

**ELECTORAL AREA D – COWICHAN BAY LOCAL AREA PLAN**

September 1, 2020 DRAFT

<b>PART 1</b>	<b>VISION &amp; GOALS</b>	<b>1</b>
1.1	Vision	1
1.2	The Plan Area	2
1.3	Relationship to Other Jurisdictions	4
1.4	Cowichan Bay Character, Past and Present	4
1.4.1	Plan Area Objectives	10
1.4.2	Plan Area Policies	11
1.5	Population and Demographics	11
1.6	Housing	11
1.7	Local Planning Process	11
<b>PART 2</b>	<b>LAND USE PLANNING DESIGNATIONS</b>	<b>12</b>
2.1	Growth Containment Boundary	13
2.2	Renewable Resource – Agriculture Designation	13
2.2.1	Renewable Resource – Agriculture Objectives	14
2.2.2	Renewable Resource – Agriculture Policies	14
2.3	Industrial Designation	14
2.3.1	Industrial Objectives	14
2.3.2	Industrial Policies	14
2.4	Institutional Designation	15
2.4.1	Institutional Objectives	15
2.4.2	Institutional Policies	15
2.4.3	Community Institutional Objectives	16
2.4.4	Community Institutional Policies	16
2.5	Parks Designation	16
2.5.1	Parks Objectives	17
2.5.2	Parks Policies	17
2.6	Marine Designation	18
2.6.1	Marine Resource Objectives	19
2.6.2	Marine Resource Policies	19
2.6.3	Marine Industrial Objectives	19
2.6.4	Marine Industrial Policies	20
2.6.5	Marine Residential Objectives	20
2.6.6	Marine Residential Policies	21
2.6.7	Marine Village Objectives	22
2.6.8	Marine Village Policies	22
2.7	Commercial Designation	23
2.7.1	Four Ways Rural Village Objectives	24
2.7.2	Four Ways Rural Village Policies	24
2.7.3	Koksilah Village Objectives	25
2.7.4	Koksilah Village Policies	25
2.7.5	Rural Commercial Objectives	26
2.7.6	Rural Commercial Policies	26
2.8	Residential Designation	27
2.8.1	Future Development Objectives	27

2.8.2	Future Development Policies	27
2.8.3	Residential Objectives	27
2.8.4	Residential Policies	27
2.8.5	Cluster Residential Objectives	28
2.8.6	Cluster Residential Policies	28
2.8.7	Mixed-Use Objectives	29
2.8.8	Mixed-Use Policies	29
2.8.9	Rural Residential Objectives	30
2.8.10	Rural Residential Policies	30
2.8.11	Rural Village Residential Objectives	30
2.8.12	Rural Village Residential Policies	31
2.8.13	Village Residential Objectives	31
2.8.14	Village Residential Policies	31
<b>2.9</b>	<b>Settlement Nodes</b>	<b>32</b>
<b>2.10</b>	<b>Roads and Servicing</b>	<b>32</b>
2.10.1	Roads and Servicing Objectives	32
2.10.2	Roads and Servicing Policies	32
<b>2.11</b>	<b>Temporary Use Designations</b>	<b>33</b>
<b>2.12</b>	<b>Heritage</b>	<b>33</b>
2.12.1	Heritage Objectives	33
2.12.2	Heritage Policies	33
<b>PART 3</b>	<b>IMPLEMENTATION AND EVALUATION</b>	<b>34</b>
<b>3.1</b>	<b>Monitoring and Review of the Plan</b>	<b>34</b>
<b>3.2</b>	<b>Performance Measures</b>	<b>34</b>
<b>LIST OF FIGURES</b>		<b>37</b>
<b>LIST OF TABLES</b>		<b>37</b>

## PART 1 VISION & 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. These include the vision for the future of the Cittaslow Cowichan Bay community:

*The Cittaslow Cowichan Bay is an enhanced rural residential community where residents wish to retain the rural character, protect the wild space, ground water and agriculture community and keep the estuary healthy and flourishing.*

*Cowichan Bay will be the best place to enjoy local food, wine, art and recreation within a maritime experience, as we celebrate and steward our natural and cultural environment in a friendly slow-paced community.*

– Cowichan Bay Improvement Association Vision

During the plan consultation process, community members provided substantial input regarding their collective values and vision for the future of the electoral area D Cowichan Bay community. During the community mapping workshop held in September 2010, participants engaged in dialogue about the future of the community. Figure 1 provides a graphic visual representation of the community's vision.

Figure 1–1 Community Vision



## 1.2 The Plan Area

The plan area includes all of electoral area D of the Cowichan Valley Regional District within the southeast quadrant of Vancouver Island. Encompassing approximately 1,381 hectares (ha) or 3,412 acres (ac) of land area and 1,684 ha (4,162 ac) of water area, electoral area D is one of two central electoral areas in the Cowichan Valley Regional District. The plan area includes the unincorporated communities of Cowichan Bay and Koksilah, and the marine extent of Cowichan Bay.

Household and lifestyle needs vary widely in the plan area. The community growth framework is intended to accommodate the diverse needs of all residents by providing a range of lifestyle opportunities with corresponding land uses, residential densities and community services and facilities across the physical landscape.

Rural areas are capable of agricultural and natural resource productivity and have high scenic and environmental values. They provide habitat and support biodiversity and environmental processes, particularly in undeveloped areas. Rural areas encompass all lands within the Agricultural Land Reserve and other lands which support agricultural, industrial and resource-based activities. Rural areas also include low-density, rural residential areas including the Kingscote Road and Bartlett Road neighbourhoods and the rural residential area along Cowichan Bay Road between Hillbank and Bench Roads. Rural areas may also accommodate a limited amount of cluster residential development, particularly where significant natural areas and features are preserved and protected as a result.

The local plan also includes significant marine and natural areas, which include areas with intact native vegetation, environmentally sensitive areas and watercourses. (See Figure 1–2 Sensitive Lands and Figure 1–3 Environmentally Sensitive Lands) These areas support terrestrial, aquatic and avian species and perform critical ecological services such as rainwater filtration and erosion control. They also provide an aesthetic function in maintaining the appearance of the rural and seaside landscapes by buffering and separating land uses to lessen the potential for land use conflicts. These areas are least suitable for human habitation.

### Figure 1–2 Sensitive Lands

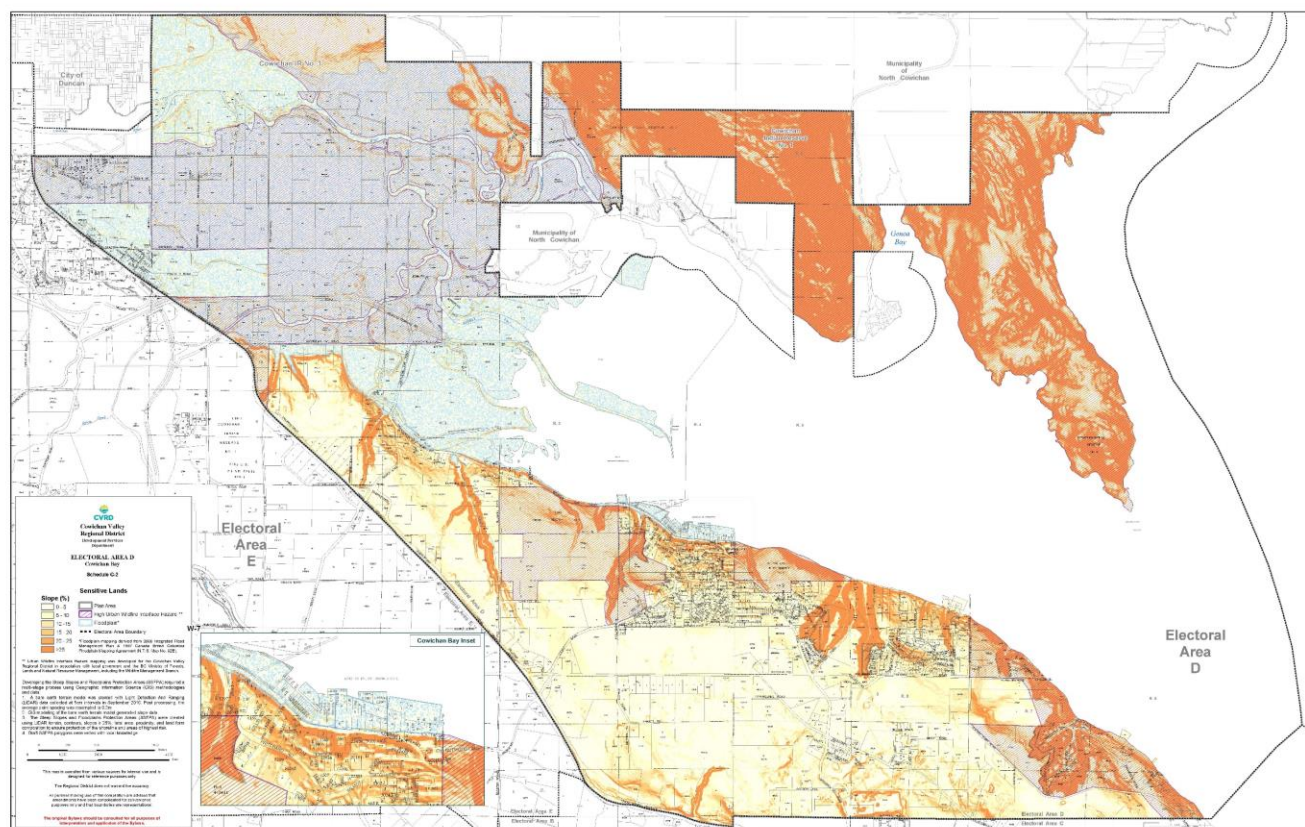
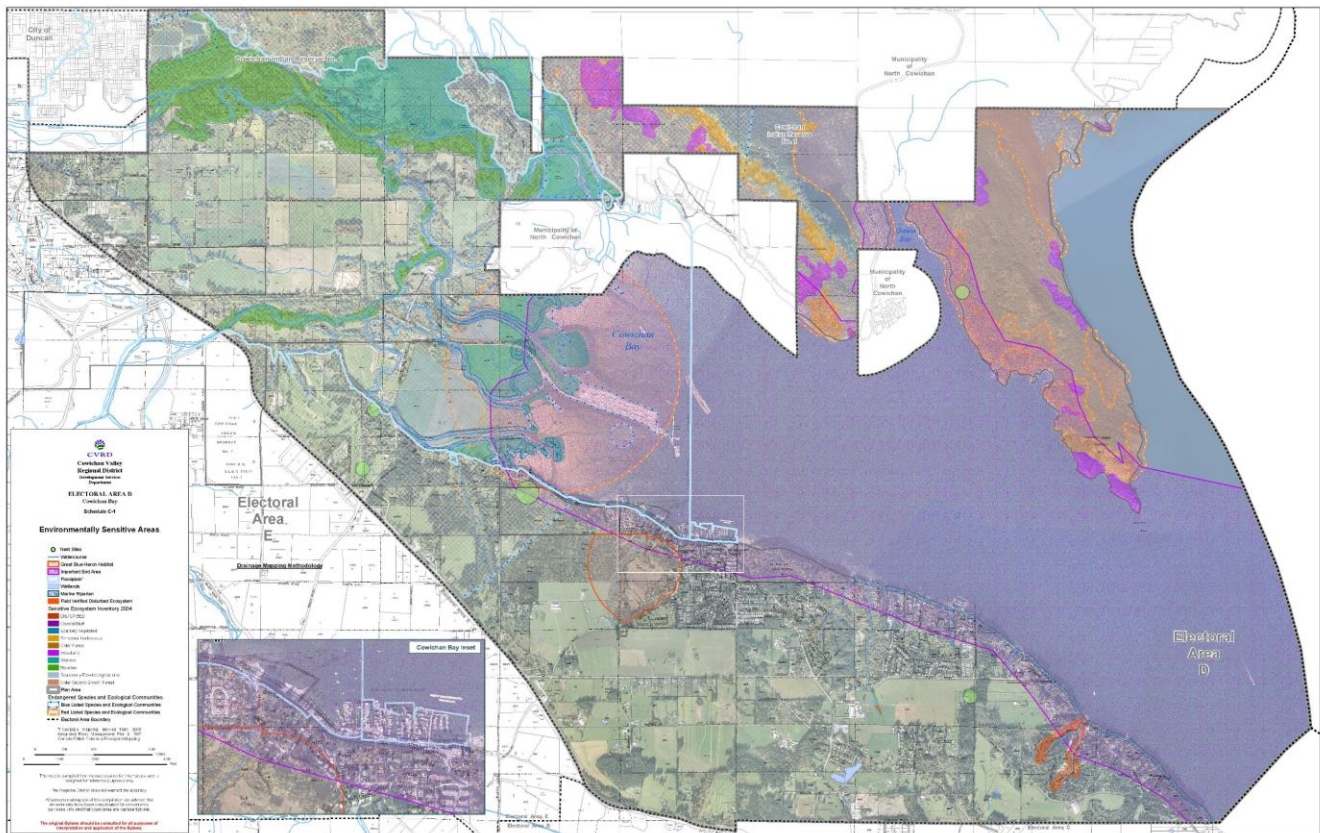




Figure 1–3 Environmentally Sensitive Lands



### 1.3 Relationship to Other Jurisdictions

The influence of the Capital Regional District (CRD) 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. Because of these factors and the local plan area's attractive rural lifestyle and natural beauty, the Cowichan Bay plan area is seen by some people working in the CRD as a viable location to live. This phenomenon has kept growth rates in the south CVRD consistently high and, as road improvements are continually made, the effect has been reinforced.

The plan area is bound on the south by electoral area C, on the east by the Satellite Channel and Sansum Narrows, on the north by the Municipality of North Cowichan and Cowichan Tribes, and on the west by the City of Duncan and electoral area E. First Nations reserves are outside the jurisdiction of the OCP.

This plan will state only broad objectives respecting matters over which the regional district has no jurisdiction, but which are believed to be of community interest.

### 1.4 Cowichan Bay Character, Past and Present

The local context for the development of the plan, respecting the environment, land use, population and housing, economy and climate change, is described as follows. It is recognized that the local area and its inhabitants are inextricably connected to the greater region and to places beyond. Community members regularly cross jurisdictional boundaries for a variety of reasons such as employment, shopping and access to social, recreational and cultural services and facilities. The physical landscape and

ecological function are also greatly influenced by larger bioregional, hydrological and atmospheric processes.

The Cowichan River is one of only ten designated heritage rivers in the country, and its estuary is recognized as one of the world's most biologically important areas for fish, waterfowl and wildlife. Yet land and water-based activities have threatened the estuary and its dependent species such as Chinook salmon, shellfish, water birds and eelgrass. The plan seeks to restore, protect and enhance the Cowichan Estuary so that fish and shellfish can be safely harvested, and the coastal environment can be enjoyed for social, cultural and recreational purposes.

### *Cittaslow Cowichan Bay*

Cowichan Bay is one of the oldest non-Indigenous settlements on Vancouver Island and unique in many respects. The Cowichan Bay Lawn Tennis Club, which has operated continuously since 1887, is the oldest lawn tennis club in Canada. Fittingly, for a community with such a lengthy emphasis on quality of life, in 2009 Cowichan Bay was designated North America's first Cittaslow "cheetah slow" (slow city) community, joining an international network of communities committed to building community relationships and enjoying a quality of life blessed with quality spaces, shops, inns, historic buildings, farms, nature and unspoiled landscapes.

The Cittaslow Cowichan Bay mission is to preserve the unique identity of the Cowichan Bay area and to continually improve the quality of life for residents and visitors by:

- celebrating our community's history and traditions;
- promoting craftsmanship and environmental stewardship;
- maintaining the community's distinct character by avoiding mediocrity; and
- engaging residents and visitors in creating and sharing a good life.

The elements of the Cittaslow mission are consistent with the community's values as reflected through input received during the plan process. During the first plan survey, 85% of respondents indicated support for Cittaslow.

It is notable that Cittaslow is intended to address all aspects of community life through the preservation of history and traditions, promotion of local and environmentally friendly products, a built environment that includes public gathering spaces and effective transit, bicycle and pedestrian movement and environmental stewardship.

The local plan is located entirely within the Coastal Douglas-fir (CDF) zone, a biogeoclimatic zone characterized by a variety of tree species such as coastal Douglas-fir, grand fir, western red cedar, Garry oak, western flowering dogwood, arbutus, hemlock, red alder and bigleaf maple. Almost all forested ecosystems and many rare wildlife and plant species within the CDF zone are provincially red-listed (endangered) or blue-listed (threatened). With the exception of the Mt. Tzouhalem area, the landscape has been extensively cleared either for agricultural production or urban development, resulting in little remaining habitat for fish, birds and wildlife. Fragmented landscapes are particularly susceptible to invasive species such as English ivy, Scotch broom, giant hogweed, American bullfrogs, European starlings and grey squirrels, which can easily overwhelm native species.

The Cowichan Estuary is a focal point in the plan area, representing a biologically diverse ecosystem, which is sensitive to human activity. Loss and degradation of estuarine habitat has resulted from dyking for agriculture, land development, log handling and water pollution from waste discharges, sewage disposal and agricultural surface runoff. In response to these concerns, the Ministry of Environment (MOE) introduced the Cowichan Estuary Environmental Management Plan (CEEMP) by order-in-council (1987) “to provide a framework for environmental decisions and to balance environmental priorities and concerns with those of other interests and organizations”. The health of the Cowichan Estuary is inextricably connected to the upland environment and dependent on a well-functioning natural drainage system, consisting of the Cowichan and Koksilah Rivers, wetlands and permanent and intermittent streams, which filter pollutants and sediments from water, control the rate and volume of water and provide habitat for fish, birds and wildlife. Yet this natural drainage system has been greatly modified to accommodate development through the removal of native vegetation, increases in impervious surfaces, the construction of ditches, culverts and outflow pipes, and modification of soil organization through the filling of streams, wetlands and ravines.



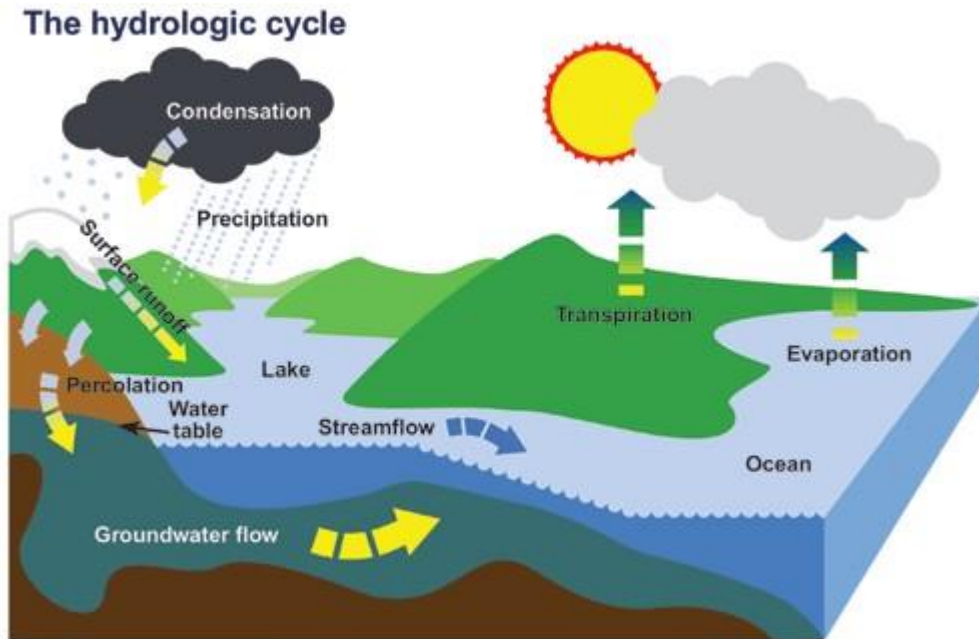
*Image 1: Marine riparian vegetation provides microclimate and nutrients to support forage fish (R. De Graaf).*

The cumulative impacts of disruption and alteration to the natural drainage system include increased surface runoff rate and volume, sedimentation of watercourses and the estuary, loss of habitat and damage to and loss of native species. Alteration of the natural drainage system may also pose safety risks for the public. Because much of the plan area is underlain by highly impervious clay soils, the combination of high water volumes and removal of vegetation, particularly on steep slopes, presents conditions conducive to accelerated erosion and land slide. Poorly maintained septic systems and inappropriate discharge of liquid waste also present threats to the health of aquatic resources through contamination of groundwater, streams and the estuary.

Access to groundwater is also a key concern. Many residents and farm operators are heavily dependent on groundwater as their supply of drinking and domestic water and for agricultural irrigation. While water is abundant during wet winter months, it can be scarce during the summer and it is not uncommon for private wells to run dry during summer months.



Figure 1–4 The Hydrologic Cycle



### Land Use

At the time of writing this plan, about 70% of the land in the plan area (excluding water area) is within the ALR, with just over 50% of that land classified as active farmland. Residential uses, outside First Nations reserves and the ALR, occupied 25% of the land base, with residential areas in the Cowichan Bay Village (uplands) area, the Koksilah area, Four Ways, Bench Elementary School area neighbourhoods, Cherry Point, Kingscote, Cowichan Bay Road/Bench Road/Hillbank Road areas and the Bartlett Road area. Commercial uses occupied just 3%, found in Cowichan Bay (Marine) Village, Koksilah Village, Whippletree Junction, Crossroads Centre and minor commercial uses at Four Ways and Cherry Point. Industrial uses represent just over 1% of the land base, including the gravel extraction and processing uses at Cowichan Bay Road and Shearing Road, Westcan marine terminal in Cowichan Bay and small wood processing facilities on Hillbank Road.



Photo: Farm operation in the Cherry Point area (P. Holmes).

Affordability is a key consideration in the development of appropriate planning policies. While affordable housing is typically considered to be housing that costs less than 30% of a household's gross income, this presents a challenge for renters more often than owners. In 2006, 40% of renter households lived in housing costing more than 30% of their gross household income compared to 35% province-wide, while only 14% of owner households paid more than 30% compared to 19% province-wide. The lack of affordable rental housing may be a major factor contributing to the high cost of rental housing in the plan area. Affordable ownership housing is also a concern for many households. During the first part of the 21<sup>st</sup> century, average home prices more than doubled and were approximately \$380,000 in early 2010. Couples without children, lone-parent households and singles whose median annual incomes range from \$20,000 to \$60,000, respectively, generally have little opportunity to enter the ownership housing market, whereas couples with children earning a median annual income of \$100,000 are generally able to afford single detached homes in the area.

The rising cost of food represents another challenge for the plan area. Access to safe, nutritious food is an important determinant of health (Social Planning Cowichan Status of Community Report 2010). For many, particularly those on limited incomes, access to food is a key challenge that is increasing with the rising cost of food. Consistent with the local food bank statistics, between 2008 and 2009, food bank usage in B.C. increased by 15.1%, and of the people accessing food banks in B.C. in 2009, 31.4% were children (Food Banks Canada 2009 Hunger Count). Access to clean, safe food and shellfish is a critical concern for First Nations. The closure of shellfish harvesting since 1973 has had critical and long-lasting impacts for First Nations, and specifically the Cowichan people, for whom shellfish have had food, social and ceremonial value for generations.



Photo: Single detached dwelling (CVRD).

There is no dedicated community centre, which represents a deficiency in the community's social infrastructure. While Bench Elementary School accommodates many community functions and youth activities, its primary purpose is as an educational facility. There is potential, however, for this facility to evolve into a vibrant community hub with a combination of educational and social facilities and community services.

### *Economy*

Like many B.C. communities traditionally rooted in agriculture and other resource-based industries, the local economy has evolved and diversified from farming, forestry and fishing due to global economic changes and increasing challenges to primary industries. Residents are closely tied to the regional economy, with many regularly travelling to Duncan or Victoria for shopping, services, entertainment or employment. The 2006 census reported that 45% of the active labour force (605 people) worked outside the plan area and that 21% (290 people) had a place of employment outside the Cowichan Valley. This equates to two-thirds of the active labour force residing in Cowichan Bay and leaving the community each day for work.

While more than two-thirds of the land in this plan area is located within the Agricultural Land Reserve, challenges to the economic viability of farming threaten to convert land to non-agricultural uses. Between 1986 and 2006, the average Cowichan Valley farm size changed from 31.2 ha to 16.5 ha while, overall, there was a loss of almost 5,700 ha of active farmland (Census of Agriculture). At the time of preparing this plan, just over 50% of lands within the ALR were classified as active farmland. At the same time, 8.9% of ALR land was in small farms (less than 4 ha), 75.1% of ALR land was in medium-sized farms (between 4 and 28 ha) and 14.4% of ALR land was in large-sized farms (greater than 28 ha). Local food production and retention of the rural agricultural landscape are vitally important to community members.

In the commercial sector, Cowichan Bay Village has also evolved and diversified into a unique mixed-use village with a combination of marine industrial, institutional and commercial businesses. Parking, transportation and related safety issues have been identified as key challenges related to the economic health of the village. The loss of marine industry is another recognized concern. The village was once dominated by marine-dependent activities such as boat building and repair, commercial fishing and seafood processing but has evolved to more of a commercial mixed-use area with little remaining industry. Still, the marine industrial "working harbour" element remains important to the Bay's unique character.

Tourism continues to grow in the plan area in a variety of realms: marine tourism, agricultural and wine tourism, and eco-tourism. Whale-watching and bird-watching are particularly important to the eco-tourism sector, contributing human-wellness benefits associated with the experience of being with nature and contributing economic benefits.

The local plan supports retention and restoration of the marine architectural and heritage character of historic buildings such as the Cowichan Bay Shipyard and Masthead Restaurant building as an integral component of land use activities. Recognized community heritage resources include, but are not limited to, the Old Koksilah School, lawn tennis courts, Robert Service Memorial, Cowichan Bay Maritime Centre, Masthead, Cowichan Bay Shipyard and significant buildings at Whippletree Junction.

### *Sustainability and the Climate Challenge*

Sustainability is not a new concept, but time doesn't make it easier to achieve, and now more than ever before it's an important priority of any community land use plan. Sustainability means the ability to maintain indefinitely a current state of being. In planning terms, that means sustaining the community we love, the economy on which the community relies for its well-being, and the surrounding natural environment, the value of which does not depend on human need but which we value for its beauty, its biodiversity, and the natural capital that fuels an economy reliant on natural resources.

The Cowichan River estuary, the natural centerpiece of the Cowichan Bay community, symbolizes in so many ways the importance and challenge of sustainability for the local area. One of the province's most biologically productive ecosystems, a gateway for Pacific salmon entering the Cowichan and Koksilah rivers to spawn, and a major Pacific flyway for migrating birds, it provided a natural focus for human settlement from ancient First Nations communities to those of the present day. The fertile estuary soils historically provided ideal locations for farmland, the river provided a natural transportation route for movement of logs, and the shorelines near the river mouth were a magnet for early settlement that grew into today's Cowichan Bay community.

The estuary today is also a telling illustration of the devastating impacts on a productive but fragile ecosystem of decades of upstream pollution and reshaping of natural drainage patterns to suit human needs. The starting point for sustainability is recognizing and beginning to remedy the incidental harm that has already occurred and then taking steps to avoid future damage. Hindsight is 20-20. Our forebears lacked the benefit of scientific explanations of potential harm done in the name of economic prosperity, but ignorance nowadays is no defence. In planning a sustainable future for Cowichan Bay, we must take the necessary steps to avoid fouling our ecological nest, to protect the quality and quantity of our water resources, and to protect and add to our forest cover.

Why forest cover? Not just because of the wildlife habitat it provides and its scenic beauty, but most importantly today because of its contribution to mitigating global warming through carbon sequestration: the natural process by which trees absorb carbon dioxide and thereby to some degree counteract the impacts of human emissions of greenhouse gases. Climate change vastly complicates the business of building a sustainable future and complicates the planning process as well. Thirty years ago, when sustainability was a fresh idea, climate change was a much less visible issue. Since then, the amount of greenhouse gases emitted as a result of human activity is as great as the amount emitted from the beginning of the Industrial Revolution until 30 years ago. The impact of climate change justifies the emphasis in this plan on working to reduce dependency in Cowichan Bay on travel by automobile.

Sustainability, of course, applies as well to honouring and protecting the character of a community with as long a history as that of Cowichan Bay, in such a scenic and natural setting. Cowichan Bay's status as one of only four Cittaslow communities in Canada is testament to the value placed by the community on living in harmony with nature while maintaining a high quality of life, which is, after all, the essence of working to ensure a sustainable future.

#### 1.4.1 Plan Area Objectives

1. Protect water resources from contamination resulting from inappropriate uses, development or waste discharge.
2. Support the timely removal of derelict marine vessels and the establishment of a clearly marked navigation channel for boaters.
3. Recognize and preserve electoral area D Cowichan Bay as a “dark skies” community, by preventing illumination of the night sky and light trespass by
  - a. fully shielding light fixtures in order to direct light downward and avoid light trespass onto neighbouring properties;
  - b. not permitting flashing lights, neon lights and signs that may pose a public nuisance, safety hazard or other negative impact;
  - c. specifying in the subdivision servicing bylaw for the plan area, excluding the Koksilah Village area where street lighting has been identified as a critical safety need, that any future subdivision only include street lighting as needed for public safety such as at major road intersections; and
  - d. including in development permit area guidelines and implementing bylaws concerning signage provisions respecting the prevention of excessive illumination, light trespass and safety and public nuisance issues related to lighting.
4. Remove inappropriate lighting associated with local government operations and encourage other government facilities or private development (i.e., street lighting at Wilmot and Pritchard; Lambourn water treatment plant) to remove or upgrade its lighting; if required for public safety, lighting should be retrofitted to prevent excessive illumination and glare.
5. Provide a variety of housing types and tenures that are accessible to a broad range of individuals and households, and allow them to age in place or, in other words, remain in the community throughout their lives and as their needs change.
6. Enhance emergency preparedness and response capability.
7. Support a rich and diverse parks and trails inventory.
8. Identify and protect significant heritage resources, including archaeological resources.
9. Retain lands suitable for commercial and light industrial uses and corresponding employment.
10. Support a vibrant marine village waterfront, while recognizing that Cowichan Bay is a working harbour.
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. Ensure availability of adequate parking facilities to serve new and existing development.
13. Do not permit new community sewer service areas outside of village areas and rural village areas, consistent with community growth framework objectives.
14. Establish a parking and mobility service fund to finance parking facilities, pedestrian walkways, cycling infrastructure, a parking management program, a transit system or other mobility enhancements specifically in the plan area. All development resulting in an increased parking requirement that cannot be satisfied onsite will be required to contribute equivalent cash-in-lieu to be directed to the parking and mobility service fund for the purpose of improving parking, transportation and mobility within the plan area.
15. Disperse rental housing among ownership housing within the community.
16. Discourage homogenous housing developments with similar unit sizes, types and tenures.
17. Achieve accessible housing to meet the needs of people of different ages and abilities and incorporate universal design features in housing development to facilitate aging in place.
18. Support development of supportive and special needs housing and community care facilities in close proximity to community services and public transit.
19. Enhance the rural community character.
20. Work collaboratively with First Nations to develop economic initiatives.



### 1.4.2 Plan Area Policies

The regional board:

1. Establishes zoning standards for a mixture of housing types, sizes and tenures in order to provide diverse housing options and contribute to diverse neighbourhoods.
2. Establishes zoning standards for flexible housing forms, designed to be adapted to the changing needs of a household over its lifespan.
3. Establishes zoning standards for accessory dwellings to employment uses throughout the plan area.
4. Discourages applications to rezone commercial or industrial land to residential uses.
5. Establishes zoning standards for a home-based business that would employ more than one employee not permanently residing on the parcel.
6. Establishes zoning standards for home-based businesses that would generate potentially hazardous or toxic wastes including but not limited to medicinal waste, human or animal blood or tissue, dyes, paints, oils, lubricants, fuels, chemicals, herbicides, pesticides or food waste, or that would require exterior storage of materials or equipment used by the home-based business.

### 1.5 Population and Demographics

The OCP includes in Appendix I the harmonized population, housing and employment projections from all local area plans (LAP). The Modernized Official Community Plan for the Electoral Areas (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 housing projections are included in the OCP in Appendix I. Housing projections will be updated concurrently with population and employment projections.

### 1.7 Local Planning Process

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

Going forward, the principles described below should be respected in decision-making processes that may affect the community, its natural environment, built form and socio-economic fabric.

#### *Inclusivity*

The development of the modernized local plan will occur with a commitment to include all community members. Diverse consultation opportunities and communications methods will be employed to achieve the broadest possible level of community engagement regardless of age, culture, socio-economic status or ability. The participation and work of community volunteers on various committees and commissions and cooperation with Cowichan Tribes and other government agencies is essential to ensuring successful plan implementation.

Information about land use and development proposals affecting the local community will be clearly communicated. Residents should have ample opportunity to provide input.

#### *Planning for Future Generations*

Decisions will be made to provide future generations with as many or more opportunities as electoral area D Cowichan Bay residents currently enjoy. It is understood that a healthy natural environment is essential to a healthy living environment for community members and a healthy local economy.

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

All future development must be consistent with the objectives and policies of the local plan. The regional land use designations are intended to reflect electoral area and regional commitments and aspirations. The following regional land use designations are found in area D Cowichan Bay. The designation description, objectives and policies are located in the OCP, Part 4.

Except as shown on the Land Use Designation maps (see Schedule L, LD1 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.

- Renewable Resource – Agriculture
- Commercial
- Industrial
- Institutional
- Marine
- Parks
- Residential
- Settlement Node
- Roads and Servicing
- Temporary Use
- Heritage

In addition, the following local designations are found in area D Cowichan Bay. Each is summarized in this section. Land use designations are illustrated on Schedule L. The local plans provide more detailed land use designations, but these operate within the policy context of the regional plan, not instead of it.

- Four Ways Rural Village
- Koksilah Village
- Rural Commercial
- Community Institutional
- Marine Industrial
- Marine Residential
- Marine Resource
- Marine Village
- Future Development
- Cluster Residential
- Mixed-Use
- Rural Residential
- Rural Village Residential
- Village Residential

## 2.1 Growth Containment Boundary

Growth containment boundary is a land use policy 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 D will occur.

Rural village areas include neighbourhoods south of Pritchard Road, the Four Ways area, the Cherry Point/Lanes Road residential area, residential enclaves near Bench Elementary School and rural commercial areas along the Trans-Canada Highway. These areas have low to moderate residential densities and clusters with varying levels of community water and sewer services. Rural village areas often have high environmental and scenic qualities and high capability for food production. They are also important transitional areas between low-density rural areas and higher density village areas.

Village areas are typically characterized by higher densities and a greater mixture of uses relative to other areas. Because community water and sewer systems are available, village areas have the potential to become “complete communities”—compact, walkable areas with a diverse mixture of land uses and opportunities for residents to live, work, play, socialize, learn and access shopping and community services. In this local plan, village areas are located in the Koksilah Village and the Cowichan Bay Village, as shown on Schedule L, LD1.2 Land Use Designations Koksilah Village – Area D and LD1.3 Land Use Designations Cowichan Bay Village – Area D.

Growth containment boundaries are critical to containing population growth within village areas and preventing undesirable encroachment into rural areas by providing distinct boundaries to contain growth.

## 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 and essential to the rural ambiance and beauty of the landscape. A primary goal of this local plan is to protect agricultural resource lands and the agricultural industry. Lands designated as Agriculture include areas with potential for a wide range of agricultural production and include land in the Agricultural Land Reserve as shown on Schedule D, DD1.1 Agricultural Land Reserve – Area D. The agriculture designation is also intended to support the agricultural sector by accommodating



Photo: A poultry processing facility located in the Agricultural Land Reserve (CVRD).

supplemental employment opportunities, home-based businesses and value-added opportunities to maintain the viability of farm businesses. A productive agricultural landscape is also important to the local economy in terms of providing subsidiary tourism, recreation and other value-added opportunities.

The following Agriculture objectives and policies are intended to complement the main plan Agriculture objectives and policies.

### 2.2.1 Renewable Resource – Agriculture Objectives

1. Mitigate the negative environmental impacts of farming.

### 2.2.2 Renewable Resource – Agriculture Policies

The regional board:

1. Discourages ALR applications for exclusion, subdivision and non-farm uses.

## 2.3 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 to provide a high standard of employment.

Lands within the Industrial 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. Included in this designation are gravel extraction and processing activities located at Cowichan Bay Road and Shearing Road and small-scale wood processing activities along Hillbank Road. Light industrial, value-added wood products, manufacturing and food processing should be considered within the Rural Commercial, Industrial and Koksilah Village land use designations. See these respective designations for objectives and policies. Remaining industrial activities within the plan area are located within the Marine Industrial designation.

### 2.3.1 Industrial Objectives

1. Support economic activities that provide local employment, complement rural character and are suitably located within the plan area.
2. Provide affordable housing options in support of economic activities in the Industrial designation.
3. Minimize conflicts between industrial uses, including extraction and processing and adjacent land uses.
4. Support the identification and mitigation of environmental impacts from employment and resource extraction lands, including appropriate conservation and reclamation plans.

### 2.3.2 Industrial Policies

The regional board:



1. Establishes zoning standards for commercial or light industrial uses with significant additional local employment opportunities.
2. Establishes zoning standards for Shearing Road gravel pit (Lot A, Plan 62341) for residential use accessory to commercial or industrial use upon cessation of extraction activities.
3. Establishes zoning standards for one single detached dwelling as an accessory use or a secondary suite or an accessory dwelling on any parcel.
4. Does not support the designation of new lands or establishment of new zones for the purpose of accommodating heavy industrial uses.
5. Supports and encourages the development of light industrial activities within the Industrial designation, including value-added wood products, manufacturing, food processing and cold (food) storage, through zoning and, where systems are in place, the provision of community water and sewer services to parcels where such activities take place.
6. Will consider the development of a Koksilah Business Park neighbourhood plan in areas E and D with the following comprehensive planning considerations:
  - a. environmental risks including hazards and groundwater quality and quantity;
  - b. economic;
  - c. residential;
  - d. transportation; and
  - e. design.

## 2.4 Institutional Designation

There are two Institutional designations in the local plan area.

Typical uses include public and non-profit housing facilities and associated support services, libraries, cultural facilities, fire halls, government facilities, public utilities, religious assembly and healthcare facilities. At the time of adopting this OCP, institutional uses in electoral area D Cowichan Bay include Bench Elementary School, the Old Koksilah School, Cowichan Bay Waterworks facilities, and the Cowichan Bay (Improvement District) Fire Department. The designation anticipates that a greater range of uses will be needed, particularly as the population ages, becomes more culturally diverse and requires a greater range of community services and facilities.



Photo: Cowichan Maritime Centre in the Community Institutional designation (CVRD).

### 2.4.1 Institutional Objectives

*To be considered in the modernization.*

### 2.4.2 Institutional Policies

The regional board:

*To be considered in the modernization.*

## Community Institutional Designation

The Community Institutional designation encompasses all existing and proposed public facilities and community institutional uses in the plan area.

### 2.4.3 Community Institutional Objectives

*To be considered in the modernization.*

### 2.4.4 Community Institutional Policies

The regional board:

*To be considered in the modernization.*

## 2.5 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.

Regional parks, trails and recreation areas are intended to serve the wider region, while each of the CVRD's electoral areas has its own system of community parks and trails. At the time of adopting this plan, electoral area D Cowichan Bay currently has 32 ha of parks, including six trails and two formal beach accesses. Most parks in the plan area are focused in Cowichan Bay Village, Cherry Point and Kingscote. Significant wooded areas remain, which are not yet protected as parks or nature preserves but provide important habitat for wildlife and contribute to the rural aesthetic character of the area.

Parks and trails provide numerous community benefits to health and well-being, economic development, tourism, social interaction and cultural enrichment, in addition to ecological benefits of providing habitat and wildlife corridors. Parks provide passive recreational opportunities such as walking, hiking and wildlife viewing; they may serve to protect important plants and wildlife; or, they may be used more actively for sports fields or playgrounds. They can also provide active transportation linkages as part of a community's overall transportation network.

Parks and trails are typically acquired through the CVRD's capital budget process for electoral area D Cowichan Bay and when lands are subdivided or rezoned. The provision of parkland at the time of subdivision is a legal requirement of the *Local Government Act*.

The funding and maintenance of parks and trails infrastructure continues to be a challenge, particularly with respect to providing value-added components such as interpretive and directional signage, invasive plant removal, protective fencing and park restoration. However, the CVRD has other options to enhance parks and trails infrastructure including charitable donations in exchange for tax receipts, land leases and licences and agreements with the Ministry of Transportation and Infrastructure.

For more information, see the Parks Master Plan for area D.

The following objectives and policies apply to all Parks.

### 2.5.1 Parks Objectives

1. Encourage bequests, gifts of land and financial contributions to the Parks Service, in cooperation with land trusts and/or conservancies.
2. Collaborate with other government agencies, Cowichan Tribes, non-profit organizations and community members to establish parks and trails infrastructure and connections to adjacent jurisdictions.
3. Consult with the Ministry of Transportation and Infrastructure for land leases, licenses and/ or permits to construct within public roadways to secure parks and trails.
4. Adopt a development cost charge (DCC) bylaw as a means to secure parks and trails for the community.
5. Support the Cowichan Bay Estuary Centre's ongoing environmental education activities.
6. Ensure a strategic and planned approach to the acquisition and maintenance of parks and trails.
7. Separate CVRD-constructed roadside pathways from motorized vehicles to the greatest extent possible.
8. Recognize the Wilmot roadside pathway between Wilmot Road and Koksilah Road as the standard for roadside pathways.



Photo: Lucy on the Hof Trail (P. Holmes).



Photo: Cowichan Bay (CVRD).

### 2.5.2 Parks Policies

The regional board:

1. Supports land considered for park land dedication being maintained in its natural state.
2. Considers taking cash in lieu of land for future park and/or trail if the parcel is small.

## 2.6 Marine Designation

The purpose of marine water designations is to ensure that the marine waters are managed and protected to the highest degree possible.

There are four Marine designations in the local plan area:

- Marine Resource
- Marine Industrial
- Marine Residential
- Marine Village

The marine economy and “working harbour” in Cowichan Bay continue to be highly valued by residents.

This economy has its roots in traditional industries including fishing, log storage and booming, offshore shipping, seafood processing and boat building and repair. The Cowichan (Ordano) Shipyard, established over 150 years ago, continues to provide boat repair and storage in the village. The Fishermen’s Wharf accommodates commercial fishing vessels. The Westcan terminal, established in 1965 as an assembly area for offshore lumber exports, continues to function as a seaport although the volume of activity at the terminal has declined significantly since its inception. Log storage and booming, which was once prevalent in Cowichan Bay, has also declined significantly.

Going forward, residents aspire to a strong marine economy that is respectful of the natural environment while continuing to contribute to local character.

### Marine Resource Designation

The Marine Resource designation is intended to protect the health of marine ecosystems that provide ecological services in support of a healthy environment, a healthy economy and a healthy community. The designation encompasses water surfaces within the plan area, intertidal areas within the plan area, including lands below the natural high-water mark and land areas within the Cowichan Estuary.

At the time of preparing this plan the potential for the establishment of a national marine conservation area along the east coast of Vancouver Island was being explored by Parks Canada. While this plan includes no formal policy statements regarding this initiative, the Marine Resource designation of the plan area’s water surfaces could help facilitate the establishment of a national marine conservation area.



Photo: Dock construction for a Cowichan Bay marina (CVRD).



Photo: Juvenile Copper rockfish. It is estimated that over 80% of commercially valuable fish and shellfish spend part of their life in eelgrass beds (Mayne Island Conservancy Society).



### 2.6.1 Marine Resource Objectives

1. Protect the health of marine ecosystems, which support fisheries, biodiversity, food self-sufficiency, marine and eco-tourism and social and cultural activities.
2. Discourage the development of buildings, docks, wharves, seawalls or other structures within the Marine Resource designation.
3. Discourage residential uses within the Marine Resource designation.
4. Support a green shores approach to stabilization of shoreline areas.
5. Support the expansion of the public harbour facility and corresponding Crown lease, operated by the Cowichan Bay Harbour Authority, for the purpose of enhancing public moorage, navigation and safety in Cowichan Bay.

### 2.6.2 Marine Resource Policies

The regional board:

1. Does not support foreshore leases for aquaculture.
2. Bulkheads, seawalls with land fill, and similar engineering works will generally not be supported unless it can be demonstrated that such works would create a net positive environmental benefit.

### Marine Industrial Designation

The Marine Industrial designation is intended to accommodate marine industrial uses within the plan area. Marine industrial uses may contribute to the health of the local economy and provide living wage job opportunities to area residents. However, it is critically important that such uses occur in a manner that is sensitive to the health of the Cowichan Estuary. Accordingly, activities occurring within the boundaries of the CEEMP must be consistent with the plan and are subject to review by the CEEMP Committee.

### 2.6.3 Marine Industrial Objectives

1. Provide for marine-dependent industrial activities in Cowichan Bay in a manner that balances the needs of a healthy economy and a healthy environment.
2. Implement the Cowichan Estuary Environmental Management Plan.
3. Protect the marine environment from pollution caused by the discharge of domestic sewage into tidal waters.
4. Require all marinas in Cowichan Bay to have pump-out facilities that are hooked up to a community sewer system and to maintain these facilities in accordance with the Sewerage System Regulation of the *Public Health Act*.
5. Implement a zero-discharge policy to eliminate liquid waste discharge from marine vessels, live-aboards and floating homes into the marine environment.
6. Adjust boundaries of Crown tenures to be consistent with the CEEMP.
7. Review tenure areas that have been inactive for at least five years.

#### 2.6.4 Marine Industrial Policies

The regional board:

1. Works with the CEEMP Committee to achieve the CEEMP objectives, within the limits of the CVRD's jurisdiction.
2. Provides a variety of zones to accommodate marine-dependent industries and activities consistent with the CEEMP, Order-in-Council 1652 and amendments thereto.
3. Respecting Crown tenures, ensures that the implementing zoning bylaw includes provisions specifying the area of water surface that may be used for marine industrial activities consistent with the CEEMP.
4. Prioritizes applications that support environmental enhancement of the Cowichan Estuary.
5. Establishes zoning standards consistent with the CEEMP.

#### Marine Residential Designation

The purpose of the Marine Residential designation is to accommodate waterfront stilt homes and their respective water leases in Cowichan Bay Village. The historic lot pattern of the waterfront stilt homes contributes to the heritage character and unique ambiance of the village and greater community. Water lots have a typical frontage of 7.5 m and typical depth of 55 m. Protection and enhancement of this ambiance is provided through development permit area guidelines for form and character of this intensive residential area. The Marine Residential designation may also permit home-based businesses and bed-and-breakfasts in keeping with the unique character of the area. Development within the Marine Residential designation may also be subject to review by the CEEMP Committee.



Photo: Waterfront stilt homes in the Marine Residential designation (CVRD).

#### 2.6.5 Marine Residential Objectives

1. Preserve the heritage character and integrity of historic stilt homes.
2. Ensure that the redevelopment of existing stilt homes occurs in a manner that complements the natural environment by supporting natural hydrological processes and natural ecological function within the marine foreshore.
3. Work with the CEEMP Committee to ensure consistency with the CEEMP.



## 2.6.6 Marine Residential Policies

The regional board:

1. Provides specific zoning for Marine Residential lands to accommodate waterfront stilt homes, based on their historic form and development pattern.
2. Discourages increased coverage of the water surface through the addition or expansion of docks, piers or other features.
3. Encourages the inclusion of site or building features intended to complement the ecological function of the marine foreshore.
4. Does not support applications for larger stilt homes or structures that would increase the amount of shading of the sea floor.

Photo: A renovated waterfront stilt home in the Marine Residential designation, view from Cowichan Bay Road (CVRD).



Photo: Cowichan Shipyard in the Marine Village Designation (CVRD).

## Marine Village Designation

The Marine Village designation is intended to accommodate marine-oriented and complementary uses in a manner that respects the public realm and unique maritime character of Cowichan Bay.

Cowichan Bay Village is an important focal point in the community for businesses, residents and visitors alike. The village accommodates a broad range of marine-dependent businesses such as commercial fishing, boat building and repair, marinas and marine-oriented tourism, and complementary uses such as restaurants, coffee shops and retail shops. It is also home to residents who choose to live at the water's edge in stilt homes and floating homes. All of these uses contribute to Cowichan Bay's unique historic seaside character. There is no place elsewhere in the plan area that can feasibly accommodate such a broad mix of uses.

Cherry Point Marina is a longstanding marina use southeast of Cowichan Bay which also falls within the Marine Village designation. While the Cherry Point Marina has had less of a public focus in the past, there is an opportunity through redevelopment to diversify the mixture of uses on the site and to enhance public access to the waterfront.



Photo: Cowichan Bay Village view to the north (CVRD).

Sensitive development within Cowichan Bay Village and at Cherry Point, along with their associated marinas, is needed to avoid negative impacts on parking, pedestrian and vehicular safety, aesthetic values and the environment. Furthermore, specific attention is needed to address parking, transit infrastructure and pedestrian amenities such as pathways and sheltered viewing and seating areas in order to enhance the overall experience of being in Cowichan Bay Village.



### 2.6.7 Marine Village Objectives

1. Maintain Cowichan Bay Village as a vibrant, four-season destination.
2. Accommodate a mix of marine-oriented commercial, industrial and institutional uses that are sensitive to the marine environment, accommodate the safe and efficient movement of pedestrians and vehicles, and are in keeping with the unique character of Cowichan Bay Village.
3. Implement the Cowichan Estuary Environmental Management Plan.
4. Consider rezoning consistent with the CEEMP.
5. Establish safe walkways and viewing platforms.
6. Establish a special designation for Cowichan Bay Village akin to the resort region status afforded to other visitor destinations, such as resort communities, in British Columbia.
7. Retain and restore significant heritage buildings, sites, features, elements and activities.

### 2.6.8 Marine Village Policies

The regional board:

1. Supports the revitalization and enhancement of Cowichan Bay Village, Cherry Point Marina and Wilcuma Lodge as commercial nodes.
2. Works with the CEEMP Committee to achieve the CEEMP objectives, within the limits of the CVRD's jurisdiction.
3. Recognizes the Cowichan Shipyard and Cowichan Bay Fishermen's Wharf for their long-standing marine industrial uses. These sites are provided appropriate marine industrial zoning, consistent with these uses.
4. May permit a dwelling as an accessory use in the Marine Village designation, provided the dwelling is not located on the ground floor of a building or structure.
5. May regulate the number of floating homes and their conditions of use.
6. May provide regulations to minimize the impacts of structures on views of the ocean environments and impacts to the natural environment through shading of the water column and ocean floor, through height, parcel coverage and siting regulations.
7. Establishes zoning standards for a marina expansion with consultation.
8. Supports the enhancement of Cowichan Bay Village through built environment improvements such as shelter for pedestrians from inclement weather, the development of intercept parking, delineation of parking stalls and/or angled parking, structured parking, transit and shuttle services, marine navigation and moorage, street lighting, landscaping and delineation of safe pedestrian walkways, crosswalks and cycling routes; such enhancements may be detailed in a streetscape enhancement plan and managed through the establishment of a local service area.



Photo: Cowichan Bay Fishermen's Wharf in the Marine Industrial designation (Panoramio).



## 2.7 Commercial Designation

Commercial activities are important to the local economy and to providing local employment. Very little land is available in the plan area to accommodate such activities. Still, there is opportunity to enhance and intensify existing commercial and light industrial activities within available lands. These include the Koksilah Village, Whippletree Junction and Crossroads areas and sites along Hillbank Road, which are conveniently located in close proximity to the Trans-Canada Highway, which is advantageous from a distribution perspective. These areas are also relatively close to residential neighbourhoods, presenting an opportunity for employees to live close to their workplace community.



Photo: Commercial development in the Four Ways Rural Village designation (CVRD).

There are three Commercial designations in the local plan area:

- Four Ways Rural Village Commercial
- Koksilah Village Commercial
- Rural Commercial

### Four Ways Rural Village Designation

The Four Ways rural village area, at the intersection of Koksilah Road, Cowichan Bay Road, Waldy Road and Cherry Point Road, has been identified by community members as a focal point of the community, both from a geographic perspective as it is centrally located but also by its proximity to Bench Elementary School. Lands within the Four Ways Rural Village designation are envisioned as a small mixed-use area with locally oriented shops and services that complement existing and adjacent residential uses in addition to the local agricultural economy, yet do not detract from the economic viability of Cowichan Bay Village. This may include low-rise mixed-use developments that include ground floor commercial uses and residential uses above. The Four Ways Mobile Home Park is recognized as an important source of affordable housing in the community, particularly because of its close proximity to Bench Elementary School, local shops and services and public transit.

### 2.7.1 Four Ways Rural Village Objectives

1. Create a vibrant mixed-use neighbourhood hub.

### 2.7.2 Four Ways Rural Village Policies

The regional board:

1. Supports the revitalization and enhancement of Four Ways Village as a commercial node.
2. Recognizes Cowichan Bay Farm as an important community asset, given its contribution to the local agricultural economy despite being located outside the ALR. The implementing zoning bylaw will protect agricultural use on the Cowichan Bay Farm while also permitting residential uses as in pre-existing zoning bylaws.
3. Establishes zoning standards for neighbourhood meeting centre and institutional uses.

### Koksilah Village Designation

The Koksilah Village designation is intended to accommodate a mixed-use village area located in the northwest corner of electoral area D Cowichan Bay, east of the Trans-Canada Highway and opposite the Koksilah Industrial area in neighbouring electoral area E.

The area is geographically distinct from other settled areas and bound by the Trans-Canada Highway, First Nations land and ALR. The area is within the floodplain of the Cowichan and Koksilah Rivers and has an underlying aquifer that provides potable water to area residents and businesses yet is highly vulnerable to contamination.

Once a stop on the E&N Railway, Koksilah Village thrived as a mixed-use neighbourhood with a school, stores and a post office. The introduction of the Trans-Canada Highway had a massive impact in changing the character of this neighbourhood to one of vehicle-dependency and the emergence of service commercial and automobile-oriented businesses. Development of the Koksilah village area has also significantly modified the natural drainage pattern and disruption of historical and cultural connections between the Cowichan and Koksilah Rivers.

Koksilah Village is envisioned as a mixed-use centre characterized by a mixture of commercial, retail, office, light industrial processing, services and accessory residential uses along with community services and amenities that lessen dependence on automobile use. Commercial and industrial uses should support the local economy, provide living wage jobs and be compatible with local environmental conditions. Because of its proximity to the City of Duncan, the area can accommodate a wide variety and higher density of uses than is generally found elsewhere in the plan area. Also, as development occurs there is an opportunity to restore historical connections between the Cowichan and Koksilah Rivers, to restore natural drainage patterns and to further protect the important groundwater resource that exists in this area.

The retention of residential uses is critically important in the Koksilah Village area in terms of creating a vibrant, mixed-use community. However, given the physical context of the floodplain, residential uses should be located above the ground floor as properties are redeveloped to ensure the safety of residents.

### 2.7.3 Koksilah Village Objectives

1. Establish Koksilah Village as a vibrant, aesthetically appealing, mixed-use centre supporting the local economy and employment, locally oriented businesses and housing.
2. Mitigate hazardous conditions, limit surface runoff and protect water resources.
3. Increase community amenities for residents, business owners and employees of Koksilah Village.



### 2.7.4 Koksilah Village Policies

Photo: Commercial development in the Koksilah Village designation (CVRD).

The regional board:

1. Supports the revitalization and enhancement of Koksilah Village as a commercial node.
2. Does not support any rezoning proposal that would result in the loss of affordable housing.
3. Intends to provide enhanced parks, trails and other social and recreational amenities for residents and businesses in the Koksilah Village area, through any rezoning or community parks planning process.
4. May establish a local service area for street lighting on lands within the Koksilah Village designation to enhance community safety. The type of lighting to be used will be in keeping with the vision, goals and objectives of the plan; complementary to the rural heritage character of the Koksilah Village Centre area as reflected by the Old Koksilah School and Old Farm Market; and designed to prevent light pollution.
5. May establish a local drainage service area for Koksilah village area, with the assent of the majority of taxpayers.
6. Endeavours to provide community water and sewer services to all development within the Koksilah Village designation.
7. Supports and encourages the development of light industrial activities within the Koksilah Village designation, including value-added wood products, manufacturing, food processing and cold (food) storage, through zoning and the provision of community water and sewer services to parcels where such activities take place.
8. Establishes zoning standards for neighbourhood pub, wine sales or liquor sales.

## Rural Commercial Designation

The Rural Commercial designation includes a variety of existing commercial and light industrial uses generally in close proximity to the Trans-Canada Highway. Specific areas within the Rural Commercial designation include lands at the intersection of Bench Road and the Trans-Canada Highway, Whippletree Junction, and Crossroads Centre at Koksilah Road and the Trans-Canada Highway. These lands are recognized for their importance to the regional economy in providing employment opportunities and supporting local economic activities.



Photo: Development in the Rural Commercial designation (CVRD).

Redevelopment of Rural Commercial lands is supported to provide opportunities for local commercial goods and services, agricultural supply sales, agri-tourism, value-added agriculture, agricultural processing, cold (food) storage, secondary forestry manufacturing and industrial warehousing. Impacts on groundwater, environmental quality and the visual impact of highway-oriented development are required to be mitigated with any redevelopment proposal. Preservation of heritage buildings at Whippletree Junction is also a priority.

### 2.7.5 Rural Commercial Objectives

1. Accommodate a range of commercial and light industrial uses, which provide living wage employment and contribute to the local economy in rural village areas.
2. Enhance rural character and improve the aesthetic appeal and safety of the Trans-Canada Highway corridor.
3. Provide housing opportunities in close proximity to employment on lands within the Rural Commercial designation.
4. Support the redevelopment of Whippletree Junction as a mixed-use area and visitor destination, including commercial, residential and complementary uses, while protecting its heritage resources.

### 2.7.6 Rural Commercial Policies

The regional board:

1. Generally does not support applications to designate additional lands as Rural Commercial along the Trans-Canada Highway.
2. Supports the revitalization and enhancement of commercial nodes including Whippletree Junction and the Crossroads Centre.
3. Supports protection or relocation of heritage resources at Whippletree Junction.
4. Establishes zoning standards for a neighbourhood pub.



## 2.8 Residential Designation

There are seven Residential designations in the local plan area, six of which are described in this section:

- Future Development
- Cluster Residential
- Mixed-Use
- Rural Residential
- Rural Village Residential
- Village Residential

The Marine Residential designation is described in the Marine section 2.6.

### Future Development

The Future Development designation is intended for areas within the growth containment boundaries, including the commercial nodes and the residential settlement areas in general proximity to them.

#### 2.8.1 Future Development Objectives

*To be considered in the modernization.*

#### 2.8.2 Future Development Policies

*To be considered in the modernization.*

### Residential Designation Objectives and Policies for all Plan Residential Designations

General objectives and policies are to be considered whenever residential development is proposed for the plan area.

#### 2.8.3 Residential Objectives

*To be considered in the modernization.*

#### 2.8.4 Residential Policies

*To be considered in the modernization.*

### Cluster Residential

The Cluster Residential designation is intended to accommodate intensive residential cluster development in groups of four to twelve dwelling units arranged around a common open space area in a park-like setting. Cluster development provides an opportunity for cottage-scale development, which avoids suburban sprawl by clustering homes together while retaining large, intact areas of native vegetation and natural features on a site. Residents of the development have the benefits of both private and shared outdoor amenity spaces, and opportunities for socialization facilitated by the arrangement of cottages around central common open space areas.

Cluster development should occur in one- to one-and-a-half-storey cottages, not two-storey houses, to reinforce rural character and provide a housing opportunity that is lacking in the plan area. This type of development also lends itself to accommodating supportive housing developments such as seniors' housing, which provides one-level living in small detached dwellings with opportunities for shared facilities and services.

As with Rural Residential lands, lands within the Cluster Residential designation have an important role in buffering resource lands and the marine environment. As such, development within the Cluster Residential designation must take a “design with nature” approach.

#### 2.8.5 Cluster Residential Objectives

1. Preserve significant areas of native vegetation and/or other natural features while accommodating a cluster residential housing and lifestyle option in rural areas.
2. Maintain housing affordability in the Cluster Residential designation.



Photo: Cluster development, Shoreline WA (Ross Chapin Architects).

#### 2.8.6 Cluster Residential Policies

The regional board:

1. Ensures density where servicing is not available does not exceed one principal dwelling per 1 ha. Where a minimum of 50% of the site remains in its natural state, density may be considered in the range of 15 units/ha with appropriate servicing.
2. Establishes zoning standards for neighbourhood meeting centre and institutional uses.
3. Establishes zoning standards for the protection of significant natural features and accommodating residential or mixed-use development.

#### Mixed-Use Residential

The Mixed-Use designation is intended for innovative development in village areas and rural village areas. The designation supports mixed use developments, which include locally oriented commercial, institutional and office uses in conjunction with residential uses. Mixed-use developments can contribute to neighbourhood vibrancy by providing goods and services to residents within walking distance or close to transit. They can also become focal points of neighbourhoods as places to meet, socialize and obtain community services. Within residential areas, mixed-use developments incorporating non-residential uses must be designed with sensitivity to neighbouring uses and to mitigate potential traffic, parking, surface runoff, noise, odour or lighting impacts.

### 2.8.7 Mixed-Use Objectives

1. Encourage mixed-use developments that complement village areas and rural village areas, provide opportunities for housing in close proximity to employment and increase the availability of community services and facilities to local residents.
2. Design mixed-use development to
  - a. be pedestrian-oriented, include public space and incorporate aesthetically appealing native landscaping and fencing as a buffer with adjacent uses and roadways;
  - b. complement the form and character of neighbouring development and uses to ensure visual harmony; and
  - c. mitigate potential conflict between residential and non-residential uses in close proximity to each other within the development.



Photo: Mattick's Farm mixed-use development, Victoria, BC (Jawl Properties Ltd.)

### 2.8.8 Mixed-Use Policies

The regional board:

1. Ensures density is in the range of 14-30 units per ha.
2. Prefers that mixed-use developments are located at sites with major intersections and sites well served by alternative transportation systems including, but not limited to The Oceanfront Suites, the Wessex Inn, Wilcuma Lodge, Cherry Point Marina, Crossroads Centre, Whippletree Junction and Koksilah Village.
3. Discourages uses that have the potential to significantly increase traffic and contribute to parking congestion in mixed-use developments located within predominantly residential neighbourhoods. These types of uses may include restaurants, pubs, liquor sales, athletic studios, gyms, grocery stores, drive-through or take-out operations, among others.
4. May use the amenity zoning provisions of section 482 of the *Local Government Act* to establish a higher permitted density in the implementing zoning bylaw to incentivize mixed-use development in exchange for the provision of community amenities. For instance, these provisions could be utilized to establish a higher permitted density and height in the implementing zoning bylaw for the Koksilah Village area Mixed-Use designated lands, to incentivize mixed-use development with ground floor commercial uses and residential uses above, while retaining valuable affordable housing.

### Rural Residential

The Rural Residential designation is intended to accommodate a rural residential lifestyle. Rural Residential lands often provide a buffer between resource lands and the marine environment. Housing types within the Rural Residential designation include single detached dwellings, secondary suites and detached accessory dwellings or coach homes.

As Rural Residential lands have an important role in buffering resource lands and the marine environment, development within the Rural Residential designation should take a “design with nature” approach in order to protect sensitive environmental features and processes. In addition,

this designation sets limits for future rural residential development to assist with maintaining and enhancing the rural character of the plan area and preventing further impacts of sprawl.

### 2.8.9 Rural Residential Objectives

1. Provide a buffer between resource lands and the marine environment while accommodating a rural residential lifestyle option and maintaining rural character.
2. Provide affordable housing options within the Rural Residential designation.



Photo: A single detached dwelling in the Rural Residential designation (CVRD).

### 2.8.10 Rural Residential Policies

The regional board:

1. Ensures density in these zones is not to exceed one principal dwelling unit per 1 ha, except in those cases where community water system is provided, in which case the density is not to exceed one principal dwelling unit per 0.4 ha.
2. Does not support further designation of Rural Residential lands.
3. Establishes zoning standards for neighbourhood meeting centres and institutional uses.

### Rural Village Residential

The Rural Village Residential designation is intended to accommodate primarily residential uses, including single detached dwellings, secondary suites, detached accessory dwellings, cluster development and mobile homes. Rural village residential areas should be serviced by community water systems and community sewer systems where readily available. In keeping with their role in maintaining a transition between more rural and more urban land uses, development in rural village areas should seek to preserve significant natural areas and features, intact areas of native vegetation and areas capable of food production while accommodating developments of moderate density.



Photo: A single detached dwelling in the Rural Village Residential designation (CVRD).

### 2.8.11 Rural Village Residential Objectives

1. Provide a variety of household options and housing types in a rural village residential setting.



## 2.8.12 Rural Village Residential Policies

The regional board:

1. Ensures density is in the range of 5 to 15 units per ha, depending on servicing and housing type.
2. Encourages adequate arrangements for the relocation of tenants, including into housing units within the new development, where redevelopment of a manufactured home park is contemplated.
3. Establishes zoning standards for a cluster development zone intended to accommodate residential or mixed-use (residential and commercial) cluster development while simultaneously protecting significant natural features through park dedication and conservation covenants and achieving high environmental performance.
4. Establishes zoning standards for neighbourhood meeting centre and institutional uses.

## Village Residential

The Village Residential designation is intended to accommodate primarily residential uses and a variety of households and housing types, in anticipation of future population growth that is in keeping with the village character and community well-being. The Village Residential designation accommodates area residents in a manner that supports the efficient and economical provision of services such as water, sewer, solid waste and recycling collection, and public transit along with amenities such as parks, trails and safe roadside pedestrian pathways.

The Village Residential designation encourages ground-oriented dwellings such as single detached dwellings, single detached dwellings with secondary suites or detached accessory dwellings, duplexes and ground-oriented and low-rise multi-unit residential developments.



Photo: A single detached dwelling in the Village Residential designation (CVRD).

## 2.8.13 Village Residential Objectives

1. Accommodate a variety of households and housing types in keeping with the village residential character and community well-being.

## 2.8.14 Village Residential Policies

The regional board:

1. Provides a variety of zones to permit a range of uses, including but not limited to single detached dwellings, secondary suites,



Photo: Multi-unit (townhouse) residential development in the Village Residential designation (CVRD).

detached accessory dwellings, semi-detached dwellings, townhouses, multi-unit residential development, home-based businesses, bed-and-breakfasts, day cares, neighbourhood meeting centres, parks and institutional uses. Density in these zones is in the range of 14-30 units per ha.

2. Establishes zoning standards for multi-unit development or a new comprehensive development zone in the Village Residential designation in accordance with the following criteria:
  - a. not more than six units should be located together in one building;
  - b. all units should have direct access to a private outdoor amenity area of at least 10 m<sup>2</sup>, which may include a porch or balcony, and a common outdoor amenity area, capable of food production, of at least 50 m<sup>2</sup>;
  - c. publicly accessible walking trails and pathways are provided;
  - d. the proposed multi-unit development should complement the form and character of adjacent development; and
  - e. the proposed multi-unit development should complement the natural environment natural site hydrology and not increase stormwater flow rates or volumes to neighbouring lands.

## **2.9 Settlement Nodes**

See Growth Containment Boundary and Village Residential Objectives and Policies.  
Cowichan Bay Village is a Major Village Centre.

## **2.10 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.

The transportation objectives and policies are intended to improve transportation and land use planning.

The Area D Transportation and Mobility map (TD1.2 Transportation and Mobility Network – Area D) will be considered in the modernization as a map to apply broadly for the electoral areas.

See Growth Containment Boundary objectives and policies and the OCP for servicing.

### **2.10.1 Roads and Servicing Objectives**

1. Modify lighting associated with government facilities or private development (i.e., street lighting at Wilmot and Pritchard; Lambourn water treatment plant) to protect public safety, while preventing excessive illumination and glare.

### **2.10.2 Roads and Servicing Policies**

*To be considered in the modernization.*

## 2.11 Temporary Use Designations

### Temporary Use Designation

Lands designated for temporary use are intended to ensure that temporary uses have a beneficial aspect for the community and that they have little or no negative effect upon residential uses or the natural environment. They are permitted in all commercial and industrial designations in Area D.

## 2.12 Heritage

There is currently one heritage designation in area D, the South Cowichan Lawn Tennis Club, one of the oldest lawn tennis clubs in the world and the oldest club in Canada still playing on grass, founded in 1887.

There are five sites on the CVRD heritage registry (Cowichan Bay Maritime Centre, Old Koksilah School, Robert Service Memorial, South Cowichan Lawn Tennis Club and the Masthead) and several sites identified as possible candidates for heritage designation identified in section 1.6.

### 2.12.1 Heritage Objectives

1. Identify significant heritage resources on land and in the maritime area.
2. Recognize and protect heritage, cultural and archaeological resources.
3. Protect the marine architectural and heritage character of historic buildings.
4. Revitalize significant heritage buildings.
5. Develop a community heritage strategic plan to identify community heritage values, recognize and celebrate heritage resources, and link heritage and economic development opportunities.
6. Support artistic and cultural pursuits and activities.

### 2.12.2 Heritage Policies

The regional board:

1. Supports retention and restoration of significant marine buildings, sites, features and elements.
2. Supports revitalization of heritage buildings.
3. Supports heritage revitalization agreements and variances for siting and density.

## **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 OCP in terms of the objectives and policies of this plan. 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, GD Growth Management Concept – Area D) is 212 ha (524 ac), while the amount outside the growth containment boundary is 1,169 ha (2,889 ac). The total land area is 1,381 ha (3,413 ac), designated as follows:

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

The current amount of land designated for Renewable Resource – Agriculture use is approximately 961 ha (2,376 ac), or 69.62% of the plan area.

#### *B. Rural Resource – Forestry*

The current amount of land designated for Rural Resource – Forestry use is approximately 0 ha (0 ac), or 0.0% of the plan area.

#### *C. Industrial*

The current amount of land designated for Industrial use is 15 ha (36 ac), or 1.06% of the plan area. There is a Marine Industrial designation.

#### *D. Institutional*

The current amount of land designated for Institutional use is approximately 5 ha (13 ac), or 0.36% of the plan area.

#### *E. Parks*

The current amount of land designated as Parks is approximately 33 ha (82 ac), or 2.4% of the plan area.

#### *F. Freshwater*

The current amount of the plan area designated as Freshwater is 0 ha (0 ac), or 0% of the plan area.

#### *G. Marine*

The current amount of the plan area designated as Marine area is approximately 1,683 ha (4,159 ac) and 11 ha (26 ac) in the growth containment boundary.

#### *H. Commercial Area*

The current amount of land designated for Commercial use is approximately 46 ha (114 ac), or 3.33% of the plan area.

#### *I. Residential Area*

The current amount of land designated for Residential use is approximately 321 ha (793 ac), or 23.22% of the plan area.



*J. Railway Transportation Area*

The current amount of land designated for Railway Transportation use is 0 ha (0 ac), or 0% of the plan area.

*K. Growth Containment Boundary*

The current amount of land in the growth containment boundary is approximately 212 ha (524 ac) or 15.37% of the local plan.

Table 3–1 - Regional Performance Measures

Electoral Area D Cowichan Bay								
Designations		Rural Area		Rural Area % of Local Plan	Growth Boundary	Containment	Growth Area % of Local Plan	Containment Boundary
		Hectares	Acres		Hectares	Acres		
Renewable Agriculture	Resource -	962	2,376	69.6	0	0	0.0	
Commercial		3	7	0.2	43	106	3.1	
Industrial		15	36	1.1	0	0	0.0	
Institutional		1	3	0.1	4	10	0.3	
Marine		1,684	4,162		11	26		
Parks		21	53	1.5	11	28	0.8	
Residential		168	414	12.1	154	380	11.1	
Renewable Forestry	Resource -	0	0	0	0	0	0.0	
Railway Transportation		0	0	0.0	0	0	0.0	
Freshwater		0	0		0	0		
Total		1,169	2,888	84.6	212	524	15.4	

	Hectares	Acres
Rural Area	1,169	2,888
Growth Containment Area	212	524
Grand Total	1,381	3,412

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 1,727 ha, or 25%.
3. In the plan area, the total amount of land within the growth containment boundary is approximately 212 ha, or 15.4%.
4. In calculating the total plan areas and percentages, Marine and Freshwater were not included.

## LIST OF FIGURES

1-1 Community Vision

1-2 Sensitive Lands

1-3 Environmentally Sensitive Lands

1-4 The Hydrologic Cycle

## LIST OF TABLES

Table 3-1 - Regional Performance Measures