areas. Inadequate shoreline protection risks a loss or interruption of wildlife habitat as well as increased pollution from spills of gasoline, diesel, paint, a septage and other contaminants. Groynes and breakwaters can interrupt tidal flow resulting in disruption of silt movement including the potential destruction of intertidal habitat.

The marina developments in Cowichan Bay, Genoa Bay, Maple Bay and Mill Bay reflect the social value of commercial fishing and recreational boating in the region. As areas physically suitable for marinas become less available in the region, there is increasing demand to alter physical environments through dredging and breakwaters to create or expand marina developments.

Generally, these sheltered environments are also the most environmentally sensitive areas, and boating facilities may have negative effects on fish, bird or wildlife habitat.

Nearly the entire shoreline of the CVRD is exposed to a growing flood hazard related to the expected effects of climate change-related sea level rise. The flood hazard occurs primarily to private properties and differs considerably in character around the shoreline. The most exposed areas of the eastern shoreline are in Cowichan Bay and Mill Bay.

Marine designation areas of the regional district generally extend 300 m from parcel boundaries along the marine shoreline.

Freshwater designation areas of the regional district include all lakes named in the [Provincial Freshwater Atlas](#), as shown on Schedule L, L1 Land Use Designations Index – Regional.

### Freshwater Designation

The lakes within the plan area include, but are not limited to, Cowichan Lake, Dougan Lake, Rat Lake, Oliphant Lake, Spectacle Lake, Stebbings Lake, Devereux Lake and Shawnigan Lake. This plan also recognizes the extensive developments for recreational boating in areas such as Cowichan Lake and Shawnigan Lake. The LAPs in Schedule B include objectives and policies respecting lakes. Waters designated Freshwater are shown on Schedule L, L1 Land Use Designations Index – Regional.

#### 4.8.1 Objectives

1. Reduce and prevent potential pollution, sediment and nutrient loading on lakes.
2. Conserve, manage and protect water supplies for human use and natural ecosystems.
3. Preserve natural vegetation and wildlife habitat adjacent to foreshore.
4. Encourage public recreational uses consistent with the suitability of each shore type for the proposed use.
5. Support shoreline restoration.
5. Develop a community education program to enhance public awareness of green alternatives to herbicides, pesticides and household chemicals.
6. Prevent noxious weeds.

#### 4.8.2 Policies

The CVRD Board:

1. Supports public access to the shoreline.
2. Protects the natural environment, its ecosystems and biodiversity.
3. Educates and provides guidelines.

### Marine Designation

The purpose of this designation is to ensure that aquatic habitat is protected and that the marine waters are managed and protected to the highest degree possible. The marine waters include coastal portions of electoral areas A, C, D, F, G and H. The CVRD has about 76 km of marine shoreline on the east coast and 32 km of marine shoreline on the west coast. The waters accommodate and sustain many bird, aquatic and mammal species, including several rare and endangered species. This area has international significance and is important to fisheries, tourism, biodiversity and food security, as well as to the population of Vancouver Island and Gulf Islands. The waters designated Marine are shown on Schedule M, M1 Marine Area – Regional.

#### 4.8.3 Objectives

1. Conserve, manage and protect water supplies for human use and natural ecosystems.
2. Protect the health of marine ecosystems that support fisheries, biodiversity, food self-sufficiency, marine and eco-tourism, and social and cultural activities.
3. Ensure marine foreshore areas are protected from the impacts of human developments.
4. Reduce the number and impact of physical obstructions into the foreshore and restrict such developments to the least environmentally and visually sensitive areas.
5. Preserve natural vegetation and wildlife habitat in the development of uplands and adjacent foreshore areas for public use.
6. Ensure public recreational uses of marine shore lands are consistent with the suitability of each shore type for the proposed use.
7. Preserve the beauty of an unspoiled shoreline for future generations.
8. Preserve natural features in any development contemplated along the shoreline.
9. Limit new development along watercourses and the sea where ongoing erosion threatens stability.
10. Preserve the natural appearance of the rocky shoreline.
12. Support the modernization of the Cowichan Estuary Environmental Management Plan (CEEMP).
13. Recognize the Cowichan Estuary as a globally significant important bird area and juvenile salmon rearing habitat.
14. Encourage measures to protect coastal bird populations.
15. Develop sea level rise and shoreline restoration policies and adaptation measures.
16. Minimize interference with the natural shore zone drift sectors and natural beach processes.

#### 4.8.4 Policies

The CVRD Board:

1. Recognizes the international importance of the marine foreshore areas for fisheries, food, social, cultural, security, tourism and marine wildlife.
2. Generally does not support the building of structures or soil removal or deposit within 15 m of the estimated future natural boundary (estimated sea level rise of .5 m by 2050, 1 m by 2100), except where it can be demonstrated to the Regional District's satisfaction that a lesser distance is acceptable or where works are intended and designed to both preserve the shoreline character and limit coastal flood-related effects. Allow for flexibility to change these estimates as new climate and sea level rise projections are developed. NHC Risk Assessment maps areas affected under several scenarios exceeding 1m and can provide guidance on likely extent of impacts.
3. Encourages development to consider expected coastal flooding, incorporate appropriate adaptation measures and conform to any applicable floodplain bylaw.
4. Supports public access to the shoreline and systematic development of beach access points.
5. Seeks to ensure that residential developments are compatible with the physical site conditions of slope, soil types and drainage patterns, and that natural features such as views, tree cover and variety in terrain are retained.
6. Encourages buildings, roads and utilities to be sited in a manner that preserves the natural landscape and does not negatively affect sensitive natural areas of the site. An exception for slope alteration will be considered if it is designed to help reduce effects of coastal flooding.
7. Does not support permitting development or site alteration on a wetland, a riparian area or within the buffer zone or a floodplain setback, for wetlands and riparian areas, unless approved by the Regional District as a sea level rise adaptation measure.
8. Supports the adoption of a floodplain bylaw for the protection of development from the growing

flood hazard related to sea level rise.

9. Supports recognition of ecologically sensitive areas by identifying and conserving special wildlife, plant and marine shore environments in their natural state. Modifications to environmentally sensitive areas that assist in building resilience to the effects of sea level rise will be permitted.
10. Supports appropriate non-toxic and green materials in construction and operation in the marine and marine foreshore.
11. Recognizes the cultural significance of the Cowichan Estuary and foreshore to First Nations and will consult with Cowichan Tribes and Malahat on development proposals and other land use matters concerning the estuary and foreshore.
12. Generally does not support expansion of marina facilities, in order to preserve the environmental and scenic qualities of sheltered areas.

#### 4.9 Commercial Designation

Traditional commercial development of retail, business and personal services, and affordable housing plays a role in the settlement nodes in the regional district land use pattern. It is anticipated that increased demand for various types of commercial uses will develop, particularly for

- highway-oriented commercial uses adjacent to the Trans-Canada, particularly at major intersections;
- hospitality services such as restaurants, pubs, guest houses or agri-tourism facilities in scenic locations, particularly shoreline areas;
- an increase in the type and number of neighbourhood commercial services as residential growth evolves;
- additional commercial recreation uses, potentially golf courses, marinas and their associated land-based commercial uses; and
- increased home business activity due to the changing nature of the workplace and information technology.

Lands designated as Commercial generally consist of a diverse range of small-scale neighbourhood or village commercial uses, and personal services including services within existing marinas and marine-related activities of a commercial nature.

##### 4.9.1 Objectives

1. Support mixed-use commercial establishments that are consistent with the rural ambience of settlement nodes.
2. Provide a range of commercial uses, including retail, tourist, commercial and highway commercial.
3. Develop commercial areas where they can be appropriately serviced and best serve the needs of the local community.
4. Encourage buffering of buildings or structures from adjacent rural and residential uses.
5. Preserve of access and views from adjacent rural and residential uses.
6. Develop commercial areas with access that limits impacts to major transportation networks.

##### 4.9.2 Policies

The CVRD Board:

1. Supports commercial development consistent with local heritage.

#### 4.10 Residential Designation

Due to the unique geography and community values within the regional district, there are several land use designations where the predominant use is residential. The OCP considers the overarching Residential designation, and the LAPs (Schedule B) will consider remaining Residential designations.

The OCP is required by law to ensure there is sufficient area available in the plan for residential development to meet anticipated housing needs for at least five years. Residential housing may include but is not limited to market ownership and rental housing, special needs housing, seniors' housing, emergency housing and affordable housing. In the rural areas, outside of growth containment boundaries, the plan policies support large lot sizes.

Policies in this section of the plan are intended to maintain and generate, through redevelopment, a range of lot sizes that support low and medium density residential development throughout regional district electoral areas, in addition to supporting hobby farm and other rural activities adjacent to agricultural areas. The general policies apply to lands within and outside of the growth containment boundaries and all settlement nodes.

Lands designated Residential provide a wide range of housing and lifestyle options for various stages of life and different community lifestyles, as community demographics continue to change. The plan supports housing for seniors, special needs and affordable housing in all residential lands where appropriate. A Housing Needs Assessment (2014) and an Affordable Housing Strategy (2010) are being updated.

##### 4.10.1 Objectives

1. Provide a wide range of housing and lifestyle options for various stages of life and different community lifestyles, as the community demographics continue to change.
2. Provide a rural residential lifestyle option that provides a buffer between resource lands and residential areas.
3. Preserve the rural character of rural areas in residential development.
4. Ensure residential developments are compatible with physical site conditions of slope, soil types and drainage patterns and that natural features such as views, tree cover and variety in terrain are retained and enhanced, with buildings, roads and utilities sited in a manner that preserves the natural landscape and does not negatively affect sensitive natural areas. An exception for slope alteration will be considered if it is designed to help reduce effects of coastal flooding while simultaneously enhancing environmental conditions.
5. Ensure that on-site parking is appropriate to the scale of the development.
6. Provide safe, affordable rental and special needs housing.
7. Support bed and breakfasts that provide small-scale transient accommodation that is appropriate to the character of the local community and does not diminish the quality of residential neighbourhoods.
8. Support neighbourhood meeting centres and greenspaces that provide small-scale gathering places.
9. Ensure access is developed to limit impacts to existing transportation networks.

##### 4.10.2 Policies

The CVRD Board:

1. Encourages innovative housing and subdivision designs such as clustered residential developments, particularly for sloped upland areas; the Regional District will provide flexibility in



regulatory bylaws.

2. Encourages affordable housing in all communities.
3. Encourages secondary suites or second dwelling units in service areas.
4. Encourages development of multi-family housing in a manner that is clustered and is not disruptive to the environment and existing adjacent human-made structures.
5. Supports environmental design criteria for building materials, lighting, landscaping and access and egress, designed to maintain or improve safety for pedestrians, cyclists and motorists.

#### 4.11 Settlement Nodes

The settlement nodes, each of which offers a unique context for the Cowichan region, are described under the land use policy areas in Part 3 of this plan and apply to lands within and outside of the growth containment boundary. They include regional centres (outside of the scope of this plan), Major Village Centres, Neighbourhood Nodes, Rural/Centres and Rural Settlement Areas. Future Growth Areas are identified.

LAPs establish the objectives and policies for residential, commercial, park, industrial and institutional land uses, including a range of residential types and densities consistent with the OCP and service capacity. Policies ensure that the design of the built environment strengthens and enhances the characters of existing distinctive locations and neighbourhoods and that proposals for intensification and infill are designed to be compatible with and enhance existing neighbourhood character. LAPs include the subdivision policies for designations.

##### 4.11.1 Policies

The CVRD Board:

1. Supports the provision of water and sewer services that will meet the needs of existing residents within settlement nodes and protect public health and the natural environment.
2. Supports a consistent community amenity policy in the electoral areas.
3. Encourages assisted and special needs housing in new developments.
4. Supports temporary use permit areas in circumstances where a proposed commercial or industrial land use may be necessary or desirable but does not fit within the current OCP designation.

#### 4.12 Future Growth Areas

The settlement expansion areas have been identified as future growth areas adjacent to or in settlement nodes in some LAPs. The OCP must identify future residential growth areas. These will be considered in the MOCP. Development is limited in these areas to ensure the phased and timely development of lands should be consistent with the policy directions and objectives of this plan. Development in these areas should generally maintain the rural character in rural settlement nodes and be consistent with the Liquid Waste Management Plan.

##### 4.12.1 Policies

The CVRD Board:

1. Supports development in the expansion areas only with an approved growth boundary expansion and as part of a comprehensive development.
2. Does not envision significant change to existing land use or further subdivision that increases density, impact or intensity of use of land until sufficient comprehensive planning has been approved, except in those areas where public infrastructure is required to address environmental issues.

3. Supports future development adjacent to existing communities where transportation and services such as road maintenance, utilities, school transportation and emergency response can be most efficiently provided.
4. Supports expansion or changes to existing commercial development that are compatible with the OCP, applicable LAPs and adjacent jurisdictions.

#### 4.13 Roads and Servicing

The provision of new roads, the upgrading of existing roads and the provision of water and waste management services, including waste treatment and disposal sites, plays a role in shaping land use development patterns in the regional district. The proposed major road network for the regional district is outlined on Schedule T, T1 map series. The road network will be developed in a manner that encourages the use of a public transportation system along major routes where practical, and which

- includes development and identification of gaps in the supporting road network of local, collector and arterial roads supporting new development, local travel and regional travel;
- minimizes traffic impact on residential and agricultural areas;
- ensures a high level of protection for the environment;
- reflects the rural character of the regional district;
- encourages roadside paths and infrastructure for pedestrians and cyclists; and
- encourages commuter car-share and co-op programs.

##### 4.13.1 Policies

The CVRD Board:

1. Currently plans no new major roads.
2. Plans no major expansions of services and no expansion of services outside the areas identified on Schedule S, S1 map series, except for health, fire safety, agricultural support or sea level rise adaptation reasons. Future service areas are identified on Schedule F.
3. Supports zero waste initiatives: refuse, reduce, reuse, recycle, recover.

#### 4.14 Temporary Use Permits

Land must be designated as a temporary use permit area in order for temporary use permits to be considered. Temporary use permits may be considered by the CVRD Board to allow specific land uses to occur for a short period of time. The permit can contain detailed requirements such as the buildings that can be used, the time frame of the permit and other conditions.

Such permits are provided at the discretion of the CVRD Board and are only in effect for a limited time. The designation of land for temporary use for the electoral areas will be considered in the MOCP.

##### 4.14.1 Policies

The CVRD Board:

1. Would consider holding a public meeting prior to deciding to issue a temporary use permit.

#### 4.15 Development Permit Areas

The development permit areas are a harmonization of the 44 DPAs that existed in the individual official community plans and were replaced or combined, as attached in Schedule C.



Schedule C – Development Permit Areas is organized into 13 DPAs with reference to Schedule U – Development Permit Area maps.

#### 4.16 Development Approval Information

The CVRD is designated as a development approval information area. The CVRD may require, by bylaw, information on the anticipated impact of a proposed activity or development on the community, including, without limiting this, information regarding impacts on such matters as the following:

- transportation patterns including traffic flow;
- local infrastructure;
- public facilities including schools and parks;
- community services; and
- the natural environment of the area affected.

##### 4.16.1 Policies

The CVRD Board:

1. Ensures that any new development incurs all costs associated with any required infrastructure upgrades or servicing requirements.
2. Supports, in recognition of several of the electoral areas being rural communities with agricultural uses, obtaining, for any development of non-farm uses and subdivision within the ALR or any developments within 300 m of ALR lands, where appropriate an assessment of the likely impact of the development on surrounding agricultural uses, including a report prepared by a professional agrologist.
3. Supports drainage impact assessments at the cost of development for any wetlands, creeks and sensitive areas.

##### Justification

1. The natural environment of the CVRD supports an ecosystem of great diversity, including rare species of plants, plant communities and animals. It also supports human habitation. Information may be required to understand conditions and put in place mitigation strategies to limit or reduce any potential impact that development may have.
2. Any new development could increase the traffic flows along any road within the regional district. Many of the electoral area roads are designed for limited traffic flows. They do not have curbs and gutters or sidewalks. Information may be required to understand the potential impact that increased traffic generated by new development may have upon transportation patterns, including traffic flows, transit and associated infrastructure, and other non-vehicular road users.
3. New development may affect the provision of fire and police protection in the regional district. The regional district is served by volunteer fire departments. Policing is provided by the RCMP. As development could have a significant impact on fire services and increase the cost to the Regional District of providing the service, information may be required on the possible impact that development may have upon the provision of these two services.
4. New development may affect the provision of basic infrastructure services—water, sewer, drainage, solid waste management, parks and schools. As development could have a significant impact on these services and increase associated costs to the Regional District, information may be required on the possible impact that development may have upon the provision of these services.

5. Given the topography and the rich biodiversity of the regional district, the plan area has numerous environmentally sensitive features that may require a thorough analysis prior to development. This might include an analysis of any liquid waste systems, water and drainage to ensure that there is no adverse effect on human health or the natural environment.

#### 4.17 Community Amenity Objectives

The OCP does not include amenity policies. As amenity needs may differ from area to area, that detail is left to the LAPs to express in the sections that deal with the density policies for the zones in which the *Local Government Act* section 482 powers will be used. An amenity policy for the electoral areas will be developed for an overall consistent approach with the details specific to LAPs and new developments.

## PART 5 IMPLEMENTATION AND EVALUATION

This OCP sets out broad goals, objectives and policies for the plan area. Implementation of those policies requires additional tools. The purpose of this section is to describe specific steps the Regional District can take to ensure implementation occurs effectively. Implementation and evaluation tools include refining the plan, changing existing bylaws, adopting new bylaws, conducting studies to obtain more information and direction, and working closely with other jurisdictions and government agencies. Some of the specific steps are set out in the subsections below.

### 5.1 Monitoring and Review of the Plan

The modernization of the OCP will begin at final reading of this bylaw and will include updating the plan as necessary to ensure its policies remain relevant, clear and easily implemented.

OCP amendments are usually triggered by site-specific rezoning proposals that are inconsistent with the OCP. Other changes to the OCP may be proposed to keep the plan up to date and to meet the needs of a changing community. This OCP is intended as an interim OCP with the modernization phase to begin at the final reading of this bylaw.

Refinements to an OCP may include the following:

1. Periodic assessment of the OCP to determine area revisions;
2. Coordination with changes to provincial legislation (e.g. *Local Government Act*, [Community Charter](#), *Agricultural Land Commission Act*, etc.);
3. Coordination with new or revised provincial plans and policies that relate to land use, water quality and community issues in the plan area;
4. Coordination with new or revised regional plans and policies (e.g. [Regional Growth Strategy](#)); and;
5. Changes to the known geographic extents of development permit areas, as determined through the review of plans, reports and applications submitted by project proponents to the Regional District.

In the modernization, the following will be considered further to board resolution (19-224) that identified hazards in the 2018-2019 risk assessments, as detailed in the Environmental Services Division's April 10, 2019 staff report be integrated in the following documents currently in preparation:

- a. Modernized Official Community Plan for the Electoral Areas (MOCP) and related bylaws as Natural Hazards Planning Areas;
- b. [CVRD Asset Management Strategy](#) as Climate Risk Hazards;
- c. [CVRD Drinking Water and Watershed Protection Plan](#) as key information;
- d. CVRD Conservation Strategy; and
- e. Environmentally sensitive areas.

## 5.2 Performance Measures

This section provides a means by which to measure the success of the OCP in terms of the effectiveness of its objectives and policies. The land use inventory statistics will outline the amount of land in the plan area, which is currently 313,887 ha (775,632 ac), shown on Schedule L and on Table 5-2. Regional Performance Measures as follows:

### A. Renewable Resource – Agriculture

The current amount of land designated for Renewable Resource – Agriculture use is approximately 11,382 ha (28,127 ac), or 3.6263% of the plan area.

### B. Renewable Resource – Forestry

The current amount of land designated for Renewable Resource – Forestry use is approximately 265,334 ha (655,653 ac), or 84.5316% of the plan area.

### C. Industrial

The current amount of land designated for Industrial use is approximately 461 ha (1,138 ac), or 0.1467% of the plan area.

### D. Institutional

The current amount of land designated for Institutional use is approximately 312 ha (770 ac), or 0.0993% of the plan area.

### E. Park

The current amount of land designated as Park is approximately 26,716 ha (66,018 ac), or 8.5115% of the plan area.

### F. Freshwater

The current amount of the plan area designated as Freshwater is approximately 8,860 ha (21,893 ac).

### G. Marine

The current amount of the plan area designated as Marine area is approximately 22,304 ha (55,115 ac).

### H. Commercial

The current amount of land designated for Commercial use is approximately 317 ha (784 ac), or 0.1011% of the plan area.

### I. Residential

The current amount of land designated for Residential use is approximately 9,269 ha (22,904 ac), or 2.9529% of the plan area.

### J. Railway Transportation

The current amount of land designated for Railway Transportation use is approximately 96 ha (237 ac), or 0.0306% of the plan area.

### K. Growth Containment Boundary

The current amount of land in the GCB is approximately 2,786 ha (6,885 ac), or 0.8877% of the plan area.

1. When calculating the land use designations, land within the ALR is included in the designation within which it sits.
2. In the plan area, the total amount of ALR land is approximately 12,304 ha, or 3%.
3. In the plan area, the total amount of land within the growth containment boundaries is approximately 2,786 ha, or 0.8877%.
4. In calculating the total plan areas and percentages, Marine and Freshwater were not included.

The performance of the plan will be measured through a performance measures index to be fully developed at the modernization phase as set out by the OCP directions, objectives and policies. The following indicators are identified at a high level in [Table 5-1, Performance Measures and Policy Areas](#), and [Table 5-2, Regional Performance Measures](#), which identifies land designations. Table 5-1 will provide a basis for discussion during modernization, and Table 5-2 forms the basis of the amount of land in each designation to track in the future. Content and gaps will be reviewed during the modernization.

Table 5-1 Performance Measures and Policy Areas

This includes known information for the electoral areas, with gaps identified for the later modernization phase of this plan.

Policy Area	Growth Management	Natural Systems	Infrastructure	Livelihoods	Well-being	Climate Change	First Nations
<b>Growth Containment Boundary</b>	Percentage of new dwelling units inside the growth containment boundary with a target of 90% (current plans state all) growth in GCB every five years Not consistent for all electoral areas Sub-designations to include targeted range of densities & whether boundary is hard or permeable	Protection of natural systems	Asset management plan	Mode of journey to work Greater accessibility to jobs (e.g. Remote working), goods, services and amenities Increase in green businesses	Commuting time reduced between home and work More inclusive, equitable communities – stated as general policies	Transit ridership Reduction of GHG emissions	Consultation on land use planning
<b>Settlement Centres</b>	Population density Population/jobs density in the major rural and rural settlement nodes (Not consistent for all electoral areas)		Growth aligned with services	Decrease in conversion of industrial lands for other purposes Revise the allowed use within industrial lands to maximize employment opportunities Manage the landscape between working centres and residential use	Range of housing choices improved – needs clarity		
<b>Rural Lands</b>	Reduced loss of rural and natural resource lands (derived from calculations)	Rural Protection Area remains intact – needs more clarity		Appropriate balance between rural communities and GCB – not clearly stated policy			

<b>Policy Area</b>	<b>Growth Management</b>	<b>Natural Systems</b>	<b>Infrastructure</b>	<b>Livelihoods</b>	<b>Wellbeing</b>	<b>Climate Change</b>	<b>First Nations</b>
<b>Rural Settlement Areas</b>	Growth in containment boundaries		Growth linked to service areas				
<b>Future Growth Area</b>	Included in some plans, future areas must be identified in all plans and mapped – legal requirement		Linked to service provision	Increase of industrial lands (not clear in electoral area plans)	Community design that supports healthy lifestyles	Any lands rezoned are within the containment boundary and Transit ready – contained in some plans	
<b>Services &amp; Infrastructure</b>	Regional District Water; Liquid Waste; Solid Waste		Services & Infrastructure provided in cost-effective manner over long term including operating & maintenance	Establish universal access to telephone and broadband infrastructure and develop a consultation plan for telecommunications		Asset management	
<b>ALR</b>	No net loss of the ALR	Interfaces between GCB & Agriculture are buffered		Increase in farmers & young people in farming Increase farm use land in and outside the ALR from 46% of total ALR land in farm production		Increase carbon sequestration Increase land in crop production	
<b>Forestry</b>		Forestry practices that protect environmentally sensitive areas				Considers impacts of climate change on species	
<b>Industrial</b>		Resource extraction minimizes impact of natural systems	Support a transition to clean tech and circular economy within the industrial sector	Increase industrial land use			
<b>Green Space</b>		Protection of sensitive ecosystems			Encourage green space use for recreational activity		

<b>Policy Area</b>	<b>Growth Management</b>	<b>Natural Systems</b>	<b>Infrastructure</b>	<b>Livelihoods</b>	<b>Wellbeing</b>	<b>Climate Change</b>	<b>First Nations</b>
<b>Blue Space (water)</b>		Protection of blue space				Considers impacts of climate change such as sea level rise	



Table 5-2 Regional Performance Measures

Regional Plan Area for the Electoral Areas

Land Use Designations	Rural Area		Rural Area % of Local Plan	Growth Containment Boundary Area		Growth Containment Boundary Area % of Local Plan
	Hectares	Acres		Hectares	Acres	
Renewable Resource - Agriculture	11,380	28,121	3.6256	2	5	0.0007
Renewable Resource - Forestry	265,328	655,639	84.5297	6	15	0.0019
Industrial	445	1,098	0.1416	16	40	0.0051
Institutional	158	390	0.0503	154	380	0.0490
Parks	26,464	65,394	8.4311	252	624	0.0804
Freshwater	8,860	21,893		0	0	
Marine	22,294	55,089		11	26	
Commercial	169	417	0.0538	148	367	0.0473
Residential	7,071	17,474	2.2529	2,197	5,430	0.7001
Railway Transportation	86	212	0.0273	10	25	0.0032
<b>Total</b>	<b>311,101</b>	<b>768,747</b>	<b>99.112</b>	<b>2,786</b>	<b>6,885</b>	<b>0.888</b>

	Hectares	Acres
Rural Area	311,101	768,747
Growth Containment Boundary Area	2,786	6,885
<b>Grand Total</b>	<b>313,887</b>	<b>775,632</b>

1. When calculating the land use designations, land within the ALR is included in the designation within which it sits.
2. The regional plan area comprises the rural and village/growth containment areas for all electoral areas.
3. In the plan area, the total amount of ALR land is approximately 12,304 ha, or 3%.
4. In the plan area, the total amount of land within the growth containment boundaries is approximately 2,786 ha, or 0.8877%.
5. In calculating the total plan areas and percentages, Marine and Freshwater were not included.

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- Area B Shawnigan Lake Local Area Plan
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