

**ELECTORAL AREA B – SHAWNIGAN LAKE LOCAL AREA PLAN**

August 10, 2020 – DRAFT

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## **PART 1      VISION AND GOALS**

### **1.1      Vision**

The vision statement in the Cowichan Valley Regional District (CVRD) Official Community Plan for the Electoral Areas (OCP) describes the Cowichan Valley as the regional board imagines it in the year 2050:

*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 regional vision represents a composite of the separate vision statements included in each of the nine local plans for the CVRD's electoral areas and villages.

The Shawnigan Lake local plan is one of three parts of the South Cowichan OCP and includes the following local vision statement:

*Shawnigan Village will be one of the most desirable places to live on Vancouver Island, through revitalization that focuses on public spaces with exquisite lake views and shoreline access, and watershed protection.*

### **1.2      The Plan Area**

The local plan area includes all of electoral area B of the Cowichan Valley Regional District. This plan area includes the unincorporated community of Shawnigan Lake and encompasses approximately 29,657 hectares (ha) or 73,283 acres (ac) of land area and 686 ha (1,695 ac) of water area.

The South Cowichan OCP is essentially a four-document local plan that includes a main OCP document and three village local plans. The transition to a harmonized OCP recognizes the South Cowichan OCP with some overlap with the area A, B and C local plans. The local plan for area B includes the Shawnigan Lake Village local plan. It is recognized that in the forthcoming Modernized Official Community Plan for the Electoral Areas (MOCP), the local plan for area B may reconsider an area A, B and C master local plan.

Shawnigan Village is a small, unincorporated settlement located on the northeastern shore of Shawnigan Lake. It has a unique, rustic appeal and is mainly noted for its recreational opportunities associated with the lake and for its many studios and small shops. For people living nearby, it consists of the commercial core where services can be attained. For tourists and visitors, it is a quaint village where one can take music, art, theatre or dance lessons, enjoy the many recreational activities such as swimming, boating or hiking, or simply enjoy one of the most peaceful and picturesque places on southern Vancouver Island.

The growth containment boundary includes the village core, where most commercial and mixed commercial/residential uses are located, and the residential settlement areas on the northeast areas of Shawnigan Lake. It is in this area that most future development in electoral area B will occur. Future growth and development in this area will provide a revitalized core and a diverse array of housing to ensure the needs of the entire community are met, from young families to seniors who wish to remain in the community. At the same time, the rustic, rural character of the village will be preserved.

### **1.3 Relationship to Other Jurisdictions**

Electoral area B lies in the southern portion of the Cowichan Valley Regional District in the southern half of Vancouver Island.

In relation to other jurisdictions, the plan area is bound on the south by the Capital Regional District (CRD), on the east by electoral areas A and C, on the north by electoral area E, and on the west by electoral area F. There are no First Nations reserves within electoral area B.

The influence of the Capital Regional District in the growth, development and present character of the local plan area has been profound. The CRD is a major employment centre, with comparatively expensive housing. Median prices of single-family residences in the CRD were well over half a million dollars at the time this plan was written. There is a considerably lower entry point to the single-family residential market in the CVRD, although this gap appears to be closing. Because of this, and the rural lifestyle and natural beauty offered by the South Cowichan, the plan area is seen by many people employed in the CRD as a viable location to live, with a commute to Victoria being part of the daily routine or to have weekend or summer residences. This phenomenon has kept growth rates in the South Cowichan at a consistently high level for decades, and as road improvements are continually made, the effect has been reinforced.

Similarly, the local plan adjoins the Malahat, Est-Patrolas or Hatch Point First Nations reserves. The valuable contribution First Nations communities make to the South Cowichan area is recognized, along with the need to consult with First Nations governments on land use matters and other matters of mutual interest.

### **1.4 Shawnigan Lake Character, Past & Present**

#### *Shawnigan Village Yesterday*

The first people to use the Shawnigan Lake area were the Coast Salish nations of Cowichan, Tsawout, Tsartlip, Pauquachin, Malahat and others, who generally visited the Shawnigan Lake area for camping, fishing and gathering. Lands within the village area are within the traditional territory of the First Nations bands that originally inhabited this area. The name Shawnigan is an adaptation of the Hul'qumi'num name Shaanii'us, describing the lake on which the village is situated.

A few European settlers arrived by the 1860s, when a trail was built from Goldstream over the hills to Shawnigan Lake (roughly in the location of Sooke Lake Road), but it wasn't until after 1886, when the Esquimalt and Nanaimo Railway was completed, that a cluster of homes was built. Those working to build coal baron Robert Dunsmuir's railway along the east side of Shawnigan Lake included many immigrants from China, India and Japan who had initially been drawn to the area by opportunities for work in logging and mining camps.



During the late 1880s Shawnigan Lake became known by Victoria residents as a fashionable weekend get-away spot, with the railway providing access. The first hotel at Shawnigan Lake (Morton House) was built in 1885, a year before the E&N Railway was completed. The first two excursion trains to Shawnigan Lake were run on Good Friday, 1887, with 200 passengers on both trains. Visitors far outnumbered residents, especially in summer and on weekends, when large numbers would arrive by train to enjoy the many festivities that marked the small settlement. Visitors camped or stayed in the hotels that were established for that purpose.

Within a year of Prime Minister Sir John A. Macdonald driving the last railway spike at Cliffside, just south of Shawnigan Village, there were often 300 to 400 people arriving by rail to stay every weekend. By 1900, there were two big hotels (Shawnigan Lake Hotel and Strathcona Hotel) that hosted regattas, dances, concerts, company picnics, steamboat rides and fishing and hunting parties. Through most of the next century, Shawnigan Lake served as a cottage community, a place where one could get away from the hustle of Victoria and enjoy the serenity of a waterfront setting. Surprisingly, by 1912, much of the waterfront was already sold or spoken for. Hunting and fishing were a main activity at the time and there was an abundance of wildlife—deer, cougar, elk and birds, which persisted until well into the 1900s.

In addition to the railway, the forest industry helped to establish the Shawnigan Lake community, providing employment for those who lived there and lumber to build nearby homes. The first sawmill was in production by the fall of 1890, complete with a boarding house, general store, bunkhouse, cookhouse, laundry and a cluster of small dwellings surrounding them. Located at what is now Old Mill Park, the Shawnigan Lake Lumber Company leased the timber rights and harvested the lands all around the lake, from the shoreline to one mile back from the shoreline. The Shawnigan Lake mill (which burned down three times and was rebuilt twice) operated from 1890 to 1945. At its peak, it employed 250 people. Initially, nearby logs were hauled to the mill by oxen. Later, horses and steam donkeys were used to haul the logs into the lake, where a steam tug would haul them across the lake to the mill. A log dump was established at the (now) West Provincial Park.

Some of these early pioneers and lumbermen established themselves full time in the Shawnigan community, generally building their home sites on the east side from the base of Old Baldy Mountain to just north of where the village is now located. While the land was subdivided all the way around the lake, most of the services, stores, hotels and dwellings were situated in the village area, adjacent to the rail stops. Many prominent people, who were attracted by the peaceful serenity of the community as well as its location near Victoria, bought tracts of land on or near the lake—several judges, Victoria businessmen, teachers and famous artists established themselves in the community. Many large properties on the lake have been passed down through several generations for over a hundred years and are still owned by the same families. In 1903, Shawnigan-Mill Bay Road was built, allowing even greater opportunities for travel to and from the community.

The first public school (named Malahat School) opened in 1893. Shawnigan Lake Boys' School opened in 1916 in a house that had previously held a small girls' school. Shawnigan Lake School quickly achieved, and has maintained, educational standards rated at the top for international excellence. In 1927, Strathcona Lodge, a girls' boarding school, opened in one of the old hotels and was successful for over 50 years.

Shawnigan Lake was a busy community. Weekly dances, annual flower shows, and numerous fundraisers kept residents active. The owner of the Shawnigan Garage built a community water system in 1927 to service the garage, a dwelling and two stores. Agricultural lands were being harvested and the forestry industry was booming.

Until the village fire of 1930, the commercial core was on the village lakefront. After the fire, the village re-established itself at its present location, relocating a variety of shops and services—a library, post office, at least two general stores, including Aitken and Fraser, laundry, coffee shop, butcher and bakery. The only building that was rebuilt on the waterfront was the Shawnigan Lake Athletic Association Hall, which later became the Shawnigan Lake Community Hall.

Meanwhile, in the 1920s and 1930s, the E&N railway was running four passenger trains per day—two north and two south—along with numerous freight trains through all hours of the day and night. Shawnigan Village was thriving. The entire Shawnigan Lake community experienced a boom in the mid to late 1930s. The Shawnigan Beach Hotel (formerly the Forest Inn) was renovated and expanded, the Shawnigan Garage was expanded, and several new stores were established. By 1940, there was a fire brigade due to the air raid precautions from World War II, barber shop, art studio, photographer studio and a Legion branch. The community expanded the water system to serve a few more central buildings, and electricity was expanded.

Since the mill's demise in 1945, several small mills have operated in the area, but most of the timber rights in the area were allocated to large companies that transported the logs by road to mills outside of the Shawnigan Lake area. Still, many Shawnigan Lake residents continued to work in the mills and in outlying timber licence areas. The forest industry continued to be a major economic driver.

Shawnigan Village was a prosperous and busy community until the mid-1940s when the automobile began to overtake rail transit as the preferred transportation mode. The Island Highway bypassed the Shawnigan Lake community, and trains that had previously attracted so many became fewer and fewer. The station agent at Shawnigan Lake was removed in 1958 and the number of trains per day gradually decreased.

While its location off the main route may have helped to cause the decline of the Shawnigan Village as a regional centre, it also allowed the community to remain quaint and unique, and Shawnigan Lake residents continued to make community improvements. The water service that had previously serviced the Shawnigan Garage and two other buildings was expanded to serve about 60 buildings in 1966. The Shawnigan Lake Fire Improvement District was formed in 1950 to ensure fire protection for the area.

The 1970s saw a large influx of residents to the Shawnigan Lake area. That trend continues today. Major events such as triathlons, marathons and regattas and attractions such as the historic Kinsol Trestle continue to attract people to this beautiful community.

### *Shawnigan Village Today*



Of more than 8,500 people residing in electoral area B, about 3,600 live in the Shawnigan Lake community. There are over 1,300 (single-family and mobile home) dwellings in the village, and an estimated 50 businesses, many of them home-based. The arts community has maintained its prominence—a music studio, theatre, museum, yoga and dance studios and art studios are all present. There is also the original grocery store, a barber, several restaurants, a realty office, medical clinic, police station, community centre, several boutiques, hairdresser and other services. The village is noted for high quality restaurants that serve local organic produce. Discovery Elementary School and Shawnigan Lake School are located within the growth containment boundary, while Brookes Shawnigan is nearby.

The main defining characteristic of Shawnigan Lake is the stunning lake itself, with its many recreational opportunities—swimming, sailing, fishing, canoeing, kayaking, water skiing and camping. There are also numerous parks and hiking trails. The community is naturally endowed with plenty of greenspace and spectacular scenery.



Shawnigan Lake has continued to be known for its water-dependent recreational opportunities. Residential development has spread out into rural areas as roads have improved, and many residents work outside of the area. However, despite all the development that has occurred in its watershed, it is still one of the most beautiful lakes in Canada, and it continues to be the attribute that Shawnigan Lake residents are drawn to and depend upon.

Shawnigan Village is the most challenged of the three South Cowichan village areas for provision of community sewer services. This is because it both has the most populous core area and at the same time does not have any existing private or public sewer systems in the village core area that could constitute the nucleus of a public sewer service. The Shawnigan Beach Estates sewer system is located in the western part of Shawnigan village containment area, but it is at full capacity and therefore incapable of expansion.

### *Shawnigan Village Tomorrow*

The defining characteristic of Shawnigan Village is the lake—it draws people to the village and makes them want to live there. It is not surprising that residents place a high priority on protecting Shawnigan Lake and its watershed from potential development impacts. As its second largest lake, it is a jewel of the CVRD, and it contributes to the social and economic well-being of all



CVRD residents. All the goals, objectives and policies within the OCP are consistent with the need to protect the Shawnigan Lake watershed.

Residents have expressed the need to protect the lake while at the same time allowing for more residents to gain benefit from it. New commercial areas and public spaces in the Shawnigan Village core will be oriented to the lake so residents and visitors alike will enjoy the lake ambiance while they shop, access the shoreline or have lunch with friends or neighbours, while enjoying a view of the lake. It is possible and feasible to protect the watershed and at the same time allow for new shops, services and restaurants in the village area. Residential development will be encouraged to locate above commercial businesses, to create a more active, vibrant village, where there are 'eyes on the street'. Lake views and lake access will be enhanced.

### *Community Heritage Register*

In recognition of the Cowichan Valley's rich historical and cultural resources, the CVRD Board established heritage conservation as a service to electoral areas in 1999 and a Community Heritage Register (CHR) in 2009. The intent of the heritage program is to promote public awareness of community heritage values, to support heritage conservation and heritage tourism initiatives, and to document significant historic places on the Community Heritage Register.

It is an objective that the CVRD will implement the Community Heritage Register of buildings, structures, cemeteries, landscape features, sites and objects. At the time of adoption of this OCP, there is one designation in electoral area B—Kingzett Lime Kiln (north of the village).

Other Shawnigan area historic places listed on the Community Heritage Register include the following:

1. *The Kinsol Trestle*. The trestle is a part of the original CNR right-of-way, spanning the Koksilah River just west of Shawnigan Lake. It is said to be the highest existing wooden railway trestle in the British Commonwealth, standing 48.5 metres (m) high, and has been sensitively rehabilitated by the CVRD under the Regional Parks and Trails Program for re-use as a key link in the Cowichan Valley Trail, which is part of the Trans-Canada Trail.
2. *The Kingzett Line Kiln and Ceramic Well*: Located directly off a wide trail near Kingzett Lake in Shawnigan Lake, this site contains the well-preserved remnants of a large vertical periodic kiln and a ceramic brick-lined well covered with a concrete slab, both claimed by forest growth. This historic place includes the lime kiln, ceramic well and the surrounding site.
3. *The Last Spike Stone Cairn*: This six-foot-tall stone cairn, embossed with two plaques, is located on the old Cliffside Station site of the E&N Railway, at the top of Cliffside Road in Shawnigan Lake. The historic site includes the stone cairn, the railroad section where the last spike was driven and the land the site is located on.
4. *Old Mill Park*: Old Mill Park is a municipally owned 17.5-ac lakefront nature park located off Recreation Road in Shawnigan Lake. This historic park consists of forested areas and features lookouts, bridges, trails, lake access points, picnic areas, a playground and a small beach.
5. *The Shawnigan Lake Museum*: This small, one-storey, wood-framed building is green with red and cream painted framing, and has a protruding entryway topped with a small hipped



roof. This historic place is limited to the building footprint and is located on a small park in Shawnigan Lake.

Other heritage resources that may have significant heritage value and will be considered for inclusion on the CVRD Community Heritage Register include but are not limited to the following:

1. *The Lion*: The Shawnigan lion is a concrete, life-size replica of the lions that are posed to guard the steps of the B.C. legislature. The Shawnigan lion was built to face north along the eastern shoreline of Shawnigan Lake at what was then Rockvale Estates, home to Chief Justice Gordon Hunter, famous for ruling against a discriminatory immigration law that barred entry to East Indian migrants, despite their British citizenship. His ruling was controversial at the time and was in turn overruled by the B.C. Supreme Court. To illustrate his chagrin, he stated that politics in Victoria “make an ass of justice,” and he commissioned George S. Gibson, an architectural carver from Shawnigan Lake, to create and position the lion to face north, in order that its other end point directly toward the parliament buildings in Victoria. That the lion was created by George Gibson may be sufficient to warrant heritage status, as his work is incorporated into many significant historic structures in Canada. Rockvale Estates briefly operated as a hotel, then as Cliffside Preparatory School from 1959-1977 (Cliffside accommodated about 110 international students and adopted the lion as their crest) and more recently as the Lions Easter Seal site. The lion has been maintained over the years, in 1986 receiving restoration by the famous rock sculptor, Gus Galbraith.
2. *Riverside House*: Located at 1845 Renfrew Road, Riverside House was built in 1922. The first resident was an early pioneer woman, Mrs. Bloomquist, whose husband was a river pilot who died in 1918. In the 1930s she rented out Riverside to a succession of tenants that included Mr. & Mrs. P.G. Cudlip and Constable Bobby Ross. In 1952 the property was sold to the United Church and used as a manse. Riverside has changed ownership several times since. It has been used as a dwelling and art studio, where many Shawnigan residents learned to paint, and many architectural features of the 1920s still exist. A commercial restaurant that would showcase the building and the history of Shawnigan Lake is currently proposed on the site.
3. *Shawnigan Lake Provincial Park, Shawnigan Lake*: This property was used as a log dump for the Shawnigan Lake Lumber Company, beginning in about 1890. A massive wooden rail trestle, built on piles in the lake, extended well beyond the shoreline of the park. Locomotives dragged logs across the top of the trestle and the logs were dumped into the lake and towed by a steamboat to the mill on the east side. A small number of piles from the trestle can still be seen in the vicinity of the park.
4. *Marifield Manor at Shawnigan Lake*: The Marifield Manor was developed in 1910 by Colonel Eardley-Wilmot. The estate was a popular retreat for the colonel's friends. It included wooden tennis courts and a tea pavilion, and impressive lake views. The main house, which he named Knockdrin after his estate in Ireland, is now a bed and breakfast.
5. *Shawnigan Beach Hotel*: Located at 2070 Renfrew Road, the Shawnigan Beach Hotel was built around 1900. The house and adjacent property were purchased in 1926 by Frederick Mason-Hurley, who renamed the house Glenduffe and established the Forest Inn, which was eventually expanded and became the Shawnigan Beach Hotel.

6. *The Heald Road House*: Located along Heald Road, this little blue house was built in about 1900 as a cottage for the Shawnigan Lake Hotel and was the only building on the waterfront to escape the interface fire of 1930.
7. *Burnt Bridge*: The first bridge at this site, built in the late 1860s, was erected to access the Robertson silver mine and was part of the Silver Mine Trail. The original bridge was lost in a large forest fire, and this current bridge is the third bridge on site.
8. *Shawnigan Garage*: Alexander's Garage opened in 1925 on the same site that Shawnigan Garage operates today (on the corner of Shawnigan-Mill Bay Road and Shawnigan Lake Road). This garage offers fuel sales and automobile services on site. A collection of used bunkhouses makes up part of the buildings that are still in use today.
9. *All Saints Anglican Church*: The church was built in 1913 on a hill overlooking Shawnigan Lake, on Hipwood Road, where parishioners would attend services. In 1938, the church was sawn in half and moved to a more convenient location, at the corner of Wilmot and Wallbank Roads. It was de-consecrated in 1976 and for many years was home to the successful Auld Kirk Gallery. Beautifully upgraded, the building has apparent heritage value. The original parish house, still located at the top of Hipwood Road, also has potential heritage value.
10. *Mary Queen of the World Catholic Church*: The first public school at Shawnigan Lake opened on this site in 1893. When another school opened in the village in 1951, the old buildings were considered redundant. The Catholic church bought the property and fashioned the two original school buildings into a church. The first service was held in December 1955 and continues today.
11. *The Old Shawnigan Lake Community Hall*: Built in 1931, this hall replaced the original Shawnigan Lake Athletic Association Hall (1910) after a fire destroyed the commercial centre on the Shawnigan Lake waterfront in 1930. The hall was sold to generate funds to build the new community centre and is privately owned.
12. *The Galley*: Early in the 20<sup>th</sup> century, if not before, the property on the south end of Strathcona Bay was the site of a boat rental business. In 1946, new owners added a popular snack bar called The Galley, and the boat rental morphed into a marina with an official water base airport, which is still in use. The Galley has recently re-opened as a restaurant.
13. *Thain Road House*: Built by early pioneers, the house may have architectural heritage value and was the setting for part of the movie *Little Women*, filmed in 1994.

## 1.5 Population and Demographics

The regional official community plan includes the harmonized population, housing and employment projections from all local area plans (LAP). The MOCP and local plans will include regional, sub-regional and electoral area projections. These projections are an important consideration in the development of local plans.

## **1.6 Housing**

Existing information is captured in the OCP population projection (Appendix I). Housing projections will be updated concurrently with population and employment projections.

The estimated housing demand in Shawnigan Lake is higher than other parts of South Cowichan because it has developed faster in the past two decades and has absorbed more population increases. A potential surplus supply in electoral area A could offset any potential deficit within electoral area B. Servicing capacity is a critical consideration in land use designations and zoning or rezoning going forward.

Priority will be granted to the creation of pedestrian and cycling corridors between key community destinations, such as the Community Centre, the public and private schools, parks and residential neighbourhoods. The planned revitalization of the E&N Railway is expected to lead to increased tourism, commuters and freight travel through Shawnigan Village, all of which can assist in revitalizing the village centre in a way that respects the heritage of the village. Corresponding improvements to the public transit system, including construction of well-defined bus stops, pedestrian walkways, bike paths and amenities, and increased road safety will also enhance the quality of life in the community.

The South Sector Liquid Waste Management Plan will be amended to ensure that key areas are serviced by a class A community sewer collection and treatment system. Development that occurs prior to the CVRD system being established will be required to provide a class A system that can later be retrofitted to connect to the future system. The treatment system within the service areas in Shawnigan catchment requires phosphorus removal.

## **1.7 Local Planning Process**

The OCP includes the local planning process for the harmonization of all LAPs. All seven LAPs are being harmonized through the creation of the OCP, which includes each local plan in Schedule B.

At the time of writing this local area plan a Shawnigan Lake Charette is underway to vision the Shawnigan Lake Village. The results of this Charette will be considered in the modernization.

## **PART 2      LAND USE PLANNING DESIGNATIONS**

All future development must be consistent with the objectives and policies of the OCP and the area B Shownigan Lake local plan. The regional land use designations are intended to reflect electoral area and regional commitments and aspirations. Both the regional designations and the local plan designations should be considered.

Except as shown on the Land Use Designation maps (See Schedule L, LB1 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.

### **Symbol Legend:**

- Designations in both the OCP, Part 4 and area B Shownigan Lake local plan.
- Designations in the OCP, Part 4.
- › Designations in the area B Shownigan Lake local plan
- Renewable Resource – Agriculture
- Renewable Resource – Forestry
- Industrial
- Institutional
- Parks
  - › Community Land Stewardship
  - › Village Parks
- Freshwater
- Commercial
  - › General Commercial
  - › Tourist Commercial
  - › Village Commercial
- Residential
  - › Future Development
  - › Manufactured Home Park
  - › Multi Family Residential
  - › River Corridor
  - › Rural Community Residential
  - › Rural Residential
  - › Village Suburban Residential
  - › Village Residential
- Railway Transportation
- Settlement Nodes
- Roads and Servicing
- Temporary Use
- Heritage

## 2.1 Growth Containment Boundary

Growth containment boundary is a land use policy area that includes the village containment boundaries and urban containment boundaries in LAPs. It identifies lands that will support housing and employment growth.

The growth containment boundary includes the commercial nodes and the residential settlement areas in general proximity to them. It is in this area that most future development in electoral area B will occur over the next 15 years.

A technical assessment of developable lands within the Shawnigan growth containment boundary indicates that there is a potential for dwellings within several key development areas (e.g. Shawnigan Station) and potential for additional lands through subdivision, rezoning or infill. The housing projections will be considered with technical assessments in scenarios in the modernization. Development outside of the containment boundary will also be considered.

### 2.1.1 Growth Containment Boundary Objectives

1. Ensure the Shawnigan Village area remains a compact lakeside community. Densities will generally be more rural in areas adjacent to the growth containment boundary.
2. Preserve and enhance the Shawnigan Village character.
3. Develop a Streetscape Beautification Plan for Shawnigan Village with the following considerations:
  - a. mature trees, shrubs and flowers along or adjacent to road rights-of-way;
  - b. cycling and pedestrian walkways along or adjacent to road rights-of-way;
  - c. public outdoor art, seating areas and bike racks;
  - d. farmers market gardens;
  - e. aesthetically appealing and distinctive bus shelters;
  - f. traffic safety measures such as improved pedestrian crossings and pedestrian-only areas in the commercial core; and
  - g. heritage elements.
4. Assess viability of the South Sector Liquid Waste Management Plan to determine wastewater infrastructure requirements to service growth through 2050 with a cost-effective, resilient wastewater infrastructure plan and a long-term strategy to provide sustainable wastewater service.

### 2.1.2 Growth Containment Boundary Policies

The regional board:

1. Does not support servicing to lands outside of the growth containment boundary.
2. Supports establishing form and character guidelines for commercial, multiple family and intensive residential development.

## 2.2 Renewable Resource – Agriculture Designation

The Cowichan Valley has one of the warmest climates 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, as well as being essential to the rural ambience and beauty of the landscape. A primary goal of this local plan is to protect agricultural resource lands and the agricultural industry. The Agriculture designation is also intended to support the agricultural sector

by accommodating supplemental employment opportunities, home-based businesses and value-added opportunities to maintain the viability of farm businesses.

### Renewable Resource - Agriculture Designation

The OCP includes Agriculture objectives and policies. Additional objectives and policies specific to the local area may be considered in the modernization.

## 2.3 Renewable Resource – Forestry Designation

The Renewable Resource – Forestry designation is intended to accommodate forest management and other resource land uses. Each past official community plan adopted for the Shawnigan and larger South Cowichan region has recognized the importance of the forest resource as a renewable resource, even with the cyclical nature of the forest industry, the history of ownership, changes to provincial policy and private sector applications to develop forest lands.

Vancouver Island rainforests are characterized by a maritime climate with warm dry summers, mild winters and abundant precipitation. There is considerable documentation related to the global and national importance of these rainforests; they represent some of the most biodiverse watersheds in the world. Species such as coastal Douglas-fir, hemlock and 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. They total about 80% of this local area plan land base and are designated in this plan as Renewable Resource – Forestry. Unlike mainland B.C. forests, lands on southeastern Vancouver Island have a history of private ownership, beginning with the E&N Railway grant. In the 1880s, as part of its commitment to build the railway, the Province granted some two million acres, between Sooke and Campbell River, to the company charged with constructing the railway. Forest lands were subsequently sold or granted to private companies.

Until recently, 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. Meanwhile, the economy is diversifying, and the relative importance of the service and tourism sectors is growing. Forestry will remain an important natural resource industry but will likely continue to decrease in absolute and relative terms, at least over the short and medium term, due to harvest declines and the closure of local sawmills. However, while the importance of forestry as an economic force has decreased, it will remain a critical economic sector over the long term, as a new generation of trees mature. Forestry management is a provincial responsibility and should be managed to support the sustainability of the industry, the resource and the natural environment. 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. Recently, the Province has allowed the release of large tracts of private forest lands from the tree farm licences. Thousands of hectares of land have been sold on speculation, and new owners, or in some cases the real estate divisions of the forest companies, seek to develop housing or mixed-use commercial developments.

### Renewable Resource - Forestry Designation

The OCP includes Forestry objectives and policies. The objectives and policies below complement those regional objectives and policies.

### 2.3.1 Renewable Resource – Forestry Objectives

1. Reduce the occurrence of wildfire interface events by minimizing the creation of new wildfire interface areas (forest lands fragmented by residential development).
2. Protect resource lands underlain by gravel and other mineral and aggregate resources from on-site and adjacent surface developments, which could render them inaccessible.
3. Ensure commercial harvesting of timber and aggregate resource extraction are consistent with the latest provincial best management practices for natural environment protection.

### 2.3.2 Renewable Resource – Forestry Policies

*To be developed in the modernization.*

## 2.4 Industrial Designation

A strong, diverse local economy requires that the local plan provides a policy framework that encourages industry while at the same time ensuring that new industrial development is environmentally clean, contributes to the quality of life for residents and strives to utilize community resources. The Industrial designation supports secondary forestry manufacturing, value-added agriculture and high-tech industries that have the capability of providing a high standard of employment. There is one industrial designation in the local plan consistent with the OCP. Additional policies below complement OCP Industrial objectives and policies.

The Industrial designation, respecting the rural area, includes lands off Hawking Road (south of Shawnigan Village), along the southerly portion of Shawnigan Lake Road and along Sooke Lake Road. These existing industrial areas are important contributors to the sustainability of the community, but more industrial businesses are required to attract and retain a skilled workforce over an indefinite period. A strong, diverse local economy requires a policy framework that encourages industry and at the same time ensures that new industrial development is environmentally clean, contributes to the quality of life for residents and strives to utilize community resources.

### Industrial Designation

The Industrial designation is intended for industrial uses that may enhance the village character by providing employment opportunities within the local community.

#### 2.4.1 Industrial Objectives

*To be considered in the modernization.*

#### 2.4.2 Industrial Policies

The regional board:

1. Does not support expansion of Malahat Station.
2. Discourages proposals to expand the industrial designation to adjacent land.
3. Discourages additional industrial land designations until Bamberton lands are fully developed.
4. Does not support new industries considered hazardous due to the transport, handling, bulk storage or use of liquefied natural gas or radioactive or other dangerous or toxic materials.



## 2.5 Institutional Designation

There is strong encouragement of institutional uses that provide services and enhance the well-being of the Shawnigan Lake community.

The local plan expands the uses historically provided for in the Institutional designation to allow for affordable seniors' housing near the site of the Shawnigan Lake Legion Hall. Community amenity contributions will help to ensure that, in the future, the village is able to develop the amenities it needs to provide services and maintain its unique character. Shawnigan Village is fortunate to have a wide array of institutional uses, including a post office, museum, community centre, Legion Hall, public school, private school and a church. Lands adjoining the Shawnigan Legion Hall will be designated as Institutional to allow for an affordable seniors housing complex at that location.

The following Institutional objectives and policies complement the OCP Institutional objectives and policies.

### Institutional Designation

The Institutional designation is intended to provide access to recreation and social infrastructure, and the provision of community services is essential for the quality of life and social sustainability of the communities within the Shawnigan plan area.

#### 2.5.1 Institutional Objectives

1. Provide safe pedestrian and cycling linkages throughout.
2. Consider applications for further use of rural areas for institutional uses on a case-by-case basis, with a view to determining community benefit and public good, including the protection of agricultural uses, in establishing such uses in rural areas.

#### 2.5.2 Institutional Policies

The regional board:

*To be considered in the modernization.*

## 2.6 Parks Designation

There are numerous parks in the local plan area, and the CVRD actively encourages additional acquisitions as suitable lands become available. As the population continues to grow, a high priority will be placed on the maintenance of existing parks and trails, and the acquisition of new ones, including trail linkages. See Parks Master for Area B for more information.

As the community grows, it will become even more important to ensure that a variety of recreational uses and walkways are provided. There are several existing parks:

Dougan Park is a 2 ha park that accommodates the Shawnigan Lake Community Centre. It includes a well-equipped adventure playground and walking trails overlooking the lake. The park was purchased by the CVRD in 1989, the community centre was opened in 1994 and the playground was built in 2006. Elise Miles Park shares the same site and consists of the open field adjacent to the former Elise Miles School.

Galland Road Park is a 0.4 ha tot-lot nestled among beautiful, mature trees. This park is owned by a strata corporation and maintained by the CVRD. A small playground and a picnic area were installed in 2002.

Gibsons Park is a 0.6 ha park located in a forested area on Wilmot Avenue and features a playground, picnic area, trails and washroom facilities. This neighbourhood park was acquired by the CVRD during a subdivision approval process in 1988 and was developed between 1992 and 1994.

Masons Beach is a 0.7 ha waterfront park that the CVRD has operated since 1991. It includes a large sandy beach, a swimming area, a picnic area, parking, change rooms and washroom facilities.

Old Baldy Mountain Trail is a 0.55 ha trail network off Shawnigan Lake Road that meanders through subdivisions, offering majestic lake views. This park was acquired by the CVRD in 1985, and the trail was built in 2000. Both are open daily from dawn until dusk.

Old Mill Park is a popular 6.9 ha waterfront park with trails, a swimming area, a playground, a picnic area, parking, washroom facilities, an informational kiosk about the history of the park and a viewing platform for bird watching. The park was the original sawmill site from 1891 until 1945.

Recreation Road boat launch is a 0.09 ha site located south of the commercial core area. It includes a large ramp facility, washroom facilities and parking for boat trailers. The boat launch was upgraded in 2005.

Shawnigan Hills Athletic Park is a 3.7 ha community park located on a plateau in the north village area, adjacent to Shawnigan Beach Estates. It features a sports field, two ball fields, an enclosed sports court, parking and washroom facilities. It was acquired through subdivision in 2001 and development commenced in 2007.

Shawnigan Wharf Park is a 1.2 ha waterfront park located off Thrush Road. It offers a beautiful beach area, swimming area, volleyball court, parking, washroom facilities, public wharf and boat launch. In 1989 the CVRD leased the foreshore and beach from the Ministry of Crown Lands for the purpose of a public wharf, community park and moorage for a fireboat. The following year, the Shawnigan Lake Volunteer Fire Department constructed a boathouse and wharf to house and launch their fire fighting boat. The volleyball court was installed in 2007.

William Rivers Park is a 0.3 ha neighbourhood park in a stunning setting with a picnic area. This park was named after William Rivers, a pioneer who lived in Shawnigan Lake during the 1890s. The parking and picnic area, overlooking Shawnigan Creek, was developed in 1993.

Highland Ridge Park is a 0.4 ha community park with no amenities. It was acquired through subdivision in 2008.

Ceylon Park is a 1.03 ha community park acquired through subdivision in 1983. It has no amenities.

Courtney Way Park is a 1.34 ha community park with no amenities. It was acquired through subdivision in 2000.

Bob-O-Link Trail is a 0.64 ha trail. It was acquired through subdivision from 2007 to 2009.

Melrose Park is nestled in a tree-lined area in electoral area B Shawnigan Lake, at the base of Cobble Hill Mountain. It is a 0.6 ha neighbourhood park equipped with a playground and a picnic area. This park was purchased by the CVRD in 1981 and developed in 1997.

Memory Island Park is a 1 ha island sanctuary on Shawnigan Lake that provides quiet nature viewing on one of the only protected park islands found on a major destination lake. It is accessible only by boat, and offers hiking trails, a beach, a picnic area and toilet facilities. The CVRD has had a permit to operate a park on the site since 2002.

Silvermine Park is a 3.7 ha nature park off Glen Eagles Crescent in electoral area B Shawnigan Lake. This park features rugged hiking trails in a beautiful rainforest setting. It was developed in 2004 and upgraded in 2009.

Spectacle Lake Park is a regional park featuring a gorgeous spring-fed freshwater lake. It is a popular hiking destination and its recreational opportunities include swimming, fishing, hiking, picnicking, beach activities, mountain biking, canoeing and equestrian trail riding. There are numerous sensitive ecosystems within the park. Amenities include a beach, a picnic area, trails, parking and toilet facilities. It was originally the site of a sawmill, in the 1920s and 1930s, and is issued under permit to the CVRD from BC Parks.

Additional existing community parks in are B Shawnigan Lake local plan include:

- Bell Irving Beach Access
- Campbell Park
- Elkington Ecological Reserve
- Elkington Park
- Empress Park
- Hill Park
- Ida CVT Access
- Ingot Drive Park
- Kelvin Creek Park
- Kingburne Park
- Koksilah River Park
- Leonard Park
- Mays Road Beach Access
- McCooey Park
- McGee Creek Park
- Meadowview Park
- Millicent CVT Access
- Mountain Park
- Nugget Park
- Old Baldy Mountain Park
- Peerless Road Park
- Royce Park
- Shawnigan Beach Estates Greenbelt
- Shawnigan Creek Nature Park
- Shawnigan West Arm Park
- Siddoo Regional Park

- Silvermine Trail
- Sooke Lake Road Community Forest
- Stebbings Road Community Forest
- Sylvester Trail
- Taylor Park
- Thain Road Park
- Trestle Estates Park
- Worthington Park
- Worthington Road Beach Access

There are four regional parks (Cobble Hill Mountain Regional Recreation Area, Cowichan Valley Trail, Kinsol South Park and Stebbings Road Park) and two provincial parks (Koksilah Provincial Park and West Shawnigan Lake Provincial Park) in the plan area.

## Parks Designation

The Parks designation is intended to provide recreation and social infrastructure and the provision of community services. The OCP has the Parks objectives and policies. Additional objectives and policies specific to the local area may be considered in the modernization.

### 2.6.1 Parks Objectives

1. Improve pedestrian and cycling linkages throughout the South Cowichan, with links between various land uses and neighbourhoods.
2. Encourage alternatives to automobiles and support active lifestyles.
3. Encourage the Province of BC to allow for the creation of parkland on all Crown land due to the general shortage of Crown land in the local plan area.

### 2.6.2 Parks Policies

The regional board:

1. Encourages a range of community parks, neighbourhood parks and tot-lots, for a diverse population.
2. Supports community participation in the planning, development and stewardship of community parks and trails.

## Community Land Stewardship Designation

The Community Land Stewardship designation is intended to provide limited development with the remaining 85% protected through conservation covenants for nature preservation, an eco-forestry conservation area and parkland.

Lands within the Community Land Stewardship designation are located in the southern portion of electoral area B Shawnigan Lake, south of Stebbings Road, adjoining the Capital Regional District. (See Figure 2-1 Community Land Stewardship) The designation allows for a maximum of 90 dwellings within a 411 ha area. The majority (about 80) of the dwellings will be clustered into two hamlets in the southeastern portion, while the remainder will be situated in the central and northern part of the designated area. Within the Community Land Stewardship designation, development is permitted on 15% of the total designated area, with the remaining 85% protected

through conservation covenants for nature preservation, an eco-forestry conservation area and parkland.

Within the hamlet areas the designation allows for a small-scale coffee/tea house, bed and breakfast accommodations and home-based businesses. There is also provision for a guest lodge use, which would have a spa and related accessory activities. There will also be a retail commercial store use. A value-added forest industrial area is also included in the designation, primarily to process the logs harvested within the designated lands. This designation represents one of the only areas on this portion of the Malahat that has not been recently clear-cut. Logging activities are a provincial responsibility, and the CVRD has had no measurable influence over the management of working forestlands in the region. Within the Community Land Stewardship designation, forestry activities are restricted by covenants requiring that only sustainable logging practices may occur.

Forest management will be further controlled through the donation of those timber rights to the registered Canadian charity the Trust for Sustainable Forestry, which will manage the harvesting according to the established forest management plan, as per the Forest Stewardship Council certification process. The ownership of the timber rights by a third-party, not-for-profit entity will ensure that local or strata pressures will not influence harvesting procedures beyond what is permitted by the covenants and FSC certification. Lands within the Community Land Stewardship designation include the headwaters of Shawnigan Lake—an extremely important series of wetlands, lakes and streams that feed into and sustain Shawnigan Lake. The CVRD and the Land Conservancy of British Columbia are party to the covenants that are in place to protect this area. In specified areas where logging can occur, careful logging practices are required to reduce the risk of local flooding, nutrient and siltation loading of the lake, and sustainability of the forest resource.

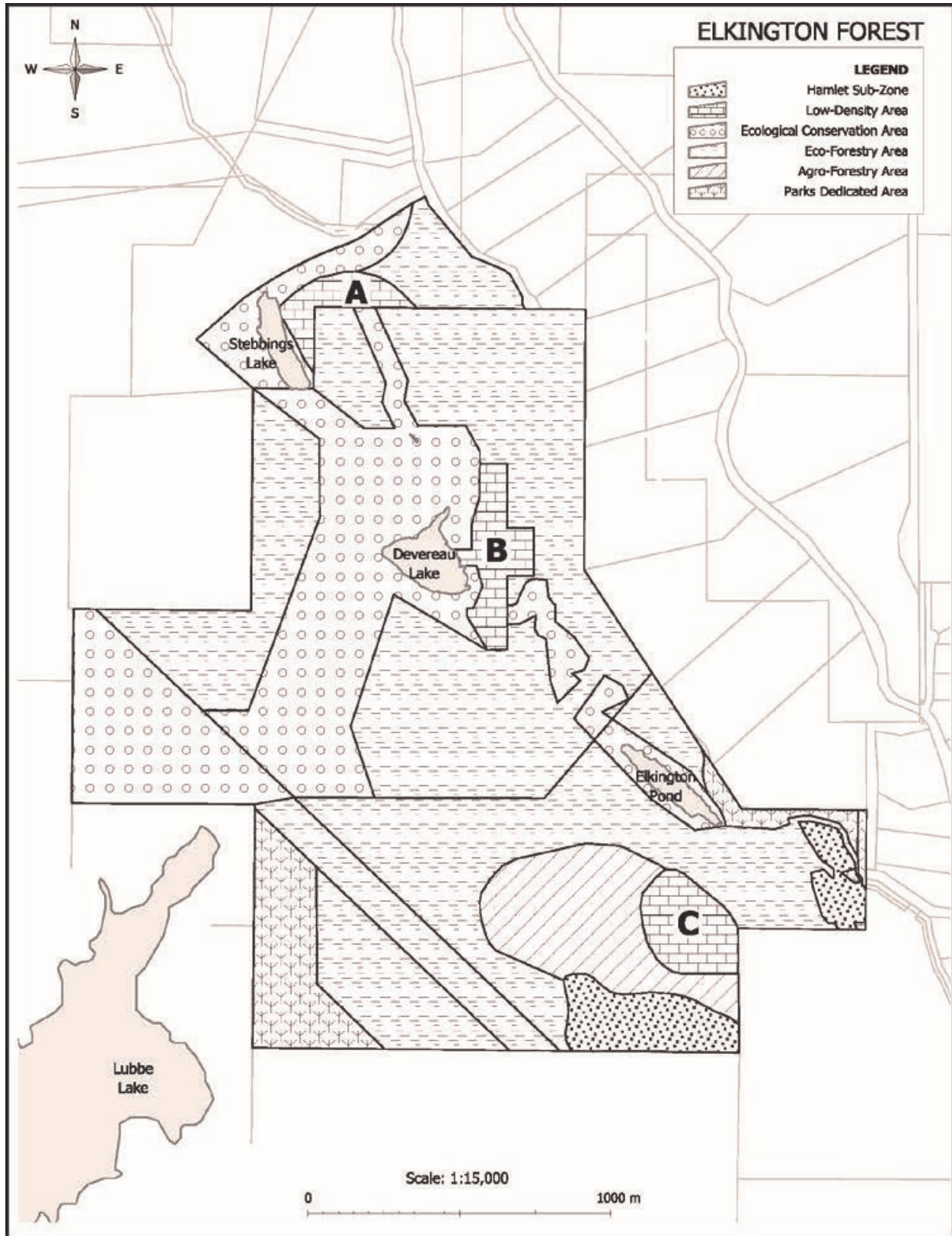
### 2.6.3 Community Land Stewardship Objectives

1. Preserve the headwaters of Shawnigan Creek and Shawnigan Lake, including riparian areas and sensitive ecosystems.
2. Promote sustainable logging practices that reduce the risk of local flooding and nutrient loading or siltation of watercourses.

### 2.6.4 Community Land Stewardship Policies

*To be developed in the modernization.*

Figure 2-1 Community Land Stewardship





## Village Parks Designation

The primary purpose of the Village Park designation is to protect, enhance and acquire parks. The many parks help to define Shawnigan Village as a community and raise the quality of life for residents.

### 2.6.5 Village Parks Objectives

1. Preserve, enhance and increase green space, parks and trails.
2. Maximize opportunities for recreation and active living in Shawnigan Village.
3. Provide pedestrian access between parks and trails and residential areas, the commercial core and the lake.
4. Acquire new parkland and maintain and improve existing parks.

### 2.6.6 Village Parks Policies

The regional board:

1. Supports parks and recreation as essential to personal health, strong families and healthy communities.
2. Encourages a healthy, vibrant and aesthetically pleasing community with an abundance of indoor and outdoor public and open spaces.

## 2.7 Freshwater Designation

There is one water designation in the local plan area: Freshwater. The lakes within the plan area include Stebbings Lake, Devereux Lake and Shawnigan Lake.

By far the two most important geophysical elements of the community of Shawnigan Lake are the lake and its watershed. This section of the plan provides objectives and policies that are designed to ensure the preservation of the natural, water-purifying and water-retaining functions of the watershed so that the community surrounding this beautiful lake can continue to use and enjoy its waters in perpetuity, secure in the knowledge that their health and safety are not at risk. For the purposes of this plan, the Shawnigan Lake watershed is the area that feeds water into Shawnigan Lake.

Shawnigan Village is a lakeside community that, due to historical development patterns, has limited access to the waterfront. To improve public waterfront access over the long term, and to promote a healthy community with a wide variety of recreational opportunities, all applications for rezoning a parcel of land along the Shawnigan Lake shoreline will be conditional on the provision of public access to the waterfront, to accommodate the construction of a public walkway along the shoreline. What happens on watershed lands sooner or later affects the quality and quantity of the water in the lake. This indisputable fact means that we must be as careful with the lake's watershed lands as we are with the lake itself. If we fail in this responsibility, we and future generations will, at some point, be faced with the enormous capital and operational costs of treating the lake's water and distributing it to all households and businesses that have traditionally been able to use these waters with little or no treatment. No alternative water source is reasonably available to this community.

Streams, rivers and lakes worldwide are experiencing a decline in water quality, as the number of people in their watersheds increase. Shawnigan Lake is no different in this respect. Signs of water



quality deterioration have been detected by the University of Victoria water monitoring research program (Mazumder, et. al.). This makes the objectives and policies particularly important for the health and general well-being of all of those who will live, work and visit here in the years to come.

Some community watersheds, such as the Sooke Lake watershed, contrast starkly with the Shawnigan Lake watershed. While both watersheds serve as sources of water for sizeable populations, Sooke Lake watershed is intensively managed whereas Shawnigan Lake watershed lacks sufficient management. Those who manage the Sooke Lake watershed forbid any form of trespass. No one may live there. Float planes and motorized boats are not allowed, and many other restrictions exist and are strictly enforced. The reason for these restrictions and prohibitions is that the Sooke Lake watershed is single purpose (i.e., the provision of potable water to the people of Greater Victoria), not multi-purpose like the Shawnigan Lake watershed. Most lands adjoining Shawnigan Lake were developed before the CVRD even existed.

It is not known what types and intensity of land uses the watershed can endure before drinking water quality is irreparably compromised, but we do know that there is a limit, and that it is based upon the characteristics of the watershed. For example, we are fortunate that Shawnigan Lake water is replenished almost annually, as water quality declines most dramatically in lakes with long water residency periods (the length of time that a unit of water stays in a lake). However, climate change may test the resilience of the watershed. There has been a slow but steady increase in the amount of rainfall and in warming trends. Climate scientists predict shorter, wetter winters and longer, dryer summers. This may impact cold-water fish, accelerate algae blooms and cause unprecedented high and low lake levels. Water quality could become more problematic.

Another matter outside the jurisdiction of the CVRD is the logging of the watershed rainforest cover. The Shawnigan Lake watershed consists of tree-dominated ecosystems that change as the number of trees declines. This impacts the hydrologic characteristics of the watershed and lake. The Shawnigan Lake watershed was almost completely forested prior to 1900. By 2000, many forested areas had been permanently lost to houses, roads and other land uses, while others were replanted for future harvests. Between 1990 and 2010, with the exception of a few blocks of Crown land, most of the remaining forest-zoned lands in the watershed have been logged.

We must ensure that we do not compromise the watershed ecosystems. Several thousand residents rely on Shawnigan Lake for their household water. The lake's watershed is a small one that is facing major challenges associated with climate change and population growth. The time has come to come to grips with the issue of limits to development in the Shawnigan Lake watershed. Where development does occur, mitigating measures, such as rainwater management, buffering, and pollution and sediment control measures, must be ensured.

The following Freshwater objectives and policies complement the OCP Freshwater objectives and policies.

### 2.7.1 Freshwater Objectives

1. Prepare a watershed management plan for Shawnigan Lake which includes
  - a. a hydrological study of the lake to
    - i. provide a scientific basis for management of fresh water within the watershed;
    - ii. determine optimal lake levels and provide further guidance for lake level management through the weir on Shawnigan Creek; and
    - iii. provide a basis for integrated water management within the watershed.

- b. a water quality monitoring function to monitor the lake during periods when lake water quality is most at risk;
  - c. a pollution point source detection function; and
  - d. a plan to reduce and, where possible, eliminate pollution sources.
- 2. Amend the South Sector Liquid Waste Management Plan and place a high priority on the establishment of a CVRD-owned and operated community sewer system for key areas within the Shawnigan village containment boundary, to protect lake water quality, facilitate development of a compact, complete village community and protect ecosystems within the Shawnigan Lake watershed.
- 3. Improve the inspection and maintenance program for septic systems within the Shawnigan Lake watershed.
- 4. Provide public viewpoints with rest areas to welcome residents and visitors to enjoy the view in a quiet setting.
- 5. Discourage rezoning of additional lands to industrial uses within the Shawnigan Lake watershed.
- 6. Encourage the Ministry of Transportation and Infrastructure to ensure that all works in the Shawnigan Lake watershed are designed to increase on-site rainwater retention and decrease peak storm water flows.
- 7. Ensure development within the Freshwater designation protects the natural environment, its ecosystems and biodiversity.

Floodplain mapping exists for Shawnigan Lake, and the flood construction level is 119.2 metres above seas level. No buildings damageable by floodwater will be permitted below that level, except in accordance with Section 56(9) of the BC Community Charter.

Where the Regional District considers that construction would be on land that is subject to or is likely to be subject to flooding, mud flows, debris flows, debris torrent, erosion, landslide, rock falls, subsidence or avalanche, the building inspector will require the owner of land to provide a report certified by a professional engineer with experience in geo-technical engineering indicating that the development will not result in the detriment of the environment, possible property damage or the loss of life on the site or in the surrounding area.

### 2.7.2 Freshwater Policies

The regional board:

- 1. Does not support variances where the solution could be obtained through lot amalgamation or boundary adjustments in the watershed for lots that do not meet minimum lot size.

## 2.8 Commercial Designation

There are three Commercial designations in the local plan:

- › General Commercial
- › Village Commercial
- › Tourist Commercial

### General Commercial Designation

The Commercial designation is intended to support a diverse range of commercial businesses, offices, convenience stores and personal services establishments located outside of the growth containment boundaries in the rural area.

### 2.8.1 General Commercial Objectives

1. Provide a range of commercial uses, including retail, tourist commercial and highway commercial uses.
2. Ensure that commercial establishments are consistent with the rural ambience of the South Cowichan.

### 2.8.2 General Commercial Policies

The regional board:

1. Does not support expansion of commercial strip development along the Trans-Canada Highway and major network roads without buffering and form and character guidelines.

### Tourist Commercial Designation

The Tourist Commercial designation is intended to accommodate a variety of tourist and recreational commercial uses such as hotels, restaurants and campgrounds.

### 2.8.3 Tourist Commercial Objectives

1. Consider the potential future expansion of Tourist Commercial lands to support the growing tourism industry in the Cowichan Valley.

### 2.8.4 Tourist Commercial Policies

The regional board:

1. Supports establishing zoning standards for a mixed-use tourist commercial zone.

### Village Commercial Designation

The Village Commercial designation applies to all commercial development in the village area. This designation also accommodates Mason's Store and an adjoining parcel, the Black Swan Pub, and tourist commercial uses outside of the commercial core, including the West Arm Grill and the Shawnigan Beach Hotel property. Growth in the commercial sector is critical if we are to avoid strain on the infrastructure in Shawnigan Village and the surrounding area, as the population grows. The commercial area may expand gradually over time, through rezoning applications by landowners to include lands that are located west of Wallbank and north of Thrush Road.

These lands are initially designated as residential, in order to accommodate the existing residential dwellings during the transition of the area to a commercial use. They are oriented toward the lake and will be developed in a manner that enhances the village core area and, where possible, provides public views of and access to the lake. The types of commercial development found to be desirable to residents through the public input process include small-scale commercial uses such as a bakery, restaurant, museum, tea room, coffee shop, bank/credit union and medical office, among others. Outside of the commercial core, Mason's Store, an adjoining heritage house (at the corner of Renfrew Road and Shawnigan Road), the Black Swan Pub, the West Arm Grill and the Shawnigan Beach Hotel property are designated Village Commercial.

### 2.8.5 Village Commercial Objectives

1. Ensure existing and future development
  - a. enhances a vibrant and aesthetic commercial core to meet the shopping and service needs of Shawnigan Lake residents in keeping with the small-scale, village atmosphere;
  - b. supports the local economy and raises quality of life by increasing commercial opportunities and employment within Shawnigan Village;
  - c. provides for a vibrant commercial core to meet the shopping and service needs of Shawnigan Lake residents;
  - d. provides opportunities for public lake views and public lake access, while respecting the need to protect the Shawnigan Lake watershed; and
  - e. is connected to community sewer services in the commercial core.
2. Encourage expansion of the village with the following considerations with rezoning applications, to include lands that are located west of Wallbank and north of Thrush Road:
  - a. a maximum density of 20 units/ha.
3. Will consider rezoning for Lots 1 and 2, Plan 1986, section 13, range 6, Shawnigan District to encourage commercial use and/or a business park.

### 2.8.6 Village Commercial Policies

The regional board:

1. Supports establishing zoning standards for residential development above commercial businesses.
2. Supports establishing zoning standards for a neighbourhood pub zone in addition to the Black Swan Pub if a new pub is needed.

## 2.9 Residential Designation

There are eight Residential designations in the local plan area:

- › Future Development
- › Manufactured Home Park
- › Multi-Family Residential
- › River Corridor
- › Rural Community Residential
- › Rural Residential
- › Village Suburban Residential
- › Village Residential

Four of the Residential designations fall in the Shawnigan growth containment boundary: Village Residential, Village Suburban Residential, Multi-Family Residential and Manufactured Home Park Residential. It is anticipated that these Residential designations will accommodate housing demand to 2026.

### Future Development Designation

The Future Development designation is intended for the growth containment boundary, which includes the commercial nodes and the residential settlement areas in general proximity to them. The Future Development designation will be developed in the modernization.

### 2.9.1 Future Development Objectives

1. Focus commercial/residential settlement on the northeast area of Shawnigan Lake.
2. Revitalize the core.
3. Provide a diverse array of housing.
4. Preserve the rustic, rural character of the village.

### 2.9.2 Future Development Policies

*To be developed in the modernization.*

### Manufactured Home Park Residential Designation

The Manufactured Home Park designation recognizes the importance of mobile homes to the range of housing options available in the local plan area. The Manufactured Home Park designation accommodates and encourages the continued use of the mobile home park off Wooden Road as a viable and necessary housing option.

### 2.9.3 Manufactured Home Park Objectives

1. Provide a wide range of housing and lifestyle options for various stages of life and different community lifestyles.

### 2.9.4 Manufactured Home Park Policies

The regional board:

1. Encourages adequate arrangements for the relocation of tenants, including into housing units within the new development, where redevelopment a of a manufactured home park is contemplated.

### Multi-Family Residential Designation

Multi-Family Residential designation allows for low-density attached housing such as small-scale apartments, condominiums and townhomes. Additionally, in core areas where community sewer services will be provided, rezoning applications for multiple family residential developments will be considered, subject to a variety of criteria aimed at ensuring that such uses will enhance the village character.

### 2.9.5 Multi-Family Residential Objectives

1. Provide a wide range of housing options.
2. Provide opportunities for safe, affordable rental and special needs housing.
3. Provide incentives to developers for multi-family buildings.

### 2.9.6 Multi-Family Residential Policies

The regional board:

*To be considered in the modernization.*

## River Corridor Designation

The River Corridor designation is intended for lands along the Koksilah River Corridor. This area warrants a designation that will ensure sufficient buffering is in place to protect the pristine riparian habitat areas along the Koksilah River.

### 2.9.7 River Corridor Objectives

*To be considered in the modernization.*

### 2.9.8 River Corridor Policies

The regional board:

1. Establishes zoning standards for the river corridor designation.
2. Establishes zoning standards to provide a rural residential lifestyle option with a minimum parcel size of 1 ha and 2 ha.

## Rural Community Residential Designation

The Rural Community Residential designation accommodates the 'eco village' north of Old Baldy Mountain. This designation allows for a cluster of homes within one parcel, with accessory agricultural and institutional uses, and with limited guest accommodation. Significant lands on the same parcel are preserved in a natural state through conservation covenants.

### 2.9.9 Rural Community Residential Objectives

*To be considered in the modernization.*

### 2.9.10 Rural Community Residential Policies

The regional board:

*To be considered in the modernization.*

## Rural Residential Designation

The Rural Residential designation is intended to accommodate a range of rural lifestyle options outside of the Shawnigan growth containment boundary, and to provide a buffer between resource lands (agriculture and forestry) and residential parcels, to reduce the potential for land use conflicts and provide a rural residential housing option. Lands designated as Rural Residential are located outside of the growth containment boundaries and are intended to remain rural.

### 2.9.11 Rural Residential Objectives

1. Parcels are considered not suitable for rezoning to either the RR-2 or RR-3 or RR-3A Zones.

### 2.9.12 Rural Residential Policies

The regional board:

1. Establishes zoning standards for rural residential lifestyle with minimum parcel sizes of 1 ha, 2 ha and 4 ha. On some parcels, a connection to a community water system permits a minimum parcel size of 0.4 ha.

2. Establishes zoning standards for bed and breakfast operations within a principal single-family dwelling and limited to not more than four rooms for guest accommodation.
3. Establishes zoning standards for lots over 4 ha.
4. Establishes zoning standards for rezoning of land to ensure
  - a. sufficient potable water is available for future residential uses;
  - b. the proposed residential development will demonstrably not negatively impact of quantity or quality of water within the watershed; and
  - c. the subdivision would not result in additional parcels adjoining the Rural Resource designation or the Agricultural designation.

### Village Suburban Residential Designation

The Village Suburban Residential designation is intended for single-family residential areas farther from the core, in areas where higher levels of servicing are not intended to be delivered. The Village Suburban Residential designation is intended to accommodate a suburban, single-family lifestyle choice, whereby the implementing zoning bylaw may provide a variety of zones and will provide a minimum parcel size of not less than 1 ha, unless a parcel is serviced by a community water system, in which case the minimum parcel size will be not less than 0.4 ha except for several lots on the west arm that are zoned forestry but designated Village Suburban Residential.

#### 2.9.13 Village Suburban Residential Objectives

1. Provide a wide range of housing.
2. Provide opportunities for safe, affordable rental and special needs housing.

#### 2.9.14 Village Suburban Residential Policies

The regional board:

*To be considered in the modernization.*

### Village Residential Designation

The Village Residential designation is intended primarily for single-family dwellings. Lands designated as Village Residential will continue to be generally characterized by single-family residential dwellings, whereby the implementing zoning bylaw will provide for a variety of zones.

#### 2.9.15 Village Residential Objectives

1. Maintain the small-scale, rural village character of the community.
2. Provide incentives for multi-family dwellings.
3. Create compact, complete communities.
4. Provide affordable housing.

#### 2.9.16 Village Residential Policies

The regional board:

1. Supports establishing zoning standards for the Remainder of Block A, Plan VIP11434, section 3, range 5, Shawnigan District.
2. Establishes zoning standards for compact, low-density multi-family or intensive residential development with a maximum density of 20 units/ha.



## **2.10 Railway Transportation Designation**

Objectives and policies specific to the local area may be considered in the modernization.

### **2.10.1 Railway Transportation Objectives**

*To be considered in the modernization.*

### **2.10.2 Railway Transportation Policies**

*To be considered in the modernization.*

## **2.11 Settlement Nodes**

See Growth Containment Boundary and Village Residential objectives and policies. Shawnigan Village is a Rural Centre.

## **2.12 Roads and Servicing**

Specific layout of subdivisions and the road connections within the subdivision are approved by the Provincial Approving Officer of the Ministry of Transportation and Infrastructure as each subdivision phase is approved.

Shawnigan Village is the most challenged of the three South Cowichan village areas for provision of community sewer services. This is because it has the most populous core area and at the same time does not have any existing private or public sewer systems in the village core area that could constitute the nucleus of a public sewer service. See Growth Containment Boundary objectives and policies and the OCP.

The transportation objectives and policies are intended to improve transportation and land use planning. A comprehensive transportation plan for areas A, B and C will be considered in the modernization.

### **2.12.1 Roads and Servicing Objectives**

1. Promote rail transportation.
2. Encourage the Province to find ways of improving the following unsatisfactory and potentially hazardous sections of road as follows:
  - a. Pedestrian crossings along the Trans-Canada Highway need to be improved at Deloume, Shawnigan–Mill Bay and Frayne Roads. The problems could be reduced by providing an underpass at Lashburne Road or an overpass at Deloume or Shawnigan-Mill Bay Roads. This is a safety priority, as most residences are east of the highway and schools to the west.
  - b. The intersection of East Shawnigan Lake and Recreation Roads requires improvement. An extremely limited line of visibility at this intersection is caused by the E&N Railway embankment and overpass and by a significant road gradient. Recreation Road is extensively used by the vacationing public towing trailers and boats. A future day use park now being planned will cause further congestion at this intersection.
  - c. The intersections where Filgate, Tath and Cameron-Taggart Roads intersect Cobble Hill-Shawnigan Lake and Shawnigan-Mill Bay Roads are on curves, producing a hazard. All

- intersections on Cobble Hill-Shawnigan Lake Road should have safe and clear lines of sight.
- d. East Shawnigan Lake Road between Lark Road and Dwight International School has a number of acute curves and virtually no pedestrian or cycling areas (due to a high road bank and a 10-m right-of-way abutting the roadway). These factors present a dangerous situation for pedestrian and non-motorized movement. Improvements to the shoulder portions are required.
  - e. At the intersection of Renfrew and McKean Roads, a potential congestion problem is likely to occur due to the expected increase in traffic volume. This intersection is the main access to a large residential subdivision and is adjacent to an elementary school.
  - f. The pedestrian routes from Mason's to Malta Road on the Cobble Hill-Shawnigan Lake Road and Shawnigan Village to 5 km past the Village on Shawnigan/Mill Bay Road are ill-defined and a properly designed walkway is required in both cases.
  - g. Connection of Deloume Road between Mill Springs and points north is necessary.
  - h. On the Trans-Canada Highway, an advance left turn lane for south bound traffic onto Kilmalu Road is necessary to improve safety.
  - i. On the Trans-Canada Highway, an advance left turn lane at Fisher Road, for both north and south bound traffic, would improve safety.
3. Encourage the Province to name roads in the Shawnigan Lake Village area in ways that will reflect local identity and heritage and to consult with local historical societies and the CVRD for recommendations.
  4. Encourage the Province to ensure that heavy truck traffic utilizes alternate routes through major network roads rather than the more densely populated village areas.
  5. Encourage the Province to implement the Major Road Network Plan with roads classified according to the table below:

Table 2–1 Major Roads Current & Proposed

Name of Road	Controlled Access Highways	Major Network Roads	Proposed Major Network Roads	Local Roads
Barry Road (across Shawnigan Creek)			•	
Cobble Hill Road		•		
Cobble Hill-Shawnigan Lake Road		•		
Cowichan Bay Road		•		
Deloume Road		•		
(East) Shawnigan Lake Road		•		
Fisher Road		•		
Kilmalu Road (to Telegraph Rd.)		•		
Hillbank Road/Kingburne Drive connector			•	
Hutchinson Road		•		
Mill Bay Haul Road (now private)			•	
Mill Bay Road		•		
Shawnigan-Mill Bay Road		•		
Telegraph Road		•		
Trans-Canada Highway 1	•			
West Shawnigan Lake Road		•		
<i>All roads not named above</i>				•

### 2.12.2 Roads and Servicing Policies

The regional board:

1. Supports designation of lands for rail transportation use to promote rail transit.

## 2.13 Temporary Use Designations

### Temporary Use Designations

Lands designated for temporary use designations are intended to ensure that temporary uses have a beneficial aspect for the community and have little or no negative effect upon residential uses or the natural environment.

#### 2.13.1 Objectives

*To be considered in the modernization.*

#### 2.13.2 Policies

The regional board:

1. Supports considering issuance of a temporary use designation for the following industrial uses as designated on renewable resource - forestry:
  - a. the establishment of temporary, small-scale logging operations, including the preparation of logs, fence posts, shakes, poles and firewood, and temporary employee accommodation; and
  - b. processing activities that are directly related to mineral or aggregate extraction and that are temporary in nature, such as asphalt batch plants.

## 2.14 Heritage

There is one heritage designation in electoral area B—Kingzett Lime Kiln (north of the village). There is one registered site and several sites identified as possible sites as outlined in section 1.6.

### 2.14.1 Heritage Objectives

1. Identify heritage resources and protect them from impacts that would destroy their heritage attributes.
2. Maintain the distinct identity of Shawnigan Lake Village.
3. Recognize the long history and contributions of First Nations to local cultural heritage.
4. Recognize that the traditional and sacred places of the First Nations, including Cowichan, Malahat, Pauquachin, Tsartlip and Tsawout First Nations, are an important component of the heritage of the South Cowichan area.

### 2.14.2 Heritage Policies

The regional board:

1. Encourages flexibility in CVRD's heritage conservation.

## **PART 3      IMPLEMENTATION AND EVALUATION**

### **3.1      Monitoring and Review of the Plan**

*To be considered in the modernization.*

### **3.2      Performance Measures**

This section provides a means by which to measure the success of the official community plan in terms of the objectives and policies. The land use inventory statistics will outline the amount of land within the plan area. The current amount of land within the growth containment boundary (shown on Schedule G, GB Growth Management Concept – Area B) is 659 ha (1,628 ac) or 2.22% of the area, while the amount outside the growth containment boundary is 29,001 ha (71,664 ac) or 97.78%. The total land area is 29,660 ha (73,292 ac) designated as follows:

**A. *Renewable Resource – Agriculture***

The current amount of land designated for Renewable Resource – Agriculture use is approximately 1,716 ha (4,240 ac), or 5.78% of the plan area.

**B. *Renewable Resource – Forestry***

The current amount of land designated for Renewable Resource – Forestry use is approximately 23,932 ha (59,137 ac), or 80.69% of the plan area.

**C. *Industrial***

The current amount of land designated for Industrial use is approximately 43 ha (107 ac), or 0.15% of the plan area.

**D. *Institutional***

The current amount of land designated for Institutional use is approximately 106 ha (262 ac), or 0.36% of the plan area.

**E. *Parks***

The current amount of land designated as Parks is approximately 1,437 ha (3,550 ac), or 4.84% of the plan area.

**F. *Freshwater***

The current amount of the plan area designated as Freshwater is approximately 685 ha (1,694 ac).

**G. *Marine***

The current amount of the plan area designated as Marine area is 0 ha (0 ac).

**H. *Commercial Area***

The current amount of land designated for Commercial use is approximately 25 ha (62 ac), or 0.08% of the plan area.

**I. *Residential Area***

The current amount of land designated for Residential use is approximately 2,341 ha (5,785 ac), or 7.89% of the plan area.

**J. *Railway Transportation Area***

The current amount of land designated for Railway Transportation use is approximately 60 ha (148 ac), or 0.20% of the plan area.

K. *Growth Containment Boundary*

The current amount of land in the growth containment boundary is approximately 659 ha or 2.22% of the local plan.

Table 3–1 Electoral Area Performance Measures

Land Designations			Rural Area		Rural Area % of Local Plan	Shawnigan Village		Village Area % of Local Plan
			Hectares	Acres		Hectares	Acres	
Renewable Agriculture	Resource	–	1,716	4,241	5.79	0	0	0.00
Commercial			6	14	0.02	19	46	0.06
Industrial			43	106	0.15	0	0	0.00
Institutional			42	105	0.14	60	147	0.20
Marine			0	0		0	0	
Parks			1,395	3,448	4.71	32	79	0.11
Residential			1,809	4,470	6.10	539	1,332	1.82
Renewable Forestry	Resource	–	23,936	59,146	80.71	0	0	0.00
Railway Transportation			50	123	0.17	10	25	0.03
Freshwater			686	1,695		0	0	
<b>Total</b>			<b>28,997</b>	<b>71,653</b>	<b>97.78</b>	<b>659</b>	<b>1,630</b>	<b>2.22</b>

	Hectares	Acres
Rural Area	28,997	71,653
Village Area	659	1,630
<b>Grand Total</b>	<b>29,657</b>	<b>73,283</b>

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 1,287 ha, or 4%.
3. In the plan area, the total amount of land within the growth containment boundaries is approximately 659 ha, or 2.22%.
4. In calculating the total plan areas and percentages, Marine and Freshwater were not included.



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