



BYLAW 3450
Official Community Plan Bylaw

The council of The Corporation of the District of North Cowichan, enacts as follows:

- 1 The Community Plan, marked Schedule “A”, attached hereto and made part of this bylaw, is hereby designated as the Official Community Plan for the Corporation of the District of North Cowichan.
- 2 This bylaw repeals Bylaw 3130, “Official Community Plan Bylaw 2002”, and all amendments thereto.

Bylaw readings

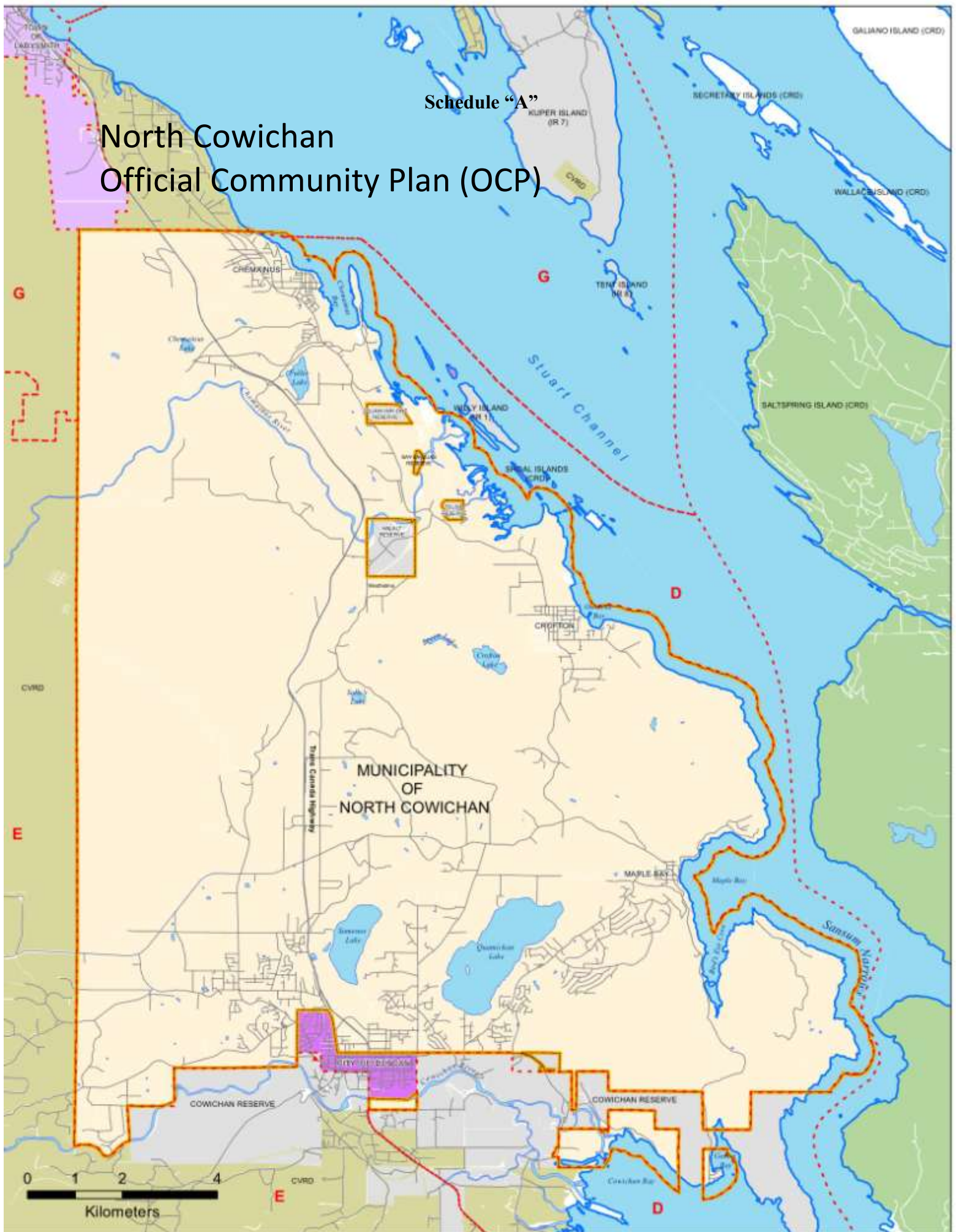
First reading February 2, 2011
Second reading..... June 1, 2011
Public hearing June 20, 2011
Third reading July 20, 2011
Adopted..... July 20, 2011

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Schedule "A"

North Cowichan Official Community Plan (OCP)



Acknowledgements Page

Members of the North Cowichan Advisory Planning Commission

Citizens of North Cowichan who provided input to the process

Planning staff

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LIST OF ABBREVIATIONS

ALC	Agricultural Land Commission	FLR	Forest Land Reserve
ALR	Agricultural Land Reserve	GHG	Green house gas
B&B	Bed & breakfast establishments	LEED	Leadership in Energy & Environmental Design
BMP	Best management practices	MNC	Municipality of North Cowichan
CDP	Comprehensive Development Plan	OCP	Official Community Plan
CVRD	Cowichan Valley Regional District	TCH	TransCanada Highway
CVT	Cowichan Valley Trail	TCT	TransCanada Trail
DNC	District Municipality of North Cowichan	TDM	Transportation Demand Management
DPA	Development Permit Area	UCB	Urban Containment Boundary
ESA	Environmentally Sensitive Area		

Section I. The Plan Overview

This Official Community Plan (OCP), as a Municipal policy document, represents an understanding between the residents of the Municipality of North Cowichan and present and future councils. It serves three main purposes. It:

- sets out the community vision and values that will guide decision-making about our future direction;
- clarifies for residents, businesses and institutions the primary goals and objectives, with the supporting policies that help the Municipality to meet its goals; and
- informs neighbouring jurisdictions of our planned direction and identifies the areas where mutual cooperation is necessary to help us meet certain goals.

Building on the 2002 OCP, this plan affirms the direction and goals the Municipality set at that time. New in this updated plan are: *guiding principles* that underpin the plan and provide a general framework for decision-making; *current issues* that have become more urgent since 2002; and a *revised format* for presenting policies, designed to improve their clarity and ease of use.

This plan is comprehensive and purposely ambitious in addressing a complex mix of issues. At the same time, it is sufficiently flexible to enable the Municipality to respond to unforeseen matters and to accommodate new priorities as they arise.

The plan belongs to every resident of North Cowichan, and collectively we are responsible for making it work. Continued engagement by all parties is therefore essential. Informed perspectives and ongoing assessment of progress in attaining the plan's stated objectives will help ensure that the work we undertake together upholds the vision we share for the municipality.

1.1 HOW THE PLAN IS ORGANIZED

The 2011 OCP is presented in four sections. **Section I** identifies the five principles that guide our approach to planning. It also itemizes key assets and challenges that influence current planning in North Cowichan. **Section II** identifies five primary goals and the broad policy direction set by the Municipality to accomplish those goals. **Section III** provides four key strategy areas for implementing, monitoring and adjusting the plan based on ongoing community engagement. **Section IV** contains the appendices, including the implementation framework. **Appendix 1** contains a list of background explanatory reference documents helpful in understanding the context and implications of various statements contained within the Plan.

1.2 WHERE THE PLAN APPLIES AND ITS LEGAL STATUS

The OCP, adopted by bylaw, applies to all lands within the boundaries and jurisdiction of the Municipality of North Cowichan (see Map 1). The plan also suggests how the Municipality will interact with others – including neighbouring jurisdictions and senior levels of government – and addresses issues within the community that are not directly land-based.

In keeping with the *Local Government Act*, Section 884, the plan does not commit to or authorize any particular bylaw or project. However, bylaws subsequently enacted or works undertaken by Council must be consistent with the plan.

1.3 PRINCIPLES

Guiding principles underpinning a plan reflect the shared values of those the plan affects. Such principles give us better assurance that the decisions we make and actions we take are true to those values. The following five principles reflect what we as a municipality value, and they shape how we plan to achieve our goals. These principles are critical in guiding the development of all policy, programs and actions pursued under the plan.

1.3.1 Sustainability

Adopting the principle of sustainability means ensuring that decisions balance the right of future generations to a healthy, resource-rich environment with the needs of the current population. Sustainability underpins all of the five key goals discussed in Section II, as well as the overall direction of the plan. Sustainability is a fundamental principle in assessing whether or not a particular course of action is appropriate.

1.3.2 Economic opportunity

Adopting the principle of economic opportunity means ensuring that a positive environment is in place to promote growth and diversity. Jobs and businesses that are the foundation of the municipality remain important, but new economic directions are also encouraged to respond to changes in the global economy and the challenges of demographic shifts.

1.3.3 Smart growth

Adopting the principle of “smart growth”¹ means encouraging vibrant communities by planning for development including redevelopment, infill, mixed use and more compact communities. It aims to enhance quality of life, preserve the natural environment and, over time, save money.

¹ Smart growth describes the efforts of communities to manage and direct growth in a way that minimizes damage to the environment, reduces sprawl, and builds livable towns and cities. Smart Growth BC has outlined the 10 principles of smart growth, tailored to the BC context, at <http://www.smartgrowth.bc.ca/Default.aspx?tabid=133>. These principles include: Mix land uses; Build well-designed compact neighbourhoods; Provide a variety of transportation choices; Create diverse housing opportunities; Encourage growth in existing communities; Preserve open spaces, natural beauty, and environmentally sensitive areas; Protect and enhance agricultural lands; Utilize smarter and cheaper infrastructure; Encourage green buildings; Foster a unique neighbourhood identity; Nurture engaged citizens.

1.3.4 Healthy and safe community

A healthy and safe community is one where access to community services, housing, parks and open space, clean air and water, and other such benefits promotes positive interaction and healthy outcomes among all residents.

1.3.5 Community engagement

Adopting the principle of community engagement means ensuring that Council, staff and citizens keep talking to each other in an open and transparent way to ensure that decision-making is in line with the policies, goals and principles of the plan. It also means committing to regular and meaningful plan monitoring and reporting. The OCP is based on community values and depends on the continued support of the citizens it serves.

1.4 NORTH COWICHAN'S ASSETS AND CHALLENGES

North Cowichan's planning takes place within a unique context of assets, opportunities and challenges. Some of these have roots in our particular historical and geographical background; others arise from events and circumstances that affect more than just this municipality.

The elements that are especially relevant to the formulation of an OCP are summarized below. Each presents both challenges and opportunities for planning the way forward, and none is more or less important than the others. Together they provide the context for the detailed discussion of the goals, strategies and policies set out in Sections II and III.

1.4.1 Oceanfront municipality

North Cowichan's 40+ kilometres of oceanfront represents a substantial asset that requires special attention and management. Public shoreline access is limited, yet the oceanfront is of significant importance to all residents and to tourism businesses that depend on it as an attraction, as well as commercial fishing and the transportation network. This asset has competing values for recreation, commerce and conservation purposes. It is also vulnerable to the forces of nature (such as weather-related erosion) and to change through industrial, residential and other forms of development as well as sea level rise due to climate change.

1.4.2 Rural land use

The rural character of North Cowichan, with its farms and forests, is one of the jurisdiction's most cherished features. Over 92% of the municipal land base is classified as rural. Of that, 25% is in the Municipal Forest Reserve and another 25% is in the Agricultural Land Reserve. The remaining rural lands are held by private forest companies, farmers and other private landholders, or are designated as parks.

Given the significant and ongoing challenges that agriculture and forestry face in the global marketplace, it is proving difficult today to sustain a vibrant rural economy. Defending the Agricultural Land Reserve from development pressures is another, separate but related, challenge.

Preserving the rural character of North Cowichan will require strengthening the existing uses of agriculture and forestry while identifying other longer-term values and planning objectives. Protecting rural lands will require efforts to contain residential growth within urban boundaries.

1.4.3 Municipal forests

North Cowichan's Municipal Forest Reserve is an asset that has a significant influence on the character of the jurisdiction.

The Municipality manages its forest reserve as a multiple, sustainable use resource. The forests are used for a range of purposes, including timber harvesting, recreation, education, protection of water supplies, local economic development, and conservation of the natural landscape. The forest also produces revenue for North Cowichan to serve other objectives set by council.

When planning for the future, the role of the municipal forests should not be taken for granted. The Municipality must continue to balance competing demands for these forests while addressing the community's concerns and wishes.

1.4.4 Coastal Douglas-fir Zone

North Cowichan lies in the Coastal Douglas-fir biogeoclimatic zone. This zone includes a variety of rare ecosystems (e.g., Garry Oak meadows), as well as many provincially identified rare and endangered species. Much of the Coastal Douglas-fir Zone has been destroyed, damaged or fragmented over the past century by logging activity, urban, residential and agricultural development, and the spread of invasive species such as Scotch broom. As the human population continues to grow, the important older, second-growth forests that remain are at significant risk. The health of the Coastal Douglas-fir Zone in this region depends on wise stewardship, conservation and rehabilitation.

North Cowichan benefits from this resource and shares responsibility for protecting and preserving it for future generations. The planning and land use decisions made today will determine whether we succeed.

1.4.5 Water and watersheds

Over recent decades, the region's water resources have been strained by a range of factors. Population growth, more intensive agriculture, and industrial expansion have increased the demand for and consumption of water. Past development practices that did not respect

natural drainage and storage patterns disrupted flows. More rapid spring run-off has resulted in lower water table levels and increased water temperatures in lakes, rivers and streams, impacting salmon and other fish habitat. Crowding of wetlands by residential development has contributed to flooding during major rain events.

The protection of our water sources and delivery of clean, safe water to residents are core functions of municipal government. Decisions about future land uses and development practices must consider the vital role of water in sustaining all life. Access to clean, reliable water supplies supports our environment, our health, and our economic base.

1.4.6 Climate change

Climate change is a complex issue. It requires at least two kinds of responses: adapting to the effects of changing climate conditions, and minimizing our contribution to greenhouse gas emissions, widely understood by the scientific community to be an underlying cause of climate change.

Local governments are key to the climate change response, because they influence more than 45% of local carbon emissions² through the decisions they make related to land use decisions, transportation options, building standards, and waste management. Leadership, commitment and public support are required to respond appropriately to the challenge. The benefits are long term, yet the costs are immediate and the solutions are challenging. At the same time, adapting to climate change presents economic opportunities, including the potential for establishing new technologies locally and creating more liveable, sustainable communities.

1.4.7 The economy

Changes in the global marketplace have challenged North Cowichan's traditional resource-based economy. Primary production jobs have decreased dramatically in recent decades while administrative, service and retail jobs have increased.

These changes have resulted in relatively low-income levels in North Cowichan, as well as the loss of young families who have had to move elsewhere to find better-paid jobs. These changes have also had implications for the municipal bottom-line: the substantial contributions of the traditional industrial tax base have declined and the difference not yet offset by the tax contributions of new businesses. The challenge is to attract and hold businesses that will provide good, high-paying jobs and contribute appreciably to the municipal coffers.

1.4.8 Community core vitality

A vibrant commercial core is part of what makes communities vital.

² <http://www.env.gov.bc.ca/epd/climate/ceei/index.htm>

Historically, regional retail services have been concentrated in and around the City of Duncan. This trend has recently been reinforced by the commercial developments at the south end of North Cowichan and on Cowichan Tribes land. Such concentrations make it difficult for new small and independent commercial services to establish themselves in places such as Chemainus, Crofton and Maple Bay, and creates uncertainty for those retail services that have been in place for some time. The sameness of malls throughout North America washes out the unique aspects of place, geography and history that local communities and the municipality overall have to offer.

Without vital commercial cores, North Cowichan's distinct communities are incomplete. The challenge is therefore how to balance commercial concentration with the specific needs of individual communities and neighbourhoods.

1.4.9 Diversity of communities

While all residents of North Cowichan share many common values, the municipality's communities each have their own distinct character and history, and their own views as to how best to manage their growth and economic development.

The size of North Cowichan and the diverse character of its individual communities thus pose numerous planning challenges. Future development will benefit from community- and neighbourhood- prepared plans with meaningful public input.

1.4.10 Getting around

Mobility within North Cowichan means more than providing and maintaining good roads for the automobile. One of the greatest challenges for municipal planning is to meet the diverse needs for "getting around" in a way that is safe, efficient and sustainable.

Because of our rural character, we are a car-dependent municipality and approximately 80% of our collective carbon emissions result from the use of vehicles. While this is not likely to change any time soon, it is clear that many residents get around using other forms of transportation than private vehicles, such as walking, cycling, taking a bus, and using electric scooters. Our communities therefore need to be designed so that people can safely reach their destinations whatever mode of transport they use.

The challenge is to preserve and enhance what is good about the design of our communities, and to focus on ensuring that new neighbourhoods are planned for mixed-uses and include walkable destinations.

1.4.11 Population

North Cowichan's total population has increased very slowly over the past decade, but the population profile has shifted notably.³ The proportion of residents in the 40–64 and 65+ age groups is increasing more rapidly than is that of any other age group. Meantime, the proportion of residents in the “family formation” stages of life is declining. Both trends are more pronounced here than the provincial average. Some communities in the municipality are also “aging” faster than others, with Chemainus being the most notable.

This shift in the population profile presents both challenges and opportunities for North Cowichan. The Municipality will need to turn its attention to meeting the service, infrastructure and land use needs and expectations of our aging population, while also working to attract and keep young people who can contribute to a well-rounded community.

1.4.12 Social development

Community structures, land use patterns, housing and access to public facilities and municipal programs all influence social health and development in North Cowichan.

While social development is a complex and dynamic process affected by many factors, the decisions made within a municipal jurisdiction can have a strong influence on social well-being. Municipal actions related to such matters as recreation opportunities, land use zoning, design of streets and public spaces, housing mix, and program development can, when thoughtfully integrated with the initiatives of the private, non-profit and volunteer sectors, make a significant difference to all residents' quality of life. Access to services and safety are especially important.

Particular challenges facing North Cowichan include the need for greater early childhood development resources, support for young families, and support for elderly members of the community. All of these involve working closely with a variety of agencies and jurisdictions at all government levels.

1.4.13 Affordable housing

The need for affordable housing is widely recognized throughout the municipality yet there is no consensus about how to address this multi-dimensional issue. Clear policies for developing affordable housing must also build on broad social objectives, such as offering support for young families and the elderly and providing care for the youngest, poorest and most vulnerable members of our community.

The challenge for North Cowichan is to determine the needs and priorities within the range of affordable housing needed, and how best those can be met with the municipal resources

³ See Population Forecasts' document referenced on Appendix 1.

available. Good planning and private sector contributions can help to ensure affordable housing.

1.4.14 Food security

Food security is a growing concern locally, nationally and internationally. Our supply of food depends increasingly on international systems of production and distribution at a time when strains in these systems are becoming more evident, and the environmental and health consequences of such systems are becoming better understood.

Facilitating greater local production and access could help address concern about the security of our food supply, its quality and the environmental costs of a world-wide distribution system. By encouraging local agricultural production and addressing issues related to hunger in our community and to the relationship between low-cost housing and food access, North Cowichan has a role to play in promoting greater food self-sufficiency and ensuring food security.

1.4.15 Coast Salish First Nations

For millennia the rich natural resources of the region sustained vibrant Coast Salish societies. However, fundamental elements of this culture have been undercut by the strain of foreign diseases, assimilation policies, prejudicial laws, displacement, and restructured access to land and resources. The vestiges of this history are still with us today in unresolved issues such as Aboriginal rights and title, access to resources, and the rights to harvest and trade.

While the federal and provincial governments share primary responsibility for these matters, municipal governments become involved through such actions as land use approvals and provision of municipal services. In turn, municipal governments are affected by the plans and activities of First Nation governments and institutions on adjacent lands.

Working with First Nations and understanding their issues and aspirations are important considerations for North Cowichan.

1.4.16 Regional approach

North Cowichan is strongly influenced by land use and other policy and decision-making in adjacent jurisdictions. This pertains to everything from agricultural and growth management policy to support for connectivity with other regions of Vancouver Island (e.g., along the rail corridor).

If the goals of North Cowichan are to be fully realized, it will be important to work with other jurisdictions to ensure a compatible, regional approach to addressing these issues. This is particularly true for the management of common services, transportation, land use patterns, and air quality.

Section II. Plan Goals, Objectives, and Policies

This section details the Municipality's five key planning goals, the challenges and risks we face in pursuing those goals, and the policies that we will follow to achieve those goals.

Goals: Some goals have more than one component. For example, the goal "Preserve Our Rural Setting" has five components: agriculture; forestry; mining and gravel extraction; landscapes, seascapes and vistas; and rural housing and services.

Objectives: For each component of a goal, key objectives have been set. These reflect what outcomes the Municipality wants to achieve as a way of meeting each goal. The Municipality will measure progress in achieving each objective through the indicators listed.

Policies: In support of each objective, a set of policies outlines the Municipality's position, or actions it will take in a particular situation, or the factors that will influence its decision-making.

Many of the policies have explanatory notes which are detailed in the documents listed on Appendix 1. These notes provide background information and, where required, suggested actions or components of policy that will need to be developed to be fully effective.

2.1 PRESERVE OUR RURAL SETTING

Residents of North Cowichan greatly value its rural environment, a setting that includes a mix of scenic mountains, forests, farms, rivers, lakes and oceanfront, accessed by narrow, bucolic roads and trails. Traditionally, this rural setting was the economic driver for the municipality, through agriculture, forestry, mining and fisheries. Today it continues to be economically important, as well as an important factor in our quality of life, providing a source of food, recreation options, and outdoor pleasure.

North Cowichan's rural areas are facing challenges that need to be understood and addressed, including factors beyond municipal jurisdiction and influence. Such challenges include:

- the struggle to sustain traditional economic activities in the face of low or declining economic return or depletion of resources,
- issues of scale of production and access to markets,
- lack of food processing facilities,
- national and international market forces,
- need for economic investment and jobs,
- need for land to support retirement or address farm housing needs,

- conflict with suburban neighbours, rising land prices and the pressure for subdivision, and
- the difficulty of assigning value to such assets as views, green infrastructure (e.g., streams and forests) and the benefits of locally produced food.

On the plus side, balanced against these forces, are the historic roles that forestry, agriculture, and fishing have played here, the productive land base and mild climate, public awareness of and interest in food security and health, recognition of the need for economic diversity (including tourism), and the skills and commitment of residents involved in rural businesses.

The Municipality plans to sustain North Cowichan's rural setting by continuing to implement policies that reduce development pressures on rural landscapes (e.g., careful growth management, buffering and waterfront protection policies), and that support the working landscape while protecting sensitive ecosystems.

2.1.1 Agriculture

North Cowichan envisions an agricultural sector that is economically, socially and environmentally healthy. Key challenges to agriculture include the current low rate of return on investment, the high price of land (driven in part by land speculation), lack of access to water to support crop production, and inadequate agricultural drainage on potentially productive valley bottom soils. This combination challenges the economics of farming as an industry or as a lifestyle choice. Recent trends show the decline in the number of larger farms and increase in the numbers of smaller farms. Whether or not this continues depends partly on provincial policies governing farm status determination (with attendant tax consequences) and partly on trends related to the pricing of farm inputs and regulatory changes.

Recent concerns about food security have increased public support for locally produced food. At the same time, imported food is becoming more expensive as a result of increases in transportation and other energy costs. A concurrent trend is an increase in agri-tourism, which provides farmers with opportunities to increase their on-farm income generation opportunities, and provides consumers with an opportunity to understand agriculture better.

Because of these trends and challenges, the Municipality must stay flexible in order to support agriculture effectively as a possible future economic engine for the region, and to ensure the agricultural land base stays protected.

Objective

Sustain and increase agricultural activity through policies that support and strengthen the role of agriculture in North Cowichan's social and economic fabric, enhance food security through greater support for farmers, and protect the agricultural land base.

Progress will be measured by⁴:

- Number of properties with farm status in North Cowichan
- Farm revenues (as proxy for productivity)
- Number of applications for Agricultural Land Reserve (ALR) exclusion or non-agricultural development

Policy Direction/Commitment

The Municipality will:

- Protect the agricultural land base
- Strengthen the economic vitality of farming
- Promote the importance of local agriculture

See also Municipal Management (3.2.3).

Protect the agricultural land base	
2.1.1.1 The Municipality will continue to implement its Strategic Agricultural Plan as a supplement to the Official Community Plan.	
2.1.1.2 The Municipality will protect Agricultural Land Reserve (ALR) and other agricultural lands from inappropriate development.	
a)	The Municipality recognizes the authority and jurisdiction of the Agricultural Land Commission (ALC) over lands within the ALR; will comply with the BC Farm Practices Protection (Right to Farm) legislation; and commits to working with the ALC on agricultural planning, policy and enforcement issues and on dealing with applications for land use change within the ALR.
b)	The Municipality does not support exclusion of agricultural lands from the ALR and subdivision of ALR lands (including homesite severances) unless the land is shown to be unsuitable for agriculture, and the ALC has approved subdivision or exclusion and the result is no net loss of ALR lands outside the UCB.
c)	The Municipality will require all ALC applications for exclusions, subdivision and non-farm use to show documentation (e.g., soil suitability analysis results, environmental farm management plan) to indicate why the application is necessary or appropriate.
d)	Where upzoning, non-farm use, subdivision or exclusion from the ALR has been approved and results in significant benefit accruing to the landowner, the Municipality will require the

⁴ The CVRD's State of the Environment report uses the following indicators: local food production (food security); farm land (total available and percentage in use); farm size and productivity; and crop/livestock diversity.

	landowner to contribute to a municipal reserve fund, to be used for the benefit of agriculture.
e)	The Municipality will not support unauthorized use of ALR land for non-farm purposes. Where ALR lands have been damaged and cannot be restored for agriculture, the Municipality will seek a penalty that is based on the extent of the damage or contravention. Proceeds from these penalties will be deposited into the municipal reserve fund for the benefit of agriculture.
f)	To protect the integrity of farmland and minimize the footprint of housing and farm buildings on agricultural lands, the Municipality will encourage innovations in the layout of new on-farm buildings (residential, accessory, and principal farm buildings).
g)	On farms at least 6 hectares [15 acres] in size, the Municipality may consider permitting the clustering of residential buildings where: • it supports the agricultural use of the property; • it will preserve or protect an environmental feature; • driveway access, parking areas and utilities are generally shared; • the total compound area is less than 1/5 of parcel size; • the positioning and design complements the rural character of the immediate area; • tenure options are limited to rental, building-based strata or, under limited circumstances, bare land strata; and • the ALC has granted approval.
h)	With the approval of the ALC, and where appropriate, agricultural soils removed as part of municipal operations and capital programs will be offered to operating farms in North Cowichan.
2.1.1.3 The Municipality will prevent sprawl into rural areas.	
a)	The Municipality will not permit urban land use and development beyond the urban containment boundary. [See also Section 2.1.5, Growth Management.]
b)	Where proposed development abuts the ALR along the urban containment boundary (UCB), the first priority will be to protect agricultural activity from negative urban influences through the use of such mechanisms as establishing buffers, registering restrictive covenants, and requiring development permits.
c)	All properties within North Cowichan's Urban Containment Boundary that abut the ALR are designated as Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of protecting farming. Where properties cannot provide a 30 m buffer (a minimum of 15m vegetated buffer and 15 m setback for principle buildings), a Development Permit shall be required and will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area 5 (Farm Land Protection). See Map 12.
d)	All properties within the ALR are designated as Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of protecting farming. Where any new development related to the residential use (principle or accessory) on the property is proposed a development permit is required unless otherwise exempt and the development will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area 5 (Farm Land Protection). See Map 2.

Strengthen the economic vitality of farming
2.1.1.4 The Municipality will take a regional approach to protecting, enhancing and supporting agriculture, working with other jurisdictions to resolve common issues that interfere with the economic vitality of farming. Such issues include drainage problems and the need for irrigation water to promote food production.
2.1.1.5 The Municipality will assist with connecting potential farmers to land.
2.1.1.6 The Municipality will work to remove barriers to economic viability for farmers by supporting direct marketing opportunities, innovations in agricultural product development, and the development of food processing and/or storage at a commercial scale.
2.1.1.7 The Municipality will permit non-agricultural activities as “home occupations” on small agricultural holdings where it is necessary to enable a second income in support of the primary agricultural activity.
Promote the importance of local agriculture
2.1.1.8 It is a municipal priority that North Cowichan’s urban residents understand the contributions of agriculture to North Cowichan’s quality of life, and that we ensure that the Municipality understands the concerns of farmers.
2.1.1.9 As part of its commitment to food security, the Municipality will strive to reduce regulatory barriers to increased agricultural and food production.

2.1.2 Forestry

Maintaining thriving, healthy forests – whether used for timber or non-timber harvesting, recreation or wildlife habitat – is essential if the Municipality is to achieve its goals of preserving the rural setting while providing for economic activity. Forests also have a potential role in the sequestration of carbon, and could contribute to climate change mitigation through cap-and-trade programs. Forest lands are also essential for conserving water and soil quality, air quality, biodiversity and wildlife habitat. Policies for forest management must account for these values and also deal with practical issues such as fire prevention. If converted to other uses, private forest lands within and adjacent to North Cowichan could significantly influence municipal land-use and growth patterns.

Objective

Retain and conserve forest lands within North Cowichan using proven best practices including sustainable harvesting, forest fire prevention and fuel reduction; encourage sustainable forestry best practices; and protect other forest values.

Progress will be measured by:

- Rates of harvest on Municipal Forest Reserve lands
- Rates of planting on Municipal Forest Reserve lands
- Changes in the area of designated Municipal Forest Reserve lands
- Amount of land in rural resource zones
- Municipal tax revenues from forest businesses

Policy Direction/Commitment

North Cowichan is guided in its forestry management decision-making by the principles of sustainable forest management and environmental protection of the resources within the Municipal Forest Reserve.

The Municipality will:

- Protect the forestry resource for future generations
- Sustainably manage North Cowichan's Municipal Forest Reserve
- Support responsible recreational uses of municipal forest lands

See also Parks and Recreation (2.5.8) and Municipal Management (3.2.2).

Protect the forestry resource for future generations

2.1.2.1 The Municipality will protect forest lands from development or uses that erode traditional forestry activities.

- | | |
|----|--|
| a) | The Municipality will maintain large parcel sizes in areas zoned for forestry use and discourage |
|----|--|

	further parcelization in areas zoned for forestry use, except as supported by plan policy for alternative use.
b)	The Municipality will discourage residential intrusions into the forests (see also 2.1.5.5 & 2.1.5.6)
2.1.2.2 The Municipality will encourage communication about forestry practices between stakeholders.	
a)	The Municipality will support mutual aid agreements and cooperative practices between forest land holders, particularly for fire monitoring and the prevention of vandalism, theft, and general crime.
b)	The Municipality will encourage forest managers to keep each other informed about how their management activities could impact adjacent forest land or other forest users.
2.1.2.3 The Municipality will protect North Cowichan's visual appeal by undertaking integrated forest management planning and encouraging managers of privately held forest land to practise small-scale sustainable timber harvesting and to engage in logging practices that consider visual impacts.	
Sustainably manage North Cowichan's Municipal Forest Reserve	
2.1.2.4 The Municipality will manage North Cowichan's municipal forests for multiple uses on a long-term sustainable basis.	
a)	The Municipality will plan and carry out silviculture and harvesting based on the following principles: i) Integrated forest management planning is carried out. ii) Harvesting priorities are determined by market opportunities to recover blow-down, diseased stands, fire-affected stands, etc. where it is economically feasible to do so. iii) Forest planning for steep slope areas includes measures to ensure that the environmental impacts of cutting on steep slopes are minimized, and that soils and water quality impacts of logging are minimized (e.g., by avoiding areas where the terrain is unstable). iv) Air pollution is minimized through careful burning and smoke management, and through efforts to further reduce burning altogether.
b)	The Municipality may extend its permitting system for the harvesting of salal to other non-timber forest products (e.g., mushrooms, berries) in municipal forest lands, to prevent exploitive harvesting of non-timber forest products. When it appears that non-timber forest products within municipal forest lands are at risk of exploitative harvesting, the Municipality will develop a regulatory structure to address the situation.
c)	The Municipality will periodically review the role, function and management of the Municipal Forest Reserve in light of economic development opportunities, environmental protection, agricultural opportunities, greenhouse gas emissions reduction, and any other considerations that seem relevant.
d)	The Municipality will investigate a strategy to facilitate agricultural uses on municipal forest lands that are within the Agricultural Land Reserve.
2.1.2.5 The Municipality will use its Visual Landscape Inventory (2001) to assess forest harvesting plans, paying	

particular attention to areas visible from highways, scenic roads, residential areas, and travel corridors on water.	
2.1.2.6 The Municipality will work to maintain biodiversity at current levels or enhance it where possible on municipal forest lands.	
a)	The Municipality is committed to protecting outstanding examples of unique ecosystems.
b)	One-third of the Maple Mountain Forestry Unit (facing Sansum Narrows) will be preserved for the purpose of protecting its biodiversity.
c)	When evaluating harvesting options, the Municipality will use the following guidelines: i. Unique ecosystems, including those that are rare or endangered or are listed as part of the Sensitive Ecosystem Inventory, will be excluded from harvesting areas. ii. Stands that contain clusters of old-growth trees will be assessed; and representative samples of those trees will be retained. iii. All water bodies and watercourses will be protected at the time of harvesting to a standard equal to or better than that required by the Forest Practices Code of British Columbia.
Support responsible recreational uses of municipal forest lands	
2.1.2.7 The Municipality will encourage responsible recreational uses of municipal forest lands	
a)	The Municipality recognizes the need for continued collaboration between recreation planning and forest management planning. North Cowichan's forest management plans will include a component dealing with the management of recreational activities during the lifecycle of the forest plan. i. Non-destructive recreational uses of municipal forest lands are recognized and encouraged. ii. Unauthorized uses that result in environmental degradation and damage are discouraged and may be prohibited altogether.
b)	The Municipality will control recreational and other access in the Municipal Forests: • during high fire risk periods; • around water supply areas (e.g., Crofton Lake); and • in active logging areas.

2.1.3 Mining and gravel extraction

Unlike most municipalities, North Cowichan owns exclusive undersurface mineral rights for all base metals, with the exception of coal and iron, on the lands for which it holds the mineral claims.⁵ These lands are located almost exclusively within the Municipal Forest Reserve, principally in the Mount Sicker area.

If mining is to be undertaken in North Cowichan, it must be done sustainably at all stages: exploration, mine development and extraction, closure and reclamation. Sustainable mining would be that which considers a wide range of factors including employment, royalty payments, First Nations interests, environmental protection, and impacts on other aspects of the North Cowichan economy (e.g., tourism). In recent years, mine planning, mine closure practices, and the conduct of mining operations have evolved significantly to reduce the negative environmental and social impacts of mining. The manner in which a mine is planned can greatly reduce the magnitude and duration of impacts over the life of the mine and following its closure.⁶

Sand and gravel (aggregate) deposits are also an important resource in North Cowichan. While provincial legislation assigns provincial and municipal shared jurisdiction over aggregate extraction operations, the fundamental authority with respect to aggregate extraction resides in the provincial *Mines Act* and the permits issued under it. The *Mines Act* focuses on mining activities, worker health and safety, environmental impacts, and reclamation at the mine site. It does not, however, clearly address questions of where mines should or should not be located and it is inadequate in addressing the full range of off-site impacts.⁷

The Municipality's Soil Removal & Deposit Bylaw⁸ addresses issues related to permitting, hours of operation, environmental protection, reclamation, and security provisions for gravel extraction operations. Gravel-processing operations are industrial land uses and are therefore subject to municipal zoning and other municipal regulations.

Because of its strategic importance, gravel extraction is a permitted use within the Agricultural Land Reserve (ALR) unless the local government has regulated or prohibited it. Removal of aggregate resources from lands within the ALR requires prior approval from the Provincial Agricultural Land Commission and the Municipality.

⁵ North Cowichan does not hold mineral rights for precious minerals like gold and silver.

⁶ From *Mining for Closure: Policies & Guidelines for Sustainable Mining Practices and Closure of Mines*, a publication of the Environmental Security Initiative of the UN Environmental Program, UN Development Program, NATO, and Organization for Security and Cooperation in Europe (2005).
http://www.grida.no/res/site/file/publications/envsec/mining-for-closure_src.pdf.

⁷ Fraser Valley Regional District Aggregate Pilot Project Recommendations Report (2009).
http://www.empr.gov.bc.ca/Mining/Aggregate/Documents/FVRD_AggregatePilotProject_FinalRecommendations.pdf.

⁸ Awaiting provincial approval at the time of 2nd reading of the OCP Bylaw No. 3450, May 2011.

Objective

Ensure environmental stewardship and sustainable approaches in mineral resource extraction.

Progress will be measured by:

- Number of mining and aggregate extraction applications received
- Level of public input prior to development to ensure issues can be identified and resolved where possible
- Appropriate risk assessments undertaken prior to approvals

Policy Direction/Commitment

The Municipality will:

- Ensure that all mineral and gravel extraction activities comply with provincial and municipal requirements
- Require best management practices for mineral resource extraction activities

Ensure that all mineral and gravel extraction activities comply with provincial and municipal requirements
2.1.3.1 The Municipality will ensure that all mineral and gravel extraction activities in North Cowichan comply with the relevant provincial regulations and the Municipality's soil removal bylaw and other relevant bylaws.
2.1.3.2 The Municipality may require social and environmental impact studies that indicate sustainable results in keeping with community goals before approving an extraction activity.
2.1.3.3 Extraction of sand and gravel resources is permitted in the Agricultural Land Reserve (ALR) . Once the extraction is completed, the land must be returned to agricultural use or uses compatible with agriculture. The Municipality may require a reclamation plan and will require reclamation security in the form of bonding.
Require best management practices for mineral resource extraction activities
2.1.3.4 The Municipality is generally supportive of mining as a form of economic development as long as it: provides local employment and appropriate royalties to the Municipality; respects the environment and protects viewscapes and other environmental elements essential to other economic sectors; and makes appropriate provisions for clean-up and reclamation after the mining operations have ceased.
2.1.3.5 The Municipality will require any mining undertaken within North Cowichan to use proven best practices for mining exploration, development, extraction and post-mine closure reclamation.
2.1.3.6 The Municipality will support public engagement and consultation processes to enable residents to review and comment on proposed mining or aggregate operations.
2.1.3.7 The Municipality will minimize conflicts between aggregate extraction operations and non-industrial land uses by: i. requiring aggregate extraction operations to comply with municipal regulations concerning buffering, noise, hours of operation and dust control; ii. encouraging the Province to limit aggregate extraction permits to areas of the community where they will cause minimal disturbance for residents; and iii. seeking to ensure that operators have posted sufficient bonding to guarantee that reclamation is

undertaken upon decommissioning of aggregate extraction operations.
2.1.3.8 The Municipality will work with the Federation of Canadian Municipalities and the Union of British Columbia Municipalities for amendments to federal and provincial legislation and regulations governing the extraction of surface and subsurface resources, to achieve greater local control over resource extraction activities and ensure they do not adversely affect the environment or surrounding property.
2.1.3.9 The Municipality will work with other agencies, stakeholders and the Agricultural Land Commission to encourage the reclamation of gravel extraction on lands in the ALR to a high standard for agriculture.
2.1.3.10 The extraction of sand/ gravel on lands in the ALR is permitted provided the maximum volume of does not exceed volumes permitted by the ALC Regulation, a reclamation plan and related bonding is provided. Any sand/ gravel extraction proposed to exceed volumes permitted by the ALC Regulation requires ALC approval.

2.1.4 Landscapes, seascapes and vistas

North Cowichan's rural landscapes and seascapes are highly valued by residents and visitors alike. Concerns about the effects of development on both of these assets pertain mostly to the visual impacts, but also to matters such as light pollution (which reduces the visibility of the stars in the night sky) and interruptions in forested mountain ridgelines (resulting from development, forest operations and other human activities).

Protecting scenic quality is important if North Cowichan is to sustain key aspects of its image and character and promote the area for rural and nature-based tourism. Several steps are necessary: developing consensus about the visual values; identifying areas requiring special consideration; and applying appropriate strategies and policies to protect those values.

Objective

Retain and protect important rural landscapes and seascapes so that they can be viewed and enjoyed from public spaces by residents and visitors.

[Measures of progress will be developed once visual values are agreed on.]

Policy Direction/Commitment

The Municipality will:

- Protect rural landscapes and seascapes for their visual values

See also Forestry (visual appeal: 2.1.2.3 and 2.1.2.5); and Natural hazard areas: (steep slopes: 2.2.3.3), Growth Management (2.5.1), and Transportation (scenic roads: 2.5.6.7)

Protect rural landscapes and seascapes for their visual values	
2.1.4.1 The Municipality will ensure that site planning and proposed land development practices for steep and visually prominent slopes protect the visual values.	
a)	Development on or near ridgelines or in locations where structures might interrupt the skyline will be restricted.
b)	Site grading will be minimized to protect native vegetation and drainage patterns.
c)	Any change from the existing visual condition of significant landforms and features (e.g., through the clearing of forest cover for a suburban development) should be difficult to perceive from key viewpoints. The intent is that any alteration should remain visually subordinate to the characteristic landscape.
d)	The following visual impacts should be avoided: large, geometric-shaped breaks in the forest cover; lack of transition cover from forest to area under development; and exposed mineral soils associated with site grading for access roads and lot development.
e)	In visually sensitive areas, the Municipality may require visual impact assessments and

	tree/vegetation retention and management plans as part of development application package.
2.1.4.2 The visible faces of Mt. Prevost, Mt. Tzouhalem, Mt. Richards, Maple Mountain and Mt. Sicker, together with the landforms visible from Sansum Narrows, Maple Bay, Osborne Bay, and Chemainus Harbour require specific attention to protect the visual values of the Municipality. (See Map 4.)	
2.1.4.3 The Municipality encourages the use of natural forests and native shrubs as roadside vegetation in rural areas.	
a)	In transitional rural/urban areas, commercial and industrial lands, and residential areas outside the urban containment boundary, natural forest and native shrubs should dominate the highway edge, i.e. a vegetative buffer a minimum of 10 m wide, slowly giving way to a more urban streetscape in the urban growth centres.
2.1.4.4 The Municipality will encourage greater recognition of the role of rural views in showcasing North Cowichan's rich cultural heritage, and providing residents with their sense of home.	
2.1.4.5 The Municipality will protect views to, from and within waterfront communities because they are important to maintaining community vitality and character. [see also Marine Commercial Waterfront DP Guidelines (DPA - 2) and Natural Environment DP Guidelines (DPA- 3)]	
a)	The Municipality will protect important viewsheds and corridors from significant local viewpoints, i.e. from existing street ends or other significant landmarks.
2.1.4.6 The Municipality will work to protect night sky values, by minimizing sources and effects of light pollution in North Cowichan's rural areas.	

2.1.5 Housing and services in rural areas

Rural housing provides for those who prefer a rural lifestyle and require only limited municipal services.

In some areas in North Cowichan, historical development has led to enclaves of rural estate-type housing, surrounded by agricultural areas. This has, in some cases, resulted in conflict between agricultural and residential estate uses.

[Insert illustration of cluster housing on a farmstead (2002 OCP) here.]

Objective

Provide for housing options that support rural-based activities such as agriculture; and prevent sprawl and its costly servicing requirements.

Progress will be measured by:

- Number of approvals for rural subdivisions and rezonings to permit higher density
- Number of building permits issued for housing units in rural areas
- Number of temporary trailer permits issued

Policy Direction/Commitment

The Municipality will:

- Prevent sprawl into rural areas

See also Infrastructure (2.5.7).

Prevent sprawl into rural areas
2.1.5.1 The Municipality will discourage any relaxation of subdivision and zoning standards that have the effect of increasing net density in rural areas. Panhandle lots in rural areas will not be permitted.
2.1.5.2 The Municipality will permit subdivision under current rural zoning, only on conventional septic systems, not on package treatment plants.
2.1.5.3 The Municipality sets minimum parcel sizes on Agricultural Land Reserve lands and forest lands to discourage rather than encourage subdivision.
2.1.5.4 Campgrounds are a permitted use in rural areas provided they meet the following conditions: 1) they are seasonal in nature, and not occupied year-round; 2) they are an ancillary use of the property, rather than a principal use; and 3) they are located on a property that is a minimum of 6 hectares in size. Campgrounds are intended to serve the travelling touring public and the tourism industry. They are not intended to serve as either full-time or part-time residences. Any facility which is meant to serve as residences must be fully serviced with municipal water and sewer, and will require appropriate zoning.

2.1.5.5 Rezoning applications seeking to increase densities in rural areas are strongly discouraged unless the proposed lots would be 6 hectares [15 acres] or larger in size. In limited cases, proposed new lots of less than 6 ha in size may be supported. All rezoning applications in rural areas are required to consider policy 2.1.5.6.

2.1.5.6 The Municipality may consider rezoning applications in rural areas to allow additional residential units if all of the following provisions are met:

- i) the proposal demonstrates how the applicant will produce, complement or expand rural economic development activity or preserve a significant natural area for public use, and incorporate provisions for the long-term security of the land (e.g., through an Agricultural Land Reserve (ALR) designation or a covenant on use); and
- ii) rural views from public areas will be maintained; and
- iii) any adjacent agricultural or other resource uses (e.g., forestry, gravel removal) will be appropriately buffered from the residential units; and
- iv) the extension of municipal services is not anticipated or, should service extension be required, the proposed development will cover the full cost of installing, maintaining and operating the additional services; and
- v) where property is in the ALR, the Agricultural Land Commission has determined that the land is unsuitable for agriculture and has approved subdivision or exclusion.

In evaluating proposals for additional rural residential units created in this manner, the Municipality will seek to ensure that rural residential increases do not, calculated as a proportion, exceed residential increases in growth centres. The Municipality will consider collective ownership or alternative forms of land tenure as appropriate.

2.1.5.7 Properties outside of North Cowichan's sewer system areas are generally serviced with private, on-site septic systems.

a)	Approval of private septic systems is the responsibility of the Ministry of Health.
b)	The Municipality expects landowners with septic systems to maintain them in good working condition and in compliance with Ministry of Health regulations.
c)	The Municipality may permit shared package treatment plants to service: i) industrial or commercial uses where connection to the municipal system is impractical; or ii) an agricultural property, to allow for additional residential uses necessary to strengthen the farm operations.
d)	The Municipality does not support use of package treatment systems for servicing residential properties consisting of multiple land parcels or parcels with building strata or bare land strata leaseholds.

2.1.5.8 The Municipality will extend municipal services to rural areas only under exceptional circumstances.

a)	The extension of municipal sanitary sewer service to rural areas is generally not anticipated, but may be considered if it is required for environmental health reasons; the full costs are borne by residents; there are no other practical servicing alternatives; and it is clearly understood that any new sewer extensions will not be used as a basis to facilitate or support additional density.
b)	Maple Bay's wastewater treatment plant will service only those lands identified on Map 6. Connection to this system is not intended to facilitate additional development in the area.
c)	The Municipality may permit extensions of municipal water service to rural areas in accordance with the existing Municipal Water District studies for Chemainus, Crofton and the South End,

	but these extensions will not be used as the foundation for justifying additional density in rural areas. The Municipality is generally opposed to extensions beyond what is anticipated in the existing studies and associated water plans. Furthermore, the Municipality will use suitable mechanisms to ensure that these lands will not be subdivided on the basis of being hooked up to municipal water services.
2.1.5.9 The Municipality generally discourages the development of accessory (second) residences on rural lands, except to address farm labour housing needs.	
2.1.5.10 The Municipality may entertain rezoning applications for rural sites that are zoned inconsistently with surrounding properties. Such applications are permitted only within those areas identified as a “rural cluster” on Map 5. The only rezoning considered will be from one rural zone to another: A1, A2, A3, A4, or A5.	
2.1.5.11 The Municipality may review and amend zoning in rural areas where the zoning is inconsistent with environmental health regulations (e.g. minimum parcel size requirements for septic systems are not being met).	

2.2 GUARD OUR ENVIRONMENT

Residents recognize North Cowichan's natural environment and biological diversity as a significant part of what they value about the area. They also recognize that the ecosystems and watersheds we occupy are under considerable strain.

Maintaining ecosystem health requires an appreciation of the importance that the natural environment and biological diversity have on our well-being. That understanding can then guide us in taking the actions necessary to protect these assets against further loss. Areas of particular importance and sensitivity require special attention to ensure the protection and conservation of their environmental values. For example, the Coastal Douglas-fir Biogeoclimatic Zone in which we live is both the smallest in North America and the most altered by human development and activities. Watercourses and their adjacent lands are known areas of sensitivity. Their integrity is essential to the health and survival of innumerable species, salmon being one of the most notable.

To protect these dynamic systems, the OCP addresses environmental management with two clear strategies. The first is to take an ecosystem approach to protecting and restoring what we have while managing for multiple objectives. The second is to reduce and mitigate the impacts of community design as well as individual developments. The use of environmental best practices is required to reduce project impacts and avoid unduly compromising environmental values. At the same time, effectively safeguarding the community's environmental values requires North Cowichan working in partnership with others.

The Municipality aims to sustain North Cowichan's natural environment through policies that protect ecosystem health – particularly biodiversity and water and air quality – through the use of best management practices, in cooperation with other levels of government and the people of North Cowichan.

2.2.1 Ecosystem health, biodiversity and critical habitats

North Cowichan's ecosystems include woodlands, rocky outcroppings, coastal bluffs, riparian areas, marshes, wetlands, estuaries, green corridors, forests, wood lots and transition areas between fields, woods, water, and land. Together these areas support a wide variety of plant and animal species and play a significant role in maintaining the environmental integrity of the municipality.

Of particular concern are lands adjacent to water in its many forms, and a number of ecosystems under significant stress in the Coastal Douglas-fir zone. British Columbia's Conservation Data Centre identifies many Red⁹ and Blue¹⁰ listed species at risk within these ecosystems, including the Coastal Douglas-fir and Garry Oak ecosystems themselves. The

⁹ Species that are extirpated, endangered, or threatened in British Columbia.

¹⁰ Species that are of concern.

remnants and second-growth stands of Douglas-fir require special attention to sustain biodiversity and, in some instances, enable survival of individual species.

Also of concern are North Cowichan's extensive oceanfront areas, which are extremely sensitive to interference or change, including rising sea levels. Many dynamic processes affect their condition, from wind, waves, tides and currents, to the natural cycles of marine life – as do human interactions with all of these processes for recreational and commercial purposes.

Objective

Protect local ecosystems and, where opportunities arise, restore the natural environment to maintain biodiversity, ecological health and integrity.

Progress will be measured by:

- Amount of land use by type and area
- Amount of land under conservation management
- Number of species at risk
- Annual fish counts in the Cowichan River

Policy Direction/Commitment

The Municipality will:

- Maintain, protect and restore ecosystems and address threats to biodiversity
- Recognize the special characteristics of waterfronts, streams, wetlands, estuaries and groundwater
- Identify and connect ecologically sensitive lands and green spaces
- Base land use decisions on the best available information

See also Adjust to Climate Change (green infrastructure: 2.3.1.5) and Best Management Practices (3.2.4).

Maintain, protect, and restore ecosystems and address threats to biodiversity	
2.2.1.1 The Municipality will avoid allowing any work in sensitive areas. Community growth, development and redevelopment will be directed to areas with the least environmental sensitivity.	
2.2.1.2 The Municipality will protect environmentally sensitive areas.	
a)	The Municipality will preserve sensitive ecosystems in a natural condition and keep them free of development and human activity to the maximum extent possible.
b)	Environmentally sensitive areas may be identified in the <i>Cowichan Valley Environmental Atlas</i> or through on-site investigations or from the Conservation Data Centre. See Map 7.
c)	Environmentally sensitive areas are designated development permit areas under Section 919.1

	of the Local Government Act for the purposes of environmental protection. All proposed activities in environmentally sensitive areas will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area 3 (DPA- 3).
d)	Disturbance of vegetation, movement of soil, or any other disturbance of land or water is prohibited in Development Permit Areas without a development permit issued in accordance with the guidelines. Penalties will be implemented for non-compliance.
e)	The Municipality recognizes the need for ecological reserves and special environmental management areas. Currently recognized areas are identified on Map 7. The Municipality will recognize other areas like these in future, as appropriate.
f)	The Municipality supports the development and implementation of community-based environmental management plans (e.g., for Somenos Marsh and Quamichan Lake).
g)	The Municipality, in partnership with land trusts or environmental non-governmental organizations, may acquire environmentally sensitive areas for habitat protection.
h)	Environmental sensitivity mapping will be reviewed as part of any development proposal. Where there are conflicts, the applicant will be required to address how the sensitive areas will be dealt with or managed in an effort to retain its uniqueness.
2.2.1.3 The Municipality protects and supports ecological functioning in watershed in its operations, and through the development approvals process.	
a)	The Municipality works to retain the natural water balance of watersheds by: protecting streams (including small and ephemeral) and wetlands; preserving natural riparian vegetation; encouraging rainwater infiltration; restoring creeks and waterways that have been channelled and buried; and designing development layouts to allow flooding, streambank erosion and other natural ecological processes to continue unimpeded.
b)	The Municipality will protect surface water and groundwater quality and quantity. Aquifers with a high vulnerability rating as shown on Map 16 are designated development permit areas under Section 919.1 of the Local Government Act for the purposes of protecting the quality and quantity of water supply and flow. All proposed activities with a high vulnerability rating will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area 3 (DPA- 3).
c)	The Municipality will, through monitoring done in partnership with senior government agencies and non-profit agencies ensure there is sufficient quantity of water to sustain healthy natural systems.
d)	The Municipality will ensure that surface water run-off entering natural hydrologic systems (including groundwater) from projects requiring municipal approval will not harm the natural environment. [See also Drinking Water, section 2.5.7]
e)	The Municipality recognizes that seasonally flooded agricultural lands are important: for their contributions as surrogate wetland habitat; for supplying biodiversity; as wildlife linkages and travel corridors; and for providing an ecologically significant edge between forest and field.
f)	The Municipality will work with land owners and provincial agencies on watershed management plans designed to protect the integrity of fishery and agricultural use, while ensuring that

	environmental values are not unduly compromised.
2.2.1.4 The Municipality recognizes the importance of the Coastal Douglas-fir Biogeoclimatic Zone and will work with the Province to investigate opportunities to protect the integrity of the zone.	
2.2.1.5 The Municipality will address threats to biodiversity by: i) protecting the integrity of plant communities within ecosystems; [new] ii) protecting Red and Blue listed species and the habitats on which they depend; [new] iii) recognizing the importance of second-growth forests as a source of biodiversity; [new] iv) discouraging and limiting the use of cosmetic pesticides within the municipality; [new] v) encouraging the use of native plant species and drought-resistant plants for landscaping on both public and private lands; [new] vi) reducing impact of invasive species through enhanced management, better education, and partnerships; [new] vii) where an environmentally sensitive area has been disturbed through unauthorized development activities, requiring restoration plans prepared by qualified professionals to be submitted as part of a development permit application; and viii) protecting the ecological integrity of soils by working with the natural grade and reducing the amount of fill or soil removal during development.	
Recognize the special characteristics of waterfronts, streams, wetlands, estuaries and groundwater	
2.2.1.6 The Municipality recognizes and will protect the unique and special characteristics of ocean foreshores and other waterfront areas.	
a)	All areas along the marine waterfront are designated Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> (see Development Permit Guidelines for Marine Waterfronts, DPA- 2 and Natural Environment, DPA- 3). [see also waterfront section 2.4.4]
b)	The Municipality will work to reduce conflicts between any use and environmental conditions generally, and in the Cowichan and Chemainus estuaries in particular.
c)	The Municipality will concentrate marine commercial uses in the communities of Chemainus, Crofton and Maple Bay, as identified on Map 10.
d)	Development that would alienate the foreshore from public access or negatively impact on the natural environment will be discouraged. Public access to and along the waterfront is a priority consideration in all development proposals. Provision will be made for access through or around any structure that extends below the high watermark (except along industrially designated shorelines).
e)	The Municipality will advocate for cooperation and coordination among agencies responsible for marine foreshore and upland resources on such issues as establishing a 'no dumping zone' along the Municipality's waterfront and in particular Bird Eye Cove and Genoa Bay.
f)	The Municipality will cooperate with appropriate agencies to enhance or restore fish habitat.
g)	The infilling of foreshore is generally discouraged, but may be considered where erosion is an issue, or for projects that create a major public benefit.
h)	Applications for private moorage will be supported for upland residential developments that have water access only, i.e. no road access to the property. In other instances, the Municipality

	will encourage the use of marinas for boat storage/moorage or joint use structures. Alternatively, private docks may be permitted as long as correct zoning is in place and the dock is appropriately sized (and used solely) for private purposes.
Identify and connect ecologically sensitive lands and green spaces	
2.2.1.7 The Municipality will connect ecologically sensitive lands and green spaces.	
a)	The Municipality will strive to identify and link habitat remnants, natural areas and other green spaces throughout North Cowichan. "Green corridors" and "blue ways" will be identified and designed to maintain biodiversity and maximize plant habitat values while facilitating wildlife movement. [see also Green Infrastructure]
Base land use decisions on the best available information	
2.2.1.8 The Municipality will make decisions based on the best available information about the natural environment.	
a)	The Municipality will support the identification and mapping of environmentally sensitive areas to ensure that environmental protection is focused where it is most needed.
b)	The Municipality requires that data for environmentally sensitive areas and/or species at risk collected as part of any development approval process be submitted to the Conservation Data Centre.

2.2.2 Air quality and noise pollution

Changes in air quality can be subtle, but evidence is mounting as to the long-term health and environmental effects of poor air quality.

While North Cowichan's air quality is generally high, there are times when it falls below acceptable levels. When there is no wind, or when a temperature inversion is in place, smoke and other pollutants can be trapped in valley lowlands. Because North Cowichan is part of a larger air shed and air knows no boundaries, any concern over air quality within our jurisdiction becomes a concern for our neighbours (just as air quality concerns in those jurisdictions can affect us). As we learn more about the negative effects of poor air quality and particulate matter on human and ecological health, changing our practices to reduce emissions is the only responsible approach. Developing a better understanding of the role of trees in cleaning the air is also important.

Another environmental irritant of concern to North Cowichan residents is noise pollution. Loud discordant sounds emitted on a regular, repetitive basis can adversely affect the well-being of humans and animals, and are even capable of damaging physical structures over time. The best strategy is to avoid or prevent the creation of new sources of noise pollution and to mitigate the effects of existing sources.

Ensuring the air we breathe remains clean is a priority for residents, as is the peace and quiet of our community. Managing air quality requires local action to reduce emissions, as well as cooperation from other jurisdictions to keep it clean. Minimizing and controlling noise pollution requires ongoing investigation to determine how best to manage the problem and so maintain quality of life for people and animals.

Objective

Ensure practices that sustain excellent air quality and that pose no risk to the immediate and long-term health of residents. Investigate the issue of noise pollution to determine how best to address it.

Progress will be measured by:

- Levels of fine particulates in the air¹¹
- Air quality index
- Number of air quality and noise complaints

¹¹ Very fine particles pose the greatest risk to human health because they can penetrate into the gas exchange region of the lungs. They fall out of the atmosphere slowly, but can be washed out by water or rain. They can include fumes, soot, or smoke. In the local air quality monitoring stations, the Province measures for the levels of fine particulates in the air, based on particle sizes of 2.5 microns.

Policy Direction/Commitment

The Municipality will:

- Minimize the risk to public health from air pollution
- Minimize the risk to public health from noise pollution

See also Climate Change Planning and Best Management Practices.

Minimize the risk to public health from air pollution	
2.2.2.1 The Municipality recognizes the importance of clean air to the health and well-being of residents and will work to protect clean air in North Cowichan.	
a)	The Municipality will conduct municipal operations (e.g., forestry, public works and maintenance) in such a way as to reduce or eliminate discharges to the atmosphere and to generally protect air quality.
b)	The Municipality will reduce smoke by restricting outdoor burning.
c)	The Municipality will encourage reduced vehicle emissions by discouraging idling and excessive use of vehicles and by emphasizing transit use, cycling, walking and other alternatives.
d)	The Municipality will require new commercial and industrial operations to identify measures taken to minimize emissions.
Minimize the risk to public health from noise pollution	
2.2.2.2 The Municipality recognizes that noise is an environmental health issue and a nuisance, and will reduce avoidable noise pollution	
a)	The Municipality will endeavour to avoid and prevent the creation of new sources of noise pollution in its own operations, and in its regulatory authority with regard to other operations.
b)	The Municipality will, in processing development applications, take into consideration the potential for noise pollution posed by an applicant's operation or activity and may impose additional requirements to ensure that any potential disturbances are minimized.
c)	The Municipality will investigate noise pollution issues and solutions.

2.2.3 Natural hazard areas

Natural hazards, including floods, wildfires and landslides, put life and property at risk if development is inappropriately situated. While the best approach is to avoid development on floodplains, fire-prone areas and steep slopes, doing so is not always possible. Map 8 identifies a number of these natural hazard areas.

Floods and fires are natural events within the normal functioning of our ecosystems. They only become hazards when they adversely affect human life or property, which occurs mainly when people build their homes in the forest or in floodplains.

Steep slopes – defined as slopes with an angle of 20% or greater – are sometimes considered desirable for housing development because of the views afforded from the high points. However, the risks of development on steep slopes if improperly done include landslide and other forms of erosion, the potential for greater instability in an earthquake, and the potential for flooding depending on proximity to streams and transformation of natural water flows from the development process.

Global climate change is anticipated to result in dramatically rising sea levels over the coming years. This will have implications for the placement of new developments along the waterfront, and it may have implications for the safety of existing structures.

A number of studies¹² have been undertaken in North Cowichan to assess the risks posed by natural hazards and to recommend mitigation measures to reduce those risks.

Objective

Minimize risk to life and property within natural hazard areas

Progress will be measured by:

- Completed response plans for various types of emergencies
- Emergency response preparedness as measured by number of practice or training sessions offered or attended
- Number of fire mitigation plans
- Multi-hazard risk analysis, with a focus on flooding (including coastline flooding) and steep slopes¹³

¹² These include: *Fire Protection Guidelines for Subdivision Development in the Wildland Urban Interface at the Municipality of North Cowichan*; Subdivision study; Flood management studies; and the Community Character study.

¹³ A GIS-based tool for evaluating risks arising from natural and human-induced disasters. Risk is defined as the expected losses as a result of potentially damaging phenomena within a given time period and within a given area. It can be analysed by assessing three major components: the probability of an event with a certain magnitude, the vulnerability of the elements at risk (building stock, lifelines, critical facilities, population, economic activities) that are exposed to the event with a certain magnitude, and the costs relating to these elements at risk. Used by Squamish.

Policy Direction/Commitment

The Municipality will:

- Coordinate land use and environmental management policies to protect people and property from natural hazards
- Prepare emergency response plans in cooperation with appropriate agencies

Coordinate land use and environmental management policies to protect people and property from natural hazards	
2.2.3.1 The Municipality will discourage development in areas with natural hazards.	
a)	Floodplains, interface fire areas, coastlines ¹⁴ and steep slopes over 20% are deemed to be hazardous for development, and are designated as Development Permit Areas under the <i>Local Government Act</i> (Section 919.1(1)). All hazard lands are subject to the <i>Development Permit Area Guidelines</i> (DPA- 4). See Map 8.
2.2.3.2 The Municipality will reduce risks to life and property in flood-prone areas.	
a)	Where possible, lands subject to flooding should be left in a natural state or used for parks, open space recreation or agricultural use. [see also 2.5.8.5 Park land acquisition policy]
b)	Areas known to be flood-prone include areas along the Chemainus and Cowichan rivers, especially near the estuaries, as well as lands adjacent to other watercourses. Flood risk will be determined by referring to the provincial government's 1:200-year flood event mapping and the Lower Cowichan/Koksilah River Integrated Flood Management Plan ¹⁵ . Reference to the Ministry of Environment's floodplain mapping and/or site-specific elevation information may be required to determine if there is a risk of flooding prior to development approval.
c)	Most floodplain areas are zoned for agricultural use and are in the Agricultural Land Reserve. Future water management and flood control policies of the Municipality will consider the potential impact of flooding on agricultural land. Flood-proofing is not typically required for farm buildings other than for dwelling units and enclosed livestock structures.
d)	The Municipality will require commercial and industrial uses of land subject to flooding to be flood-proofed to the flood level prescribed by the Ministry of Environment and with appropriate setbacks put in place.
e)	The Municipality will discourage new development within designated floodplains. Where no alternative exists or where development is currently allowed within the floodplain, the Municipality will require structures to be flood-proofed to standards specified by the Ministry of Environment ¹⁶ and the Lower Cowichan/Koksilah Flood Management Plan.
f)	The Municipality will discourage filling and development within designated floodplains because

¹⁴ Guidelines re coastlines to be developed through climate change action plan. Province has not yet released guidance, but it is in draft form.

¹⁵ Lower Cowichan/Koksilah River Integrated Flood Management Plan, Final Report, Sept 2009. Prepared by Northwest Hydraulic Consultants for the CVRD.

¹⁶ http://www.env.gov.bc.ca/wsd/public_safety/flood/pdfs_word/guidelines.pdf

	of the cumulative impact that such works may have. Where filling cannot be avoided, the Municipality will permit it only if there is evidence that the drainage of other lands will not be affected.
g)	Any municipal works within floodplain and riparian areas must minimize downstream effects, maintaining the principle of no net water level rise at other locations.
h)	The Municipality will encourage on-site storm-water management systems throughout North Cowichan to reduce potential flood impacts.
i)	Where a floodplain setback from a watercourse renders an existing lot totally undevelopable, the Municipality may reduce the setback as long as all of the following criteria are met, together with any other requirements determined by the Municipality to be necessary: • a geotechnical report from a professional engineer certifies that the land may be used safely for the intended use; and • environment-related factors such as building siting, placement of fill, and the planting and maintenance of vegetation have been considered; and • a “Save Harmless” covenant is registered in favour of the Municipality.
j)	Flood hazard mitigation measures, including land use restrictions, within the Cowichan estuary must be done in accordance with the Cowichan Estuary Environmental Management Plan (1987).
2.2.3.3 The Municipality will reduce risks to life and property from inappropriate and potentially dangerous development in steep slope areas.	
a)	The Municipality will in general discourage development on steep slopes (slopes 20% or greater).
b)	The Municipality will in general not support development on slopes 30% or greater.
c)	In accordance with Development Permit Guidelines, for projects proposed on steep slopes, the Municipality may require site-specific measurements and/or a geotechnical report prepared by a qualified professional be presented as part of the application package to demonstrate that development can proceed without hazard from erosion, slip or subsidence, excessive storm-water drainage, or groundwater management concerns. Assurances that infrastructure and emergency services can be adequately provided may also be required, as well as other forms of documentation to ensure the development can proceed safely.
d)	The Municipality will require development on steep slopes to be designed in accordance with natural profiles, sensitive to natural grade, and to minimize visual impacts and impacts on environmentally sensitive areas. [See also provisions in 2.2.3.4 re fire interface and tree management, and 2.1.3 Landscapes and Vistas.]
2.2.3.4 The Municipality will reduce risks to life and property in fire-prone areas.	
a)	Subdivision development proposals will be reviewed in accordance with the <i>Fire Protection Guidelines for Subdivision Development in the Wildland Urban Interface at the Municipality of North Cowichan</i> . For new subdivisions, it will be important that road grades meet DNC standards for public roads, even when the proposed road will be private. Single access developments will be discouraged. For new lots, buffers that create fuel-free zones around structures for fire protection are required. Fire resistant building construction (e.g., use of fire

	retardant materials and sprinkling systems) is also required.
Prepare emergency response plans in cooperation with appropriate agencies	
2.2.3.5 The Municipality will work effectively with others to respond to emergencies.	
a)	The Municipality will continue to work with appropriate agencies to: plan for emergencies; coordinate response with other local agencies; assist with community recovery; and provide leadership in reducing risks through the assessment of hazards and their potential impacts and the development of mitigation strategies.

2.2.4 Archaeology

For 98% of the time that people have occupied this area today called North Cowichan, no written records were made. Archaeological sites – the physical evidence of how and where people lived in the past – and oral tradition provide the links to the rich history of First Nations, a history thought to extend back some 12,000 years. The evidence of this past is a resource highly valued by First Nations, local communities and the general public. We need to protect and conserve this rich but fragile legacy.

North Cowichan contains many documented archaeological sites and potentially many others that are not documented. The Province protects all of these sites, whether known or unrecorded, through the *Heritage Conservation Act*. This protection applies to both private and Crown land. It means that a heritage permit is required to alter or develop within an archaeological site.

Because archaeological sites, by their nature, tend to be hidden, the provincial inventory of archaeological sites is limited to sites that have been discovered, investigated and documented. The current inventory of site locations is largely limited to those found on or near the coastline. Sites are frequently “stumbled upon” in the course of development – a situation that not only puts the archaeological sites at risk of damage but also puts the developer at risk of incurring hefty financial and legal penalties.

Archaeological potential mapping can broaden understanding of when to activate the provisions of the *Heritage Conservation Act*. Alternatively, a comprehensive study by First Nations of known archaeological and ethnographically important sites, combined with a fully funded and timely referral service, could resolve many of the difficulties.

Under the Act, the provincial Archaeology Branch is responsible for maintaining and distributing archaeological information and deciding whether permits should be issued to allow development to take place within or near known protected sites.

The Municipality’s role in protecting archaeological resources is to ensure that all precautions are taken to avoid them during the development process. This can mean advising property owners and developers that, as part of their overall development application, they need to have an archaeological assessment completed if they are within proximity of known archaeological resources. It may also mean referring development applications to neighbouring First Nations to review. As development application coordinator, the Municipality must work closely with both the Archaeology Branch and the relevant First Nations to ensure that all archaeological requirements are being addressed.

Objective

Protect archaeological resources within North Cowichan

Progress will be measured by:

- Establishment of protocols with First Nations re archaeological protection
- Number of application referrals to First Nations and/or the provincial Archaeology Branch¹⁷
- Increase in the number of North Cowichan archaeological sites documented in the provincial inventory

Policy Direction/Commitment

The Municipality will:

- Protect archaeological resources
- Develop protocols with neighbouring First Nations for the referral of development applications in relation to archaeological resource protection

Protect archaeological resources	
2.2.4.1 The Municipality will make decisions based on the best archaeological information available about North Cowichan.	
a)	The Municipality supports the identification and mapping of lands with high archaeological potential to ensure that concern for protection is focused where it is most needed.
2.2.4.2 The Municipality will protect archaeological resources in the development process.	
a)	The Municipality will notify development applicants if the subject property overlaps with, or is in close proximity to, a documented protected archaeological site or is in a zone of archaeological potential. Notification will include direction to engage a professional consulting archaeologist who will determine whether an archaeological impact assessment is necessary to manage development-related impacts to an archaeological site. Any party proposing to alter a known protected archaeological site must have a Provincial Heritage Alteration Permit before undertaking with any land-altering activities. [Heritage Branch]
Develop protocols with neighbouring First Nations for the referral of development applications	
2.2.4.3 The Municipality will develop protocols with neighbouring First Nations for archaeological protection.	
a)	In follow up to the Cowichan Valley Bridge Building Protocol Agreement (2003), signed by the City of Duncan, District of North Cowichan, Cowichan Valley Regional District, and Cowichan Tribes, the Municipality will explore the potential for developing another protocol agreement with neighbouring First Nations concerning the protection of archaeological sites and appropriate referral processes related to development applications on such sites.

¹⁷ While this measure does not directly relate to protection of archaeological resources, the current rate of referral is very low (almost non-existent) and signals a desire to protect archaeological resources and invoke the Archaeological Resources Protection Act.

2.3 ADJUST TO CLIMATE CHANGE

Climate change presents a significant challenge, affecting local ecosystems, biodiversity, and the health and well-being of humans and animals. How we as a community respond to changing conditions and work to limit our contribution to it will ultimately affect the well-being of future generations.

The immediate effects of climate change most likely to be felt in the municipality include

More than 90% of respondents during community consultation for OCP revisions said the Municipality needs to do something about climate change, although there was no common view about what to do.

wetter winters, with rain falling less frequently but in more intense events, and thus posing the potential for persistent inundation and episodic flooding; and drier summers, which could raise the risk of water shortages, environmental stress, biodiversity loss and increased potential for severe forest fires. A milder climate might also increase the potential for new organisms and diseases to appear, yet also increase the potential for accommodating longer growing seasons and the

introduction of new crops to the area.

While effective action in reducing greenhouse gas (GHG) emissions globally requires agreement and cooperation at the international level, efforts at the local level to mitigate and adapt to climate change offer substantial benefits, including healthier and more liveable communities, now and for the future. Planning for and monitoring the effects of climate change are vital if we are to institute successful adaptation and mitigation strategies. Mitigation means taking steps to reduce GHG emissions through a variety of options. Adaptation means taking steps to adjust to the present and future effects of climate change.

There are compelling practical reasons for North Cowichan to move quickly towards reducing GHGs:

- Bill 27 amended the *Local Government Act* requiring Official Community Plans to include targets, policies and actions for GHG emissions reduction by May 31, 2010.
- North Cowichan, along with most other local governments, signed the BC Climate Action Charter, a voluntary commitment to make municipal operations carbon-neutral by 2012.

In addressing the matter of changing climate conditions, some jurisdictions have taken a leadership role and are treating the challenge as an opportunity to improve the liveability of their communities. North Cowichan can do the same, seizing opportunities to help reduce the effects of climate change and to benefit our community's economy and quality of life. For example, what economic opportunities might there be for local businesses in developing solutions to mitigate human contribution to climate change or methods to cope with the effects of evolving climatic conditions?

As well, local government authority over land use and zoning, public transportation and infrastructure, building regulation, and solid and liquid waste means that local governments

have control or influence over more than 45% of GHG emissions.

A key strategy to address both the mitigation of GHG emissions and adaptation to climate change is the use of “green infrastructure.” Green infrastructure involves taking a more environmentally friendly approach to infrastructure development that also makes economic sense when all the impacts of a conventional development are taken into account.

Objective

Engage all sectors of the community in responding to the effects of climate change and the need to substantially reduce the use of fossil fuel; and adjust municipal policy and programs to adapt to actual and anticipated changing climate conditions.

Progress will be measured by¹⁸:

- Completion of a Climate Change Action Plan
- Monitoring of the Climate Change Action Plan implementation
- Success in achieving targets established by the Climate Change Action Plan
- Number of green infrastructure projects (new or redevelopment) approved
- Number and type of climate change adaptation measures undertaken in municipal operations

Policy Direction/Commitment

The Municipality will:

- Engage in climate change action planning
- Reduce the carbon footprint of municipal operations
- Reduce the carbon footprints in the development process

See also Ecosystem Health, Biodiversity and Critical Habitats (2.2.1), Growth Management (2.5.1), Transportation (2.5.6), Infrastructure (2.5.7), Forestry (2.1.1), and Air Quality and Noise Pollution (2.2.2).

Engage in climate change action planning
2.3.1.1 The Municipality will provide leadership on the issue of climate change and reduction of greenhouse gas emissions.
2.3.1.2 The Municipality will develop a community-wide Climate Change Action Plan, that will: 1) confirm or adjust the following proposed targets¹⁹: carbon neutrality as soon as possible; 33% reduction by 2020 until an action plan is complete; sequestering more than we produce;

¹⁸ The CVRD's State of the Environment report uses energy use and emissions estimates from the Community Energy and Emissions Inventory (CEEI) reports produced by the provincial government, and availability of carbon sinks (forests and wetlands) by area & percent of land coverage. The report indicates that there are no statistical measures of climate change adaptation. It reports on some examples: flood management, drought management, agriculture, fisheries.

2) address a wide range of potential adaptation and mitigation strategies to respond to anticipated climate change impacts; and 3) seek innovative ways to engage all citizens in action on climate change.
Reduce the carbon footprint of municipal operations
2.3.1.3 The Municipality will work to achieve carbon neutrality in its municipal operations by 2012. ²⁰
2.3.1.4 The Municipality will limit greenhouse gas emissions in its municipal operations.
Reduce the carbon footprints in the development process
2.3.1.5 The Municipality will require new developments to incorporate adaptations to respond to changing climate conditions.
2.3.1.6 The Municipality promotes the use of green infrastructure and green technologies.
2.3.1.7 The Municipality supports the principles of no net increase in run-off and the water balance framework, and expects land and site developments to comply with the standards in the provincial <i>Water Quality Guidelines (2006)</i> and <i>Stormwater Management Guidelines (2005)</i> . [See also Infrastructure (2.5.7)]
2.3.1.8 The Municipality is designated as a Development Permit Area for the purposes of reducing greenhouse gas emissions, and water and energy conservation under Section 919.1 of the <i>Local Government Act</i> . See General Development Permit Area Guidelines (DPA- 1).
2.3.1.9 As part of development review, the Municipality will evaluate the proposal's carbon footprint and the potential impact of that measure on municipal infrastructure.

¹⁹ These targets have been defined by APC/EAC

²⁰ North Cowichan signed the Climate Action Charter in 2007.

2.4 ENCOURAGE ECONOMIC OPPORTUNITIES

North Cowichan's economy is directly affected by changes in world events and markets, in technology, in its natural resource base, and in the skills and needs of its residents. National and international forces continue to influence the shift away from primary production. The changes that began decades ago are still underway. The knowledge-based economy is revolutionizing our work and business activities. The role of the service and administrative sectors of the economy is greater than ever because of: demands for higher levels of education to fully function in the modern world; lifestyle changes; greater relative affluence across the population; and the changing patterns of human health and longevity.

No longer can we expect that the traditional resource-based economies that have sustained North Cowichan in the past will meet future needs. The average income here is below the provincial average. Young families are moving away to find suitable work. It is therefore imperative that we support and sustain what job opportunities we do offer and actively seek new opportunities. The Municipality has a significant role to play in promoting economic vibrancy in North Cowichan. A strong economy generates incomes for residents, as well as a tax base to support public services and amenities.

North Cowichan's top strengths as a place to do business:

- Lifestyle
- Access to markets
- Natural setting

Source: *Planning for a Strong Economy* (2009)

Notable among North Cowichan's key economic development assets is the lifestyle possibility it presents: a place where one can gain ready access to the natural environment, enjoy short commutes between home and work, and pursue a home-based business. For businesses that do not require specific proximity to markets or resources, these assets make locating here an attractive prospect.

Reliance on the "movement economy" has directed development at major arteries such as the Trans-Canada Highway and deep sea ports, such as the ones located in Crofton and Chemainus. With good urban design and excellent management, revitalized neighbourhood town centres can attract and retain visitors and residents. Key to good town centres is an excellent mix within them of well-designed public, institutional, residential, commercial, and light industrial uses.

While a strong economy is vital to the quality of life in North Cowichan, residents are clear that having this cannot be at any cost. New businesses that residents prefer use sustainable practices and are environmentally friendly. These include enterprises in the areas of eco-tourism, clean and green technologies, value-added production within the traditional economic sectors (agriculture, forestry and fisheries), knowledge-based industries, alternative sources of energy generation, and small-scale local operations.

2.4.1 Economic development environment

North Cowichan has a clear role to play in establishing and encouraging a supportive climate to attract new businesses to the area. This is best expressed through specific policies for economic development, a transparent administrative process and the provision of infrastructure necessary to allow local businesses to grow and prosper.

During the public consultation process, the community strongly supported the following approaches to economic development for the municipality:

- Providing adequate infrastructure; and
- Developing liveable communities.

Source: Policy Direction Report from OCP Review Community Meetings.

Background studies conducted during the course of the review of this OCP indicate that the supply of commercially and industrially zoned lands in North Cowichan is plentiful and can easily accommodate demand for the foreseeable future – even more so when combined with “smart growth” principles to encourage mixed-use redevelopment, and with infill or other ways of increasing land use efficiencies.

Good land use planning tied directly to healthy economic growth is supported by the community at

large.

Inconsistency and uncertainty create a poor investment environment. North Cowichan addresses such impediments by developing clear and predictable land use policies to guide decision-makers and to provide investors with the confidence they require to do business here.

To support economic development within North Cowichan and the Cowichan Region overall, it is vital that the Municipality enhance and market the attributes of its liveable communities and the advantages available here for industrial and commercial enterprises. It is also vital that the Municipality work closely and effectively with the various economic development authorities and business organizations in the region.

Objective

Establish a welcoming atmosphere for economic development in North Cowichan while maintaining a high quality of life and high environmental quality.

Progress will be measured by:

- Numbers of business licences issued each year, distinguishing home-based businesses from other commercial activity
- Rate of employment
- Types of employment by industry
- Value of non-residential building permits issued

Policy Direction/Commitment

The Municipality will:

- Promote a business-friendly environment

Promote a business-friendly environment	
2.4.1.1 The Municipality will exercise leadership for economic development in North Cowichan.	
a)	Based on North Cowichan's many assets, including quality of life, the Municipality will pursue strategic business attraction and development opportunities to diversify the local economy.
b)	The Municipality will ensure that local permitting is transparent and timely, with a solution-based, customer driven philosophy.
c)	The Municipality will maintain a property tax structure that is competitive with other British Columbia coastal communities of similar size.
2.4.1.2 The Municipality will take a regional approach to economic development including partnership opportunities with First Nations.	
2.4.1.3 The Municipality will link economic development with community planning.	
a)	The Municipality will promote good urban design and undertake investment in the public realm to build the local economy and create more liveable communities.
b)	In neighbourhood and community planning and design processes, the Municipality considers area revitalization and the protection of existing investment by businesses in the area to be priorities.
c)	The Municipality commits to developing clear and predictable land use policies that will result in consistent decision-making and improved certainty for investors.
d)	The Municipality recognizes and supports the economic goals of community commercial cores and of neighbourhood commercial nodes.
e)	The Municipality envisions its commercial core mixed use areas as the areas of highest density. The Municipality will create density to support commercial core areas by encouraging a mix of uses on-site, including residential and public facilities.
f)	The Municipality will focus efforts of redevelopment within urban centres, to support each commercial core.
g)	Preference will be given to the development or redevelopment of existing sites within commercial core areas or designated industrial areas. Development of new commercial or industrial sites outside of "urban containment boundaries" (see Section 2.5) will be discouraged.
h)	Should sites be identified for retail commercial purposes outside of growth centres, an OCP amendment will be required. This policy does not apply to small-scale commercial ventures in rural areas intended to serve the rural community or as part of a permitted rural use (e.g., agri-

	tourism).
i)	Brownfield redevelopment is a municipal priority.
j)	The Municipality will make land available for commercial and industrial purposes in a manner consistent with good planning practices and with the goals of the OCP.
2.4.1.4 The Municipality will balance economic growth with other community priorities.	
a)	The Municipality will communicate openly with prospective investors and the community about how economic development initiatives are balanced with other community priorities.

2.4.2 Rural- and environmental-based economic opportunities

Beyond the traditional activities associated with farming and forestry, the rural and natural areas of the municipality provide opportunities for other economic activity and revenue sources. The extensive oceanfront, large areas in municipal forests, the natural setting and our location close to major urban centres are all important attractions.

Recent tourism studies highlighted the outdoor setting (ocean, forests, lakes and rivers), arts and culture (notably, First Nations culture), agriculture and viticulture, golf, fishing and other sports, and marine facilities as the foundation for a revitalized tourism sector in the Cowichan Region. Maximizing the economic return on these community and regional assets might involve increasing directional signage and festival advertising, designing targeted events (e.g., geocaching competitions and arts festivals), and developing tourism packages with themes ranging from health and wellness to various experience-based recreational opportunities.

Providing extensive walking and biking holiday alternatives to travel by car as a strategy for reducing greenhouse gas emissions might also attract tourism, especially if connected with bike-friendly B&Bs and similar businesses.

Objective

Encourage and promote economic activities that support the values of the rural and natural environment

Progress will be measured by:

- Value of local agricultural activity
- Number of permits issued for non-timber forestry use
- Number of environmental farm management plans
- Annual attendance at fairs, markets and other venues supporting rural economic activity
- Progress in achieving the actions identified in the Municipality's Strategic Agricultural Plan

Policy Direction/Commitment

The Municipality will:

- Encourage new, and support existing, rural- and environmental-based businesses

See also Agriculture (2.1.1) and Forestry (2.1.2).

Encourage new, and support existing, rural- and environmental-based businesses
2.4.2.1 The Municipality supports and encourages the development of new rural and environmentally based

businesses, including those that enhance the productivity of the natural environment and link climate change strategies to economic opportunities.

2.4.2.2 The Municipality supports and encourages existing rural and environmentally based businesses, including those that expand on existing agri-tourism and eco-tourism opportunities.

2.4.2.3 The Municipality recognizes that a different standard for home-based businesses may be appropriate for rural areas, in terms of size and type of operations permitted.

2.4.3 New technologies

New technologies are changing the way we live and how business is conducted. They introduce significant new economic opportunities. Many of these are knowledge- and value-added businesses that are largely independent of material resource inputs. Many can be conducted from any location around the world; some can be home based; others benefit from co-locating with similar enterprises; and still others prefer locating close to universities and other advanced education institutions.

Worldwide efforts to address environmental problems such as climate change, air pollution, water pollution, and energy consumption are on the rise. At the same time, advances in technology, research methods, manufacturing, and communications have lowered the costs of developing and implementing environmentally sensitive technologies. This combination makes “cleantech” a promising sector for future growth. A number of studies have indicated that although cleantech is in its infancy in the Cowichan Region, it is nevertheless already found locally in the use of smart building materials, in wastewater treatment and energy production, and in the heating controls and agriculture industries. Furthermore, while the sector may be modest in size now, the participants are at the forefront in applying new technologies. The region also has strong potential to develop an industry around biomass fuel densification – that is, using woody waste to create high-energy wood pellets or briquettes as a new energy source.

To capture the opportunities associated with high-tech or cleantech industries and green businesses it is important for the Municipality to understand and meet the key needs of these enterprises. Permitting home-based businesses for these enterprises and developing special business parks are two means of doing this.

Establishing a new business focus like this is a long-term project, requiring long-term commitment.

Objective

Encourage high-tech and green businesses to establish and grow in North Cowichan

Progress will be measured by:

- Number of permits issued for projects that incorporate green measures (e.g., Build Green or LEED)
- Number of businesses that take advantage of incentives available for achieving energy efficiencies

Policy Direction/Commitment

The Municipality will:

- Meet the needs of high-tech and green businesses

Meet the needs of high-tech and green businesses
2.4.3.1 The Municipality will work closely with the Economic Development Commission to research and respond to technological innovation and the needs of the green economy.
2.4.3.2 The Municipality will ensure good infrastructure to support technological innovation in the information economy.

2.4.4 Waterfront commercial and industrial development

North Cowichan's 40+ kilometres of oceanfront is part of the municipality's diversity and identity. This asset provides access for ships docking to load and unload industrial products, as well as moorage for ferries, commercial fish boats and pleasure craft. Numerous marinas and a full range of related commercial enterprises are located on the waterfront. Most of the existing commercial and industrial waterfront uses in North Cowichan have a long history here.

The waterfront is also a place for people to play on beaches or shoreline, fish, scuba dive, kayak and pursue a wide range of other recreational activities. The water's edge contains many important natural features including estuaries, stream mouths, salt-water marshes and intertidal areas, all of which are also fertile places for wildlife.

As well, the waterfront is a focus for North Cowichan's network of recreational and environmentally significant areas, yet is the location of its heaviest industry too. Balancing the multiple uses of the waterfront presents constant challenges, requiring strong municipal leadership to ensure that conflicts are avoided. The distinct character or specific requirements of waterfront areas must be respected.

Genoa Bay Village: Genoa Bay's waterfront is predominantly used for commercial marina purposes and includes some float homes as well as retail and restaurant services. The small land base and limited infrastructure provides a practical limitation to the scale of development that is feasible on the foreshore here.

Sansum Narrows (Stoney Hill and Maple Mountain): This area has significant natural values, including extensive tracts of Municipal Forest Reserve, most of which can be viewed by boaters on the water. A few private acreages, with restricted road access, overlook the narrows. Limited fish farm activity and private moorage are currently the only uses of the foreshore.

Maple Bay Village: Extending from Arbutus Point southward, the Maple Bay and Birds Eye Cove waterfront is a mix of marine-oriented residential, recreational, commercial and light industrial activity. The bay is the most convenient water access point for many area residents and the area is expected to grow in popularity. A future challenge will be maintaining a balance between the village atmosphere that residents have come to enjoy and the growing demands for water-related activities including pleasure boating, scuba diving, sport fishing, kayaking and floatplane use.

Crofton Community Waterfront: The Crofton Waterfront extends from Sansum Narrows at the base of Maple Mountain to the Chemainus Estuary. Significant impacts from a smelter (early 1900s), pulp mill (1957 – present), and log sort (1980s – present) have left behind only hints of what was a rich and pristine bay that supported a large clam and oyster fishery as

well as a large white-sand beach. Crofton residents wish to see future development that enhances and maintains the pedestrian experience embodied in its much-loved seawalk as well as opportunities to expand recreational and tourism-based commercial activity.

Crofton and Chemainus Industrial Waterfronts: Two deepwater ports are located in North Cowichan: one at the Crofton mill site and the other at the Chemainus mill site. Both sites are privately owned and used primarily for the shipment of processed goods from the two mills and from other forest industry manufacturers.

Chemainus Community Waterfront: The Chemainus waterfront extends from the northerly municipal boundary near Dogwood Street south to Bare Point. Much of the beachfront is used for residential and recreational purposes, including pleasure boating, sport fishing, and scuba diving. From the public wharf, the Chemainus Harbour is predominantly in industrial use. Being a protected inlet that receives little run-off and limited flushing, the harbour has become badly degraded. Current users of the harbour are encouraged to help reduce the impacts that potentially environmentally degrading activities they undertake (involving, for example, log storage or waste disposal) might have.

Objective

Accommodate legitimate waterfront activity while reducing environmental impacts and reducing conflict between land uses

Progress will be measured by:

- Number of waterfront development permit applications received²¹

Policy Direction/Commitment

The Municipality will:

- Balance industrial and commercial uses with residential, recreational and environmental requirements
- Concentrate marine commercial and industrial uses
- Recognize distinct needs of neighbourhoods and areas along the waterfront

See also Guard Our Environment (2.2), and Build Strong Communities (2.5).

Balance industrial and commercial uses with residential, recreational and environmental requirements	
2.4.4.1 The Municipality will provide for all legitimate waterfront uses, including commercial and industrial uses.	
a)	The foreshore and waterfront areas are an integral part of the community and form a major destination for leisure, commercial and recreational pursuits. The Municipality will make provision for all legitimate waterfront uses, including commercial and industrial uses (see Map

²¹ A positive measure is that we're issuing less of these permits not more.

	10). However, not all uses are appropriate to be located on the waterfront. The Municipality reduces conflict between uses by keeping incompatible uses separate from each other. There will be no attempt to provide for all uses in all parts of the waterfront.
b)	All areas along the waterfront are designated as Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of: • establishing objectives and providing guidelines for the form and character that revitalized commercial, industrial or multi-family residential development should take; and • protecting the natural environment, its ecosystems and biological diversity. [see also Goal 2] All proposed activities in and along the waterfront will require a Development Permit, and will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Areas 2 (Marine Waterfront) and 3 (Environmentally Sensitive Areas).
c)	When considering development permit and rezoning applications, the Municipality may require that the proponent provide an overall site development plan for the property that indicates the scale and scope of the proposed development. The site plan will address servicing issues, environmental impacts, and provision for upland support facilities. Facilities will include public amenities such as pedestrian walkways along the edge and boat-launching facilities.
d)	As part of any waterfront development, the Municipality will review development applications to ensure that provision is made for safe public access and viewing. Options for ensuring public access include land dedication and the provision of statutory rights-of-way.
e)	The Municipality will review water lot lease applications for: environmental benefits or impacts; conformance to waterfront designations (see Map 10); and adequacy of upland facilities to accommodate water lot use.
f)	The Municipality encourages the phasing of out of water-based log storage and pursuit of alternative opportunities for log sorts on dry land.
g)	In reviewing new lease applications, the Municipality will encourage provisions for clean-up of industrial sites when industry moves away from the waterfront. A condition of new leases or lease renewals will be the requirement to complete a remediation plan to clean up and rehabilitate waterfront industrial sites upon departure of the industry. Bonding may be required.
h)	The Municipality supports aquaculture (e.g., shellfish farming and closed container or upland finfish farming) where the operation can be proven to be environmentally benign.
i)	The Municipality will generally not support land uses or operations that do not need to be along the waterfront or adjacent uplands .
Concentrate marine commercial and industrial uses	
2.4.4.2 The Municipality will maintain the functions of the Crofton and Chemainus Industrial Waterfronts.	
a)	The Municipality will encourage the owners of the respective docks to make facilities available to outside users in support of industrial growth in the area.
b)	Expansion of port facilities may be considered. Subject to approval by other government agencies (e.g., B.C.'s Integrated Land Management Bureau and the federal Department of Fisheries and Oceans), the placement of fill may be permitted to provide a secure bulkhead and

	sheet piling at the point of pier contact. Groins, breakwaters, dredging and filling activities that could interfere with tidal drift patterns will be permitted only when alternative techniques are shown to be unsuitable, cost prohibitive, or the environmental impact will be negligible.
c)	If industry leaves Chemainus or Crofton waterfronts remediation of any contaminated site is required to be completed and a waterfront planning process undertaken.
d)	When the tenure for the Crofton causeway to the Shoal Islands expires, the Municipality will seek to improve tidal flows and replace the causeway with a footbridge or other means to permit pedestrian access to the islands from Crofton. ²²
e)	The Crofton Wharf, under management by the Municipality, is designated as the principal facility for commercial fish boats (involved in shrimp, crab and other marine harvesting) in North Cowichan for so long as the federal government maintains a federal fisheries interest in this facility.
f)	The Municipality will support BC Ferries' community consultation process which aims to improve passenger and vehicular access and reduce traffic congestion and parking issues in Crofton and Chemainus.
2.4.4.3 The Municipality will manage Maple Bay's development to maintain its community and natural character.	
a)	Maple Bay's primary land base for marine-based tourism, commerce, industry, and recreational boating will focus around the existing marinas and yacht club located on Birds Eye Cove, where adequate upland exists to support the marine activity.
Recognize distinct needs of neighbourhoods and areas along the waterfront	
2.4.4.4 The Municipality will protect the natural values of the Cowichan estuary and Cowichan Bay foreshore.	
a)	The Municipality supports the Cowichan Estuary Management Plan (1986, as updated) and will refer development applications to the Management Committee for review, and will provide ongoing monitoring and representation to the Management Committee charged with administering the plan.
b)	Together with the Ministry of Environment and the Cowichan Valley Regional District, the Municipality will continue to work towards meeting the objectives of the Cowichan Estuary Management Plan and find joint long-term solutions to ensure ongoing protection of the estuary.
2.4.4.5 The Municipality will protect the environmental features of Chemainus River estuary.	
a)	The Municipality will support Ducks Unlimited in the development of a public management plan for its land holdings in the Chemainus estuary in partnership with other stakeholders.
b)	The Municipality will discourage private development and new leases in the Chemainus estuary unless those are part of a rehabilitation or environmental restoration project.
c)	The Municipality permits passive, non-invasive recreational activities such as kayaking and

²² Tenure relationship is between the Crown and the tenure holder.

	ecotourism.
2.4.4.6 The Municipality will protect the character of Genoa Bay Village.	
a)	The Municipality will permit limited marina redevelopment as long as there is an adequate upland support area for the marina activity (e.g., adequate water supply and available wastewater treatment), containment on land of fuel and waste products, and public access (see <i>Development Permit Guidelines</i> for DP Areas 1, 2 and 3).
b)	Given the proximity and availability of marina services, the Municipality will discourage foreshore leases for private moorage purposes for upland property.
2.4.4.7 The Municipality will maintain the natural values of Sansum Narrows Resource Foreshore (Maple Mountain and Stoney Hill).	
a)	In general, the Municipality will support foreshore lease applications for private moorage primarily for parcels with limited or no public road access.
2.4.4.8 The Municipality will maintain the village atmosphere of Maple Bay.	
a)	The primary use of the Maple Bay Village waterfront is passive recreational beachfront.
b)	The Municipality will continue to maintain public facilities at Maple Bay such as the government dock and municipal boat launch.
c)	In the long term, public boat launch facilities may be integrated with private marinas or clubs since current parking and upland support facilities for that use are inadequate.
2.4.4.9 The Municipality supports community access to the Crofton Community Waterfront.	
a)	The Municipality will secure the use and development of the waterfront for public benefit. This includes completing the Sea Walk and other projects that may also provide economic stimulus to the community.
b)	The Municipality will continue to maintain public facilities such as the government dock at the Crofton waterfront. The Municipality will also pursue opportunities to secure the Crofton boat launch for public benefit.
c)	Clean-up of the small craft harbour is a priority and will be pursued as opportunities arise.
d)	Connectivity of Crofton with the rest of North Cowichan is a priority. Development of a waterfront hiking trail providing a continuous link from Maple Bay to Crofton is envisioned.
e)	The Municipality will establish a waterfront stakeholders working group to oversee the development of a comprehensive community waterfront plan. The working group will be made up of representatives from waterfront landowners, community groups, municipality, BC Ferries, Catalyst, and the Province.
2.4.4.10 The Municipality will maintain community access to the Chemainus Waterfront.	
a)	The Municipality will ensure that each new development (except industrial) will be designed to provide public access and to allow people to travel the length of the waterfront on a public

	pedestrian walkway. Care will be taken to ensure that public access does not damage important intertidal or foreshore areas. [see also Goal 2 re access to waterfront]
b)	The Municipality will encourage development of information features, signage, building design and other means of highlighting the waterfront's historic and cultural points of interest.
c)	The Municipality will continue to maintain public facilities at Kin Park such as the municipal boat launch.

2.4.5 Commerce

Commerce is the day-to-day business that occurs within the community. Commerce provides residents with the goods and services they require and provides income for business owners and their employees.

Commercial activity has a huge impact on a region, its communities and neighbourhoods. Commercial operations influence traffic patterns. Through their signage, storefronts and overall property look, they also significantly influence our visual environment. Accessibility and parking are important issues for many commercial enterprises and their customers.

The location and vitality of commercial retail can largely determine a community's character. The Municipality therefore supports a variety of types of commercial areas: local, neighbourhood, commercial cores, service commercial, and regional shopping centre.

Together with the City of Duncan and Cowichan Tribes, the North Cowichan's South End area provides commercial services to the region. Regional cooperation and coordination of commercial development and associated public realm development is vital for success.

Objective

Protect and promote the economic viability of existing commercial enterprises in North Cowichan; attract new and emerging service, retail and other commercial businesses; and encourage diverse types of commercial activity

Progress will be measured by:

- Numbers of commercial Development Permits issued each year
- Numbers of commercial Temporary Use Permits issued each year
- Numbers of businesses paying commercial taxes each year
- Value of commercial building permits each year
- Use (as a percentage) of existing commercially zoned land

Policy Direction/Commitment

The Municipality will:

- Support the economic viability of existing businesses
- Provide clear policies guiding the location and operation of commercial enterprises
- Ensure the availability of adequate commercially zoned land

Support the economic viability of existing businesses	
2.4.5.1 The Municipality will encourage a broad range of commercial activity.	
a)	The Municipality supports complementary commercial development and mixed uses in

	commercial areas that attract customers and improve commercial services within existing commercial areas.
b)	The Municipality supports commercial infill and intensification of existing commercial areas. Emphasis will be given to the redevelopment or intensification of use on existing commercial sites over the designation of new commercial lands on “green field” sites. Increased density within existing commercial areas makes more efficient use of land and infrastructure, encourages transit and alternative transit modes, and promotes pedestrian-oriented development.
c)	The Municipality will continue the use of Temporary Commercial Use Permits to allow low-impact commercial uses in other zones on a temporary and/or seasonal basis. Temporary Commercial Use Permits may also be used to encourage the establishment of small businesses in North Cowichan and to allow entrepreneurs to capitalize on short-term development opportunities by allowing commercial uses not normally permitted within a particular commercial zone. Guidelines for the issuance of Temporary Commercial Use Permits are outlined in Schedule 1.
d)	The Municipality encourages and supports mixed commercial and residential uses. The Municipality has designated lands for mixed commercial and residential use in the following areas, to accommodate future commercial development: • The area bounded by Cowichan Lake Road, Marsh Road and Skinner Road in the Berkey’s Corner area currently zoned R3-Residential One and Two Family Zone • The Chemainus “bench lands,” currently zoned Heavy Industrial • The Paddle Road area west of the Norcross Road commercial area, north of Drinkwater Road and abutting Cowichan Commons, currently zoned R1-Residential Rural Zone [see also policy re buffering of agricultural lands] • Properties on the north side of Chaplin Street zoned Industrial • Brownfield land along the Trans-Canada Highway in the Chemainus corridor area currently zoned Industrial, but may additionally be used for commercial purposes • The Beverly Street/James Street/York Road neighbourhood, currently zoned Commercial
e)	The Municipality will encourage residential uses above ground-floor commercial use in commercial cores and neighbourhood commercial centres where sewer service is available.
Provide clear policies guiding the location and operation of commercial enterprises	
2.4.5.2 The Municipality encourages a range of commercial facilities from local to regional in scope.	
2.4.5.3 The Municipality will take the following into consideration for zoning to permit <i>local commercial</i> development: i) The proposed use is for businesses selling convenience type goods or services to meet the needs of the immediate neighbourhood. ii) Consideration is given to residential or office use above ground-floor commercial use iii) The proposed use is close to schools, parks and higher density areas. iv) The maximum aggregate commercial zoned areas is 500 square metres (5,380 sq. ft.) v) The business is located on an existing or proposed major road, preferably at an intersection. vi) There is safe and convenient pedestrian and cycling access to the location. vii) There is appropriate screening along property lines that abut residential areas.	

2.4.5.4 The Municipality will take the following into consideration for zoning to permit *neighbourhood commercial development*:

- i) Areas zoned to permit neighbourhood commercial centres have been designated at Berkey's Corner, The Properties and Maple Bay.
- ii) Permitted uses in those areas include: small-scale shops that allow local residents easy walking access to convenience stores; and limited personal service businesses.
- iii) These areas include mixed residential and commercial development, where sewer service is available. They do not include uses that serve a regional market or that generate excessive traffic volumes.
- iv) The area identified in The Properties Land Use Contract as designated for a neighbourhood commercial centre will require:
 - local commercial or convenience focus;
 - scale and character in keeping with the adjacent residential area;
 - screening of commercially developed area from abutting residential uses;
 - provision of sufficient on-site parking; and
 - residential or office use above ground-floor commercial use is strongly encouraged.

2.4.5.5 The Municipality will take the following into consideration for zoning to permit commercial cores development:

- i) North Cowichan's designated commercial cores are Chemainus, Crofton and the James Street/York Road/Beverly Street area in North Cowichan's South End, adjacent to the City of Duncan's downtown.
- ii) A broad range of uses typical of a downtown will be included (e.g. shopping services, financial and business uses, government and institutional uses, leisure and recreational facilities, churches and residential uses).
- iii) Pedestrian-oriented development is a priority.

2.4.5.6 To ensure that commercial development in North Cowichan's South End²³ complements the City of Duncan's commercial core, the Municipality will:

- i) develop, in cooperation with the City of Duncan, complementary land use and zoning policies for adjacent commercial and residential neighbourhoods;
- ii) coordinate infrastructure improvements in the South End with the City of Duncan; and
- iii) collaborate with the City of Duncan, Vancouver Island University, and School District #79 to maintain the economic and social health of Duncan's commercial core and the commercial area extending from Duncan to adjacent lands in North Cowichan.

2.4.5.7 The Municipality will continue to collaborate with the City of Duncan, Vancouver Island University, and School District #79 to improve the appearance and function of the South End commercial area. The following objectives will be pursued:

- i) Minimize highway access points and streamline local traffic circulation patterns and parking arrangements.
- ii) Establish *Development Permit Guidelines* for signage for a more unified and attractive appearance.
- iii) Encourage tree planting and other landscaping along the highway corridor.
- iv) Designate the highway corridor as a revitalization area.

2.4.5.8 The commercial cores of Chemainus and Crofton are designated Development Permit Areas, in accordance with *Local Government Act* Section 919.1. Applications for development permits will be reviewed in accordance with the *Development Permit Guidelines* for DPA- 1.

²³ Urban Systems, "Trans Canada Highway Corridor Management Plan, Drinkwater Rd to Cowichan Bay Rd", October 2005

2.4.5.9 The Municipality will, in cooperation with the Chemainus business community, regularly review the management of parking in downtown Chemainus.	
2.4.5.10 The Municipality supports the development of cruise ship facilities and similar tourist-related waterfront developments in Chemainus as long as they do not unduly interfere with established marine traffic and have suitable upland support area and access provisions.	
2.4.5.11 The Municipality will take the following into consideration for zoning to permit <i>service commercial</i> development: i) The zoning accommodates those uses that are automobile oriented and require convenient access to major transportation corridors (tourist accommodation, drive-through restaurants, automotive sales and service, entertainment, and small-scale repair and warehousing facilities). ii) Service commercial uses will be considered within the Chemainus Industrial Park at the Henry Road/Trans-Canada Highway intersection.	
2.4.5.12 The Municipality will take the following into consideration for zoning to permit <i>highway service commercial</i> development: i) Land use along the Trans-Canada Highway will be governed by highway service commercial zone and policy. [see also 2.5.6.10 & Map 11] ii) Commercial land along the highway should be protected for highway commercial uses. A new zone shall be created to distinguish highway service commercial from other service commercial uses. iii) Additional highway service commercial development will only be permitted in those areas designated as urban or transition, per Map 11. iv) The Municipality will generally not support the designation of further areas for highway service commercial development in North Cowichan. v) Highway service commercial lands shown on Map 8 and 11 are designated Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of revitalizing an area for commercial uses, establishing objectives for form and character of commercial, industrial or multi-family residential, promoting energy and water conservation and the reduction of greenhouse gas emissions. All proposed activities on these lands will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area (DPA- 1).	
Ensure the availability of adequate commercially zoned land	
2.4.5.13 The Municipality will maintain sufficient commercial land inventory levels.	
a)	The Municipality will provide additional commercial land when required. Increased site density for commercial lands are encouraged. Criteria for provision of additional commercially zoned land may include: current inventories are at 80% development; a new use or development requires a large area of serviced land; and lands developed at a lower density are unlikely to be redeveloped.

2.4.6 Industry

Historically, industrial activity has played a formative role in North Cowichan. The continued strength of this economic sector remains critical to the vitality of North Cowichan. Activities range from light manufacturing and specialized crafts through to heavy industry involved in primary production. The needs of industry are unique: siting and operational requirements, such as access to material inputs and product shipping, demand careful consideration. Factors such as noise, air quality, hours of operation and traffic can influence the quality of life far beyond the industrial site. Some industries require buffering to mute their impact, while others can function side-by-side with their neighbours.

The Municipality has a key role to play in assisting industry to find a welcoming home. Policies that support industry and allow business to confidently invest in the community can be a catalyst to attract new investment and jobs. The designation and servicing of sufficient industrial land is a basic requirement. Equally important are clarity, consistency and timely decisions about how industry fits with other community values and aspirations.

Objective

Encourage sustained and diverse industrial activity within North Cowichan.

Progress will be measured by:

- Number of industrial development permits issued each year
- Numbers of industrial Temporary Use Permits issued each year
- Number of businesses paying industrial taxes each year
- Value of industrial building permits each year
- Use (as a percentage) of existing industrially zoned land

Policy Direction/Commitment

The Municipality will:

- Promote a healthy industrial sector
- Ensure the availability of industrially zoned land
- Reduce the potential for conflicts between industrial and other lands uses

See also Amenities policy (Section 3, Municipal Management).

Promote a healthy industrial sector	
2.4.6.1 The Municipality will promote a healthy industrial sector.	
a)	The Municipality will protect and promote the economic viability of existing industry.
b)	The Municipality will encourage the establishment of small-scale industrial enterprises.

c)	The Municipality will support the development of light industrial sites suitable to small-scale food processing in rural or industrial areas, as appropriate. This may include greenhouses.
d)	The Municipality will encourage and attract new and emerging forms of industrial enterprise to the community.
e)	The Municipality will continue the use of Temporary Industrial Use Permits to allow low-impact industrial uses in non-industrial zones on a temporary basis. Temporary Industrial Use Permits will be used to encourage the establishment of small businesses in North Cowichan, and to allow entrepreneurs to capitalize on short-term development opportunities. Guidelines for the issuance of Temporary Industrial Use Permits are outlined in Schedule 1.
Ensure the availability of industrially zoned land	
2.4.6.2 The Municipality will ensure that sufficient industrially zoned land is available.	
a)	In considering new locations for industry, The Municipality will consider: potential impacts on adjacent uses in terms of traffic, noise and other nuisances; proximity to transportation and servicing infrastructure; and the current supply of vacant industrially zoned land within North Cowichan.
2.4.6.3 The Municipality will protect the existing stock of industrial land and optimize its use.	
a)	The Municipality will maintain an inventory of vacant and developed industrially zoned land in order to monitor the industrial land supply and facilitate the movement of industry to North Cowichan.
b)	The Municipality will encourage the infill and maximum use of existing industrial land, including the redevelopment of underutilized lands in urban centres, including: • developing brownfield and grey-field industrial sites; • pursuing intensification of underutilized sites; and • encouraging mixed-use developments and live/work developments as appropriate.
c)	The Municipality will support limited retail sales in industrial areas as long as the retail use is clearly ancillary to the industrial use or the retail use is intended to service adjacent industrial enterprises.
d)	The Municipality will consider development of live/work units in industrial areas outside of the urban containment boundary, on a case-by-case basis where there is clear evidence that the proposed industrial use requires it and servicing is not an issue, and as long as the primary land use continues to be industrial or the service commercial and/or residential use remain a subordinate use of the land.
e)	The Municipality will enable on-site servicing of underdeveloped land, particularly industrial, with related cost-recovery methods, to promote mixed use, denser site use, diversity and more effective land use.
Reduce the potential for conflicts between industrial and other lands uses	
2.4.6.4 The Municipality supports sensitive integration of industry into the community.	
a)	The Municipality will identify measurable objectives to encourage sustainable approaches to

	industrial development (e.g., reductions in single-occupant vehicle commuting, use of advanced building techniques, and use of adaptive rainwater management).
b)	Industrially zoned lands are designated as a Development Permit Area to maintain orderly and attractive industrial development and to reduce conflict with adjacent land uses. These lands are designated under Section 919.1 of the <i>Local Government Act</i> for the purposes of revitalizing an area for commercial uses, establishing objectives for form and character of commercial, industrial or multi-family residential, promoting energy and water conservation and the reduction of greenhouse gas emissions. All proposed activities on these lands will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area (DPA- 1). Applications that conform to the guidelines will be approved expeditiously.
2.4.6.5 The Municipality will assist with managing industrial zones in unserviced areas.	
a)	Where municipal servicing is not an option, the Municipality will consider the use of alternative, advanced sewage treatment technology to improve the efficient use of mixed-use and industrial lands. Such development must be consistent with other plan policies and there must be no anticipated downstream impacts on natural systems (e.g., watercourses).

2.5 BUILD STRONG COMMUNITIES

To provide the quality of life that North Cowichan residents expect and value, our communities must be vigorous and work well. Our urban areas must have services and amenities available. Our communities and neighbourhoods must be liveable, walkable and attractive, which means:

- ensuring that our communities are affordable, safe and healthy;
- having good infrastructure, recreation opportunities, walking and biking paths, roads and other amenities;
- promoting “neighbours caring for neighbours,” through volunteerism, emergency response planning, social events and other means of enabling residents to engage with each other.

Ensuring that communities are walkable, and are well-connected no matter people’s preferred choice of transportation, means that communities must be developed sensitively. Particular attention must be paid to the location of new housing developments so that the people who eventually live in them have transportation options, and can easily meet their needs for shopping or education or medical services.

By managing North Cowichan’s growth to ensure vibrant, safe and healthy communities, we can also preserve our rural character, be sensitive to our impact on the environment, and support our local businesses. Our communities should reflect “human-scale” development and mixed use to the greatest degree possible. They should also be places we want to live in, constructed in harmony with our place here on the east coast of Vancouver Island.

2.5.1 Growth management

Growth can be an engine for a prosperous community, but unplanned and unfocused development can lead to inefficiencies and sprawl. By focusing development in areas that can absorb growth efficiently and smoothly, we have the added benefit of minimizing costs, concentrating service delivery and taking maximum advantage of the facilities we have in place.

An initial step in managing growth effectively is the creation of an “urban containment boundary” (UCB) to identify where growth should occur. North Cowichan’s UCB (see Map 12) provides enough land for the upcoming 25 years²⁴ of growth; it is not expected to need modification before then.

²⁴ From “Buildout Analysis for the Growth Centers of Chemainus, Crofton, and the Southend,” prepared by Jill Collinson (March 2009). The analysis shows that there is 213 ha, or 533 acres, of undeveloped or underdeveloped land within the growth centre boundaries, which (depending on densities) is enough land for 4,781 – 5,981 housing units. According to the “Updated Population and Housing Forecasts”, prepared by Bev Suderman (January 2011) anticipated demand for the period between 2006 and 2021 is 5,567 units all of which could be absorbed within the growth centres.

The UCB surrounds those lands designated as “growth centre”. These are established in the communities of Chemainus, Crofton and the South End (next to Duncan). *Growth centres* are the core areas of each of these communities and contain municipal services, commercial/retail activities, schools and other facilities that are the foundation of community. Sufficient land exists within the growth centres to readily accommodate expected urban population growth for the next decade or longer. Approximately 2% of the lands within the UCB are not within the sanitary sewer service area and are located on the edges of the UCB. In most cases before these lands can be developed a local area plan or comprehensive development plan and sewer servicing study is necessary to be completed to confirm sewer servicing capabilities as well as to refine permitted land uses, development patterns and densities for these areas.

A second step in managing growth effectively is to determine appropriate densities for various parts of the Municipality, to maintain or enhance the livability of communities, and to protect community values.²⁵

Objective

Manage future growth in a way that supports community values, conserves resources and respects the environment

Progress will be measured by²⁶:

- Population and demographic change (Census data)
- Population density change²⁷
- Number of housing units constructed in growth centres as a percentage of total residential permits

Policy Direction/Commitment

The Municipality will:

- Direct growth to areas identified as growth centres
- Encourage the development of a regional growth strategy
- Identify appropriate densities within North Cowichan’s growth centres



Transition from urban to rural.

²⁵ Picture from http://stephenrees.files.wordpress.com/2008/01/transect_america_left.jpg.

²⁶ CVRD’s State of the Environment report uses population density, walkability of communities, compact housing, proximity to transit, journey to work, and max allowable parcel coverage as indicators for Smart Growth.

²⁷ Population density is a measure of population against area. Smart Growth BC recommends having at least 15 residences per ha to make public transit a feasible option (for example).

Direct growth to areas identified as growth centres	
2.5.1.1 The Municipality will manage growth through the establishment of a firm urban containment boundary.	
a)	An “urban containment boundary” (UCB) is established as shown on Map 12. The land within the urban containment boundary has sufficient capacity to accommodate growth for 25+ years.
b)	Lands beyond the UCB are designated rural.
c)	The UCB cannot be altered except through a comprehensive Official Community Plan review. [see also OCP Amendment, Section III]
d)	Municipal water and sewer services are not intended to extend beyond the UCB into rural areas.
2.5.1.2 The Municipality will focus development in growth centres.	
a)	Growth centres are the priority for development and infrastructure upgrades. The Municipality will foster the establishment of commercial and other services within each growth centre.
b)	The Municipality will continue to ensure a 5- to 10-year supply of zoned serviceable land for residential development within growth centre areas.
c)	The Municipality supports infill density through the sensitive, appropriately scaled design of multi-family and/or commercial development.
d)	Where densities of less than 15 units/ha are proposed the design and layout of subdivisions should anticipate future development to more urban densities.
2.5.1.3 The Municipality will reserve development for lands within the UCB that do not have full municipal services until more detailed planning processes have been completed and servicing capacity confirmed.	
a)	Local Area Plans or comprehensive development plans for unserved lands in the growth centres will consider at a minimum: 1) servicing, 2) development options or scenarios, 3) perceptions of area residents re these options, 4) formulate recommendations for action, and 5) significant community benefit and amenities. These plans will address any impacts on North Cowichan’s commercial and residential development policies. The Local Area Plan may review and potentially revise the limits of the Urban Containment Boundary based on the principles and goals of the OCP.
b)	For these unserved lands in the growth centres, the Municipality will permit urban residential development if land is currently zoned for such development and services are readily available. Such developments will be discouraged if they impose additional direct or indirect capital, operations or maintenance costs (calculated on a life-cycle costing basis) on the Municipality.
c)	For these unserved lands in the growth centres, the Municipality may grant an extension of sewers to service properties experiencing environmental health risks as the result of failing septic systems. Such action, however, does not presume that rezoning to urban densities will occur concurrently. Rather, development will proceed only on completion of a local area plan that identifies the added infrastructure and servicing costs associated with premature growth, in accordance with (a) above.

Encourage the development of a regional growth strategy	
2.5.1.4 The Municipality will advocate for the development of a regional growth management plan or strategy that complements the growth management strategy of this Official Community Plan.	
Identify appropriate densities within North Cowichan's growth centres	
2.5.1.5 The Municipality recognizes as a priority the need to identify and plan for appropriate densities in its growth centres.	
a)	The Municipality will encourage development that makes North Cowichan a more walkable community.
b)	Highest density development will occur within North Cowichan's Mixed Use Commercial Core areas. The Municipality will encourage dense development close to existing amenities (e.g., parks, community centres), services and employment centres (commercial or recreational), and in proximity to transit nodes where there is also safe access to and from major roads.
c)	The Municipality will consider the introduction of new zones and zoning standards to address specific interests or goals that will allow development of a greater variety of residential and commercial services.
d)	The Municipality requires all new development to contribute to improved quality of life in North Cowichan. As part of development approval for commercial and higher density residential use, the Municipality will require community amenity contributions, in accordance with the legislation.

2.5.2 Housing

Residents appreciate that North Cowichan contains reasonable housing choices at reasonable costs, although there is a growing need for more affordable housing in our community.

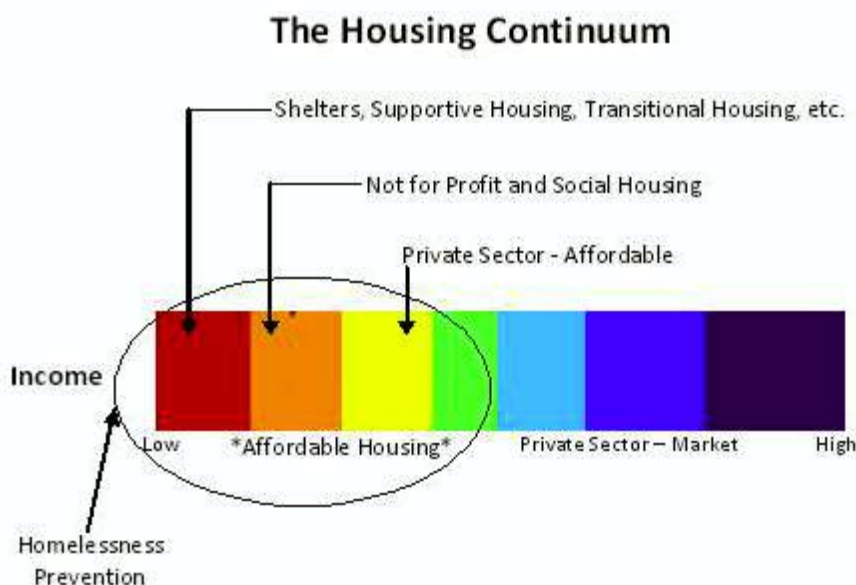
Although the detached single-family house will remain the predominant housing form in North Cowichan, demand is increasing for smaller homes on smaller lots, for ground-oriented multiple dwelling units, and for apartments. A mix of housing types is better able to accommodate the diverse needs of the population in terms of size, effort to maintain, and affordability. A variety of housing types makes it easier for residents to stay in their neighbourhood as their housing needs and preferences change.

Affordable housing is a major concern in North Cowichan, particularly for low- and moderate-income households. It can take a number of forms,²⁸ from affordable home ownership to formal and informal rental, and from transitional housing and non-market rental (also known as social or subsidized housing) to emergency shelters.

The *Local Government Act* requires that all Official Community Plans have policies addressing affordable, rental and special needs housing.

The community strongly identified the need to address affordable housing issues.

Affordable housing is defined by the Cowichan Regional Affordable Housing Directorate as “a safe, secure, stable, accessible living environment that allows a person to live within his or her income level, and maintain a healthy quality of life. For housing to be affordable a household should not spend more than 30 percent of gross income on shelter costs.”



The demand for seniors-oriented housing is anticipated to increase as the population ages. Seniors often require a central location, assistance with everyday tasks such as meal preparation, and easy access to public transit and medical and social services. Companionship and feelings of safety and security are also increasingly important to older residents.

²⁸ Image from the York Region Alliance to End Homelessness, at <http://www.yraeh.ca/~yraeh/sites/default/files/userfiles/Housing%20Continuum.jpg>.

Rental housing generally meets the needs of people with lower incomes, but it can also be a lifestyle choice by people regardless of income level. Many tenants, such as young working people and seniors, require housing to be located close to shopping, services, public transit and other amenities.

Objective

Meet the varied housing needs of North Cowichan residents in terms of type, size, cost and location

Progress will be measured by:

- Number of affordable housing units created, as a percentage of total units
- Share of alternative housing types²⁹ (e.g., apartment, townhouse, semi-detached, coach house) as a percentage of total housing units created
- Average cost of housing in North Cowichan

Policy Direction/Commitment

The Municipality will:

- Recognize the importance of housing as a fundamental part of community health and liveability
- Ensure that housing remains affordable for all residents
- Respect the character of residential neighbourhoods and the surrounding environment
- Encourage development of a variety of housing types

Recognize the importance of housing as a fundamental part of community health and liveability	
2.5.2.1 The Municipality recognizes the need for a variety of housing types (by size, type, tenure, density and cost) integrated into a range of neighbourhoods in all growth centres, and especially for housing types suitable for the aging population and young families.	
Ensure that housing remains affordable for all residents	
2.5.2.2 The Municipality will maintain existing affordable housing.	
a)	The Municipality recognizes that the older housing available in most neighbourhoods, often small single-family detached homes, is a valuable resource to be maintained and added to when new development is being considered.
b)	During new development or redevelopment processes, the Municipality will attempt to protect existing affordable housing stock (market and non-market) so there is no net loss.
c)	The Municipality will support applications for the strata conversion of existing rental units (three or more), including motels and mobile home parks, only when there is a high vacancy rate, safety and Building Code provisions have been met, current tenant needs have been

²⁹ 2006 baseline = 31% of North Cowichan housing made up of alternate housing types

	addressed, and upgrading costs for off-site works have been resolved.
d)	In the case of a redevelopment project that demolishes existing rental units, including motels and mobile home parks, the new project must include a similar number of rental units, and the developer must be willing to enter into a housing agreement to ensure the long-term security of the rental units. In such case, the Municipality may consider some compensation to the developer, such as increased development densities.
2.5.2.3 The Municipality supports the development of new market forms of affordable housing, both for rent and purchase.	
a)	The Municipality requires that 10% of units within major projects (10 units or more) incorporate an affordable housing requirement.
b)	In support of the development of new affordable housing, the Municipality may require developers to enter into a housing agreement to maintain the affordability of the housing as a condition of any rezoning or density bonus.
c)	The Municipality will seek means to offset the added costs of providing new affordable housing (e.g., by reducing parking requirements and reduced development cost charges).
2.5.2.4 The Municipality supports initiatives to augment the amount of non-market affordable housing.	
a)	The Municipality will provide staff assistance to community groups and non-profit housing organizations in undertaking research and/or preparing proposals for government-funded housing projects for special needs residents or seniors or for other forms of non-market affordable housing.
b)	The Municipality will work in partnership with other government agencies, the private sector, non-profit organizations and service agencies to ensure the provision of affordable housing for seniors or other special needs residents in North Cowichan.
c)	The Municipality will continue to support the development of non-market housing and special needs housing by waiving development cost charges and building permit fees.
d)	The Municipality supports the coordination at a regional level the development of affordable , supportive, and special needs housing policies and strategies.
Respect the character of residential neighbourhoods and the surrounding environment	
2.5.2.5 The Municipality will ensure that new residential development respects and complements the character of the surrounding neighbourhood.	
a)	When higher densities are being sought through the rezoning process, the Municipality will ensure that appropriate transitions or buffers are provided between uses and between housing types with distinctly different characteristics. [see also Growth Mgmt 2.5.1]
b)	The Municipality will assess the community impact of each application for a multi-unit housing project in terms of: i) the project scale in relation to the character and privacy of existing developments nearby; ii) the potential for increased traffic and parking congestion;

	iii) the adequacy and capacity of existing services near the proposed site, including open space, parks and recreation; and iv) the extent to which the proposed project would impose additional capital costs on the Municipality.
Encourage development of a variety of housing types	
2.5.2.6 The Municipality will encourage development of secondary suites and infill housing.	
a)	To encourage owners of previously unapproved secondary suites to legalize the suites, the Municipality will: i) establish an amnesty period to legalize secondary suites; and ii) reduce associated fees.
b)	The Municipality will not support building schemes that prohibit secondary suites where lot sizes meet municipal requirements.
c)	The Municipality will broaden the number of zones that permit secondary suites while ensuring adequate provision can be made for on-site parking.
d)	As part of any new development on lots that permit secondary suites, the secondary suite area of a single-family residence must be roughed in at the time of construction.
2.5.2.7 The Municipality will encourage multi-family housing development in commercial areas as an approved mixed use.	
a)	All mixed-use development is designated as a Development Permit Area under Section 919.1 of the <i>Local Government Act</i> for the purposes of revitalizing an area for commercial uses, establishing objectives for form and character of commercial, industrial or multi-family residential, and promoting energy and water conservation and the reduction of greenhouse gas emissions. Such developments are subject to the relevant Development Permit Area guidelines for DPA- 1.
2.5.2.8 The Municipality encourages sensitive integration of increased density in growth centres through the use of multi-unit housing.	
a)	All multi-unit housing sites are designated Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> to encourage sensitive design, with appropriate landscaping that fits into the existing residential or commercial environment while maintaining a safe, liveable home environment for new residents. This designation is for the purposes of establishing objectives for form and character of commercial, industrial or multi-family residential, and promoting energy and water conservation and the reduction of greenhouse gas emissions. All proposed activities on these lands will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area (DPA- 1).
b)	The Municipality favours the location of multi-unit housing in areas designated as growth centres where full urban services exist. New proposals will be reviewed on a case-by-case basis with particular attention paid to their accessibility to amenities, impact on the surrounding community, and public benefits offered. Preference will be given to projects designed to achieve LEED principles or Build Green objectives (see also 2.3.1.5). Review of the proposed housing's accessibility will consider such standards as: i) its proximity to a major road and to public transit routes;

	ii) the convenience of its access to shopping and commercial services; iii) whether it is located within 1 kilometre of a public park or recreation centre; and iv) where the proposed housing is family oriented, whether it is located within 1 kilometre of a public school.
c)	Where the proposed housing allows for families with children, the Municipality will ensure that provision is made for play areas and, ideally, childcare facilities.
2.5.2.9 The Municipality recognizes that mobile home parks contribute to the availability of affordable housing within the urban containment boundary.	
a)	The Municipality will protect residents of mobile home parks from evictions occurring as a result of redevelopment proposals by requiring developers to provide residents with more notice and more compensation than provincial legislation requires. ³⁰
b)	Mobile home parks are designated as Development Permit Areas under Section 919.1 of the <i>Local Government Act</i> for the purposes of establishing objectives for form and character of commercial, industrial or multi-family residential, and promoting energy and water conservation and the reduction of greenhouse gas emissions. The Municipality will review the design of mobile home parks on a case-by-case basis with regard to the following: i) the form and scale of the new development or re-development and its impact on the character of the surrounding neighbourhood; ii) the extent and design of landscaping and screening along property lines and road frontages; and iii) the amount and utility of on-site recreation and open space. All proposed activities on these lands will be evaluated on the basis of the <i>Development Permit Guidelines</i> for Development Permit Area (DPA- 1).
c)	The Municipality does not consider mobile home parks to be a suitable land use in rural areas. [see also Growth Management 2.5.1]

³⁰ *Manufactured Home Park Tenancy Act* requires a minimum of 12 months notice and landlord required to pay equivalent of 12 months rent as per the rental agreement.

2.5.3 Public realm

Public areas and places (commonly known as the “public realm”) serve both a functional purpose and a community-building purpose, helping to draw residents out where they can interact with one another and with the greater community. We move through the public realm every day – along roads, sidewalks and trails, and through town squares, shopping malls, community centres, parks and other public facilities – to reach our homes, schools and jobs and to do our errands.

Such areas should be inviting, safe and comfortable. They also need to be well placed throughout the community. Designed and developed with care, they can promote community pride, create value and reduce problems of crime and vandalism.

Tree-lined streets, planted boulevards and forested urban parks and similar spaces are all important contributors to the quality of the public realm, providing aesthetic benefits and increased property values.³¹ Public art also contributes to making places special and memorable. It can inspire, beautify, amuse and contribute to local identity, economy and character. Chemainus’ outdoor murals, for example, exemplify the benefits that public art can bring to a community.

In contrast to public art, graffiti can quickly transform a neighbourhood by creating a sense that there is no control in the area. Because graffiti is often associated with other crimes it is important to report and remove graffiti quickly.

The public spaces and corridors that connect the diverse parts of our communities require attention and care in their maintenance and development.

Objective

Create attractive public spaces in urban centres that meet the diverse needs of their residents

Progress will be measured by:

- Canopy cover in growth centres (measure of street trees)³²
- Number of works of public art, by type and location (community/ neighbourhood)
- Number of projects approved for developing new, or upgrading existing, outdoor public spaces, by community

³¹ Benefits can include such things as reduction of air pollution; carbon sequestration; energy savings; rainwater management and erosion control; aesthetic benefits; and increased property values. A study conducted by the City of North Vancouver found the benefits of street trees exceed costs by a factor of 5:1.

³² From Squamish Smart Growth study.

Policy Direction/Commitment

The Municipality will:

- Develop and enhance public use areas
- Conserve heritage and environmental values

Develop and enhance public use areas	
2.5.3.1 The Municipality will design public areas to be people-friendly, secure, comfortable and distinctive.	
a)	The Municipality will develop and incorporate community safety principles (e.g., the CVRD's Safety Lens, and Crime Prevention through Environmental Design), policies and practices into long-term planning and development review processes, as well as into the processing of development applications.
b)	The Municipality will design new civic buildings, facilities and other public projects that enhance the physical connectedness of the surrounding community, reflect community identity and meet high standards for environmental protection.
c)	The Municipality will work with communities and neighbourhoods to develop and enhance streetscapes, squares, plazas and similar public spaces.
2.5.3.2 The Municipality will ensure that new development and redevelopment projects complement the appearance and function of the street, or streets, on which they are located.	
2.5.3.3 The Municipality will encourage the creation and installation of works of public art.	
a)	In considering whether a work (e.g., mural or sculpture) should be approved for permanent installation in a public setting, the Municipality will assess whether it: • is of good quality; • has been selected by a qualified jury and through a transparent process; • complements the proposed setting; and • is consistent in theme with other nearby public art installations.
b)	To maintain the standard and quality of works in downtown Chemainus (a Development Permit Area), the Municipality prohibits the painting or installation of any mural there without prior approval of the Chemainus Festival of Murals and the Municipal Council.
c)	The Municipality will incorporate public art into its developments, as appropriate, in support of vibrancy in the public realm. The Municipality will also encourage others to include public art in their development projects, as appropriate.
2.5.3.4 The Municipality will encourage the use of effective, well-designed public and commercial signage in public areas. [see also Goal 4 Economic Opportunity]	
Conserve heritage and environmental values	
2.5.3.5 The Municipality supports the preservation and renewal of historic buildings, districts and landscapes.	
2.5.3.6 The Municipality will protect and enhance urban forests.	

2.5.3.7 The Municipality will enhance community access to natural areas.	
a)	The Municipality will protect the existing natural corridors (streams and trails) that extend through urban areas from encroachments. [see also 2.1.2 Forestry, 2.2.1 Ecosystem Health, 2.4.4 Waterfront Commercial & Industrial, and 2.5.8 Parks & Recreation]

2.5.4 Safe and healthy community

Residents value living in a safe and caring community. Much of this Official Community Plan is intended to ensure that these qualities in North Cowichan are maintained and even enhanced.

One common indicator of a safe and healthy community is how well residents know their neighbours. There is always a risk that as any community grows in both size and complexity, people stop knowing or interacting with the people next door and soon feel isolated even within their own neighbourhoods. Such tendencies to social disconnectedness – where residents stop watching out for each other's, or the neighbourhood's, welfare – are important to overcome if we are to keep our communities safe and healthy places to live.

A community's social health can also be measured by how engaged residents are in the goings-on in the community. Participation in community-sponsored events and activities offers individuals personal satisfaction as much as it contributes to the well-being of all citizens. North Cowichan offers a rich diversity of activities and programs for its citizens, as well as providing services for our most vulnerable residents, including children, seniors, people with disabilities, and new Canadians.

Although North Cowichan's population is aging, there are still a significant number of children, youth and working families. There are also an increasing number of new residents whose first language is not English. A population like this – diverse in age, background, needs and interests – creates challenges, as well as opportunities, for a municipal government committed to serving its residents as best it can. Ultimately, the provision of safety and health is a shared responsibility between all levels of government and residents themselves.

Objective

Enable residents to experience a safe and healthy life in North Cowichan

Progress towards this objective can be measured by:

- Extent of volunteering in North Cowichan
- Crime rates
- Extent of services available for the most vulnerable residents.
- Modifications to the built environment to support accessibility for differing levels of mobility
- Regular assessments conducted by such organizations as Social Planning Cowichan, Volunteer Cowichan, Success by Six, etc

Policy Direction/Commitment

The Municipality will:

- Use municipal resources to develop safe and healthy communities

- Cooperate and collaborate with agencies providing community services
- Ensure a safe, healthy and inclusive environment for community residents

See also Public Realm (2.5.3), Infrastructure (water supply, sanitation, etc.), Transportation, Parks and Recreation, and Hazard Lands.

Use municipal resources to develop safe and healthy communities	
2.5.4.1 The Municipality will integrate a social perspective into all municipal initiatives.	
a)	The Municipality will develop a stronger social development ethic within municipal policies and operations. This may include the establishment of a community or social development function within municipal government.
b)	The Municipality will continue to monitor its fees and charges for recreational and social services to ensure all residents have some ability to participate regardless of their financial circumstances.
2.5.4.2 The Municipality will plan for community safety.	
a)	As part of reviewing any neighbourhood plan, local area plan or specific parts of the community, the Municipality will seek to ensure that the safety of all residents has been considered, with particular attention paid to the needs of those with age and/or mobility limitations.
b)	The Municipality considers accessibility for people with mobility challenges to be a design priority.
c)	The Municipality encourages the use of universal design in the public realm, municipal facilities, and private developments.
d)	The Municipality encourages the construction of fully accessible housing units.
Cooperate and collaborate with agencies providing community services	
2.5.4.3 The Municipality considers community policing to be a high priority.	
2.5.4.4 The Municipality will continue to support excellence in police service delivery.	
a)	The Municipality will continue to support police initiatives in crime reduction, traffic safety and increased police visibility.
b)	The Municipality will continue to engage with the police in their planning and priority- setting.
2.5.4.5 The Municipality will continue to work with those responsible for health services to help ensure adequate delivery of care (by level and type) and improved accessibility to services.	
a)	The Municipality will ensure the designation of sufficient land to accommodate the needs of community health and social services facilities.

2.5.4.6 The Municipality is committed to encouraging a healthy and safe environment for children and youth.	
a)	The Municipality will support and encourage the development of childcare services.
b)	The Municipality will cooperate with and work to support community organizations that provide services for children and youth.
c)	The Municipality will encourage intervention programs targeting children and youth at risk.
2.5.4.7 The Municipality will encourage voluntarism within the community.	
a)	The Municipality will recognize and celebrate volunteers and their contributions to the quality of life within North Cowichan.
b)	The Municipality will adopt, and follow, a code of conduct to guide North Cowichan's relationship with volunteers.
c)	The Municipality will continue to improve access to and availability of information regarding community services and volunteer opportunities.
d)	The Municipality will review municipal volunteer programs to ensure they facilitate involvement of diverse populations.
e)	The Municipality will continue to support volunteer programs and leadership training to support the provision of community and leisure services.
Ensure a safe, healthy and inclusive environment for community residents	
2.5.4.8 The Municipality supports "neighbour caring for neighbour" initiatives.	
a)	As a means of developing comprehensive and integrated local involvement and action strategies, the Municipality supports a range of initiatives, such as neighbourhood emergency preparedness programs (LEAD), neighbourhood policing and safety programs (e.g., Block Watch, COPS, safety audits) and environmental stewardship programs (e.g., Stream Keepers, Shoreline Stewards).
b)	The Municipality will assist communities and neighbourhoods in working together to solve their own problems. Initial focus will be on developing and promoting neighbour-to-neighbour contact through such events as block parties, clean-up programs, community gardens, street tree-planting programs and neighbourhood composting.
c)	The Municipality is committed to enabling neighbourhoods and communities to be more fully involved in matters having a direct impact on their area, and collectively resolving local concerns. [see also Community Engagement, Section 3.2.1]
2.5.4.9 The Municipality will enhance social inclusiveness within North Cowichan.	
a)	The Municipality will work with the Cowichan Intercultural Society, House of Friendship and other community organizations to effectively engage with a diversity of cultural groups, generational groups and others.

2.5.4.10 The Municipality will encourage food production in urban areas.

2.5.5 Strong neighbourhoods and communities

Neighbourhoods are where most people make their most significant financial investment (their homes), children are raised, pets are walked, and people are most involved. They are also where social change is noticed and can be responded to most quickly.

North Cowichan is an amalgam of several distinct neighbourhoods and communities, each adding to the diversity and vitality of the municipality overall. For an Official Community Plan to be successful, it must recognize and address specific needs at the neighbourhood or community level. Some neighbourhoods require a closer look, to see where revitalization or redevelopment needs would be best met. Local area plans are one tool to do this. They tend to focus on those parts of a neighbourhood or community where significant development has already occurred. Resident involvement is essential in preparing such plans.

Objective

Provide assistance and support to those neighbourhoods and communities that wish to promote their own identity and community spirit

Progress will be measured by:

- Number of meetings or events that the municipality holds with neighbourhood or community groups

Policy Direction/Commitment

The Municipality will:

- Support community and neighbourhood planning

Support community and neighbourhood planning	
2.5.5.1 The Municipality will develop local area plans with individual neighbourhoods/communities	
a)	Priority for the development of local area plans will be given to areas within identified growth centres. Through its budget approval process, the Municipality will annually identify priority communities or neighbourhoods in which to undertake a local area planning exercise. With the assistance of local resident groups, the Municipality will prepare terms of reference for any local area plan process, incorporating expectations regarding content and local participation in the process.
b)	Neighbourhood plans must conform to the policies laid out in this Official Community Plan, but may adapt specific plan elements to more accurately reflect local landscape, heritage and resident interests.

c)	Where there is no local organization to assist with developing a neighbourhood or local area plan, the Municipality will work with community development organizations ³³ to ensure that residents are involved as fully as possible in the preparation of the plan.
2.5.5.2 The Municipality will increase municipal engagement with neighbourhoods.	
a)	As neighbourhoods demonstrate a greater willingness to engage, the Municipality seeks to involve them further in: local land use decisions; environmental stewardship; park development and acquisition; and routing of public transit, bike paths, and walkways. [see also Section III, Community Engagement]

³³ In the past, North Cowichan has worked with Safer Futures, one example of a community development organization which could assist the Municipality with such work.

2.5.6 Transportation

Transportation linkages are the arteries of a community. Community residents expect and need to be able to move with both ease and safety throughout their community. While the automobile is still the predominant mode of transportation, active transportation options such as walking and cycling are increasingly popular choices, as is getting around on motorized wheelchairs. Public transit, particularly on highly populated routes, is a valued transportation resource and provides an alternative to cars.

Inter-regional transportation links are also very important. Rail, air and water travel remain important for industry and the tourism sector. The E&N Railway provides freight and passenger service to a number of Vancouver Island communities. Deep-sea ports at Chemainus, Crofton and Cowichan Bay service much of North Cowichan's industrial transportation needs, while wharf facilities at Chemainus, Crofton and Maple Bay accommodate smaller commercial and recreational vessels. Ferry service is available at Crofton and Chemainus to adjacent Gulf Islands. Air service is available in Maple Bay, as well as through private charter services and from a local airstrip in Glenora. Regional airport facilities are conveniently located at Nanaimo and Victoria. Regional trail linkages, such as the Cowichan Valley Trail, also provide attractive connections for residents and tourists alike.

There are various challenges related to establishing a sustainable transportation system for the Municipality and the region. There are multiple jurisdictions within a small geographic area and each has their own transportation and land use policies and priorities. Some which may work at cross purposes. Within the region the area of greatest traffic congestion is located on the TransCanada Highway between the Cowichan River bridge to the south and Beverly St to the north – over three different jurisdictions. And this congestion appears to be increasing. In 2005 the “Trans Canada Highway Corridor Management Plan, Drinkwater Rd to Cowichan Bay Rd” was completed as a joint project between multiple jurisdictions and provides a basis from which to begin taking a more collaborative approach towards developing a sustainable transportation system.

It is estimated that, transportation accounts for 80% of the Municipality's total greenhouse gas emissions (excluding Catalyst Pulp Mill). Thus, if our communities can be changed to provide equal or greater connectivity with less automotive travel, then both the environment and the economy will benefit. More efficient land use patterns relieve traffic congestion and increase the ridership potential of public transportation as well as reducing greenhouse gas emissions. Multi-use trails that connect Chemainus, Crofton, Maple Bay and the South End reduce reliance on automobiles and provide recreational opportunities.

New approaches to transportation planning, including Transportation Demand Management (TDM),³⁴ Active Transportation, and Parking Management, provide alternative ways of approaching transportation planning issues, including parking. The challenge is to ensure

³⁴ Also known as Mobility Management.

that all parts of the comprehensive transportation system adjust and change as the community grows and changes. Parking management helps to improve how the transportation system functions. Providing transportation alternatives will help reduce the need for parking related land uses, structures, and ongoing maintenance costs.

Objective

Provide a choice of efficient, safe transportation options that meet the various needs of residents.

Progress will be measured by:

- Number of people living in proximity to transit
- Mode of travel used by people as they journey to work
- Kilometres of bicycle lanes

Policy Direction/Commitment

The Municipality will:

- Take an integrated approach to transportation planning
- Recognize the distinct needs of active transportation options
- Maintain an effective transportation network

Take an integrated approach to transportation planning	
2.5.6.1 The Municipality will design its transportation network to accommodate all modes of transportation (pedestrian, cyclist, transit and auto) and enhance connectivity throughout the municipality.	
a)	The movement of people by foot, bicycle and public transit (all low-emission transportation modes) will be given equal priority and attention with automobile transportation in policy, design, and capital investment decision-making.
b)	The Municipality will work to reduce automobile usage throughout North Cowichan by 20–30%. The target date for achieving this goal will be set through the planning process for the Climate Change Action Plan. [based on Saanich targets; see also Goal 3 ‘Climate Change’]
c)	Areas within the urban containment boundary (see Map 12) will be given priority for transportation network infrastructure improvements.
d)	The Municipality will design roads, public parking facilities, sidewalks and trails so they are safe and comfortable for all users, including those with scooters, wheelchairs and other mobility aids, and so they contribute to the aesthetics and vibrancy of the setting.
e)	The Municipality will develop streets and neighbourhoods so they are safe and comfortable for all users – in particular, the elderly, the physically challenged and the young – and make getting around easy.
f)	The Municipality will promote the use of low-speed electric vehicles as an alternative to fuel powered vehicles for local travel within North Cowichan, per provincial regulations, and support

	the establishment of electric vehicle ready infrastructure, which may include the provision of charging stations.
2.5.6.2 The Municipality will coordinate transportation planning with other jurisdictions.	
a)	The Municipality will work with other agencies to adopt or respect their network plans and requirements, and not approve any project that would eliminate future connections or limit other improvements.
b)	The Municipality will work towards a regional approach to Transportation Design Management.
Recognize the distinct needs of active transportation options	
2.5.6.3 The Municipality will plan for a complete pedestrian/cyclist transportation grid, developed to appropriate standards.	
a)	The Municipality will use the Trail Network Plan, and the Regional Multi-Use Trail Network map as guides in preparing for pedestrian network improvements to trails, walkways and sidewalks. Priority will be given to improvement projects that: connect two existing routes and/or fill in missing sections of trails; upgrade a route along a major road corridor where no sidewalk exists; lead to schools, public facilities, transit stops and commercial areas; access recreational trails; and provide marking and signage of routes.
b)	The Municipality will institute measures to minimize hazards between pedestrians and automobiles along roadways.
2.5.6.4 The Municipality will plan cycling routes.	
a)	Except in areas with the highest traffic volume, the Municipality will design roads to be shared by automobiles, bicycles and pedestrians. In areas where traffic volumes and/or speeds are higher, a separate bike lane or route may be warranted.
b)	When undertaking road improvements and upgrades, the Municipality will incorporate cycling requirements into subdivision design standards and road design.
c)	When planning annual transportation improvements, the Municipality will consider projects identified in the Trails and Cycling Network Plan, and the Regional Multi-Use Trail Network Plan (see Map 13).
2.5.6.5 The Municipality will plan for public transit.	
a)	The Municipality will work with the CVRD's Regional Transit Committee to address all priority public transit objectives within the Municipality.
b)	The Municipality will incorporate transit planning into neighbourhood plans, taking into account local needs with respect to the frequency, location and design of transit pick-up/drop-off points and to safety considerations such as lighting and visibility.
c)	The Municipality will ensure that road works (upgrades or traffic calming) consider transit needs.
d)	The Municipality will consider possible future routes and transit features (e.g., transit centres,

	turnarounds) in response to local development plans carried out on private or public lands.
e)	The Municipality will encourage inter-regional transit and service (private or public) to reduce the need for private car use.
f)	The Municipality will encourage buses and trains to include provisions for cyclists.
g)	The Municipality will require new developments to integrate transit opportunities into their designs.
Maintain an effective transportation network	
2.5.6.6 The Municipality will continue long-term planning for road network improvements.	
a)	When new connecting roads are required, the Municipality will first undertake a robust public consultation process.
b)	In designing road improvements, the Municipality will take into account service level indicators for pedestrians, cyclists and automobile traffic.
c)	The Municipality will not permit any development that could restrict the construction of a future network road (see (d) below) unless first identifying practical alternatives and/or amending the OCP.
d)	Increases in roads, or the road network more generally, are a last resort after other transportation management options have been explored. Future network road possibilities include: i) <i>Chemainus–Trans Canada Highway Connector</i>: The Municipality will investigate the feasibility and necessity for building additional connections to the Trans Canada Highway with the Ministry of Transportation and the CVRD. The Municipality will seek resident input early in the process of determining feasibility. In the meantime, the Municipality will protect potential connection options from being prematurely eliminated. Such a connector is not likely to be required before 2040. ii) <i>Crofton–Trans Canada Highway Connector</i>: The Municipality supports the construction, by the Ministry of Transportation, of a new route into Crofton to avoid heavy vehicles and traffic through the Halalt Reserve. iii) <i>urban street network upgrades, with priority given to projects that complete street connectivity</i> (e.g., Festubert St. to James St. connection³⁵). iv) <i>York Road and Bridge Connection to Timbercrest Estates and Lakes Road</i>: The Municipality recognizes that a road connection may be warranted in this area in the future, but this project is a very low priority. A trail connection is highly desirable, but must be done in a way that protects environmental values. v) <i>Donnay Drive from Kingsview</i>: The completion of Donnay Drive will depend on the rate of housing development that occurs along the Maple Bay Road corridor.
e)	The Municipality will undertake road improvements as recommended by the municipal Transportation Plan.
f)	The Municipality recognizes a hierarchy of streets based on functional differences. Engineering

³⁵ Urban Systems “Trans Canada Highway Corridor Management Plan, Drinkwater Rd to Cowichan Bay Rd” October 2005

	standards will therefore reflect the different requirements of each road type as recommended in the municipal Transportation Plan.
2.5.6.7 The Municipality will protect and preserve the safety and character of North Cowichan's rural/scenic roads.	
a)	The Municipality will develop and maintain local roads in rural areas to a rural engineering standard and manage them for safety, while working to preserve their existing character (i.e., curved with hilly sections; some narrow and with little shoulder). Existing vehicle speeds will be retained. Modifications to rural roads and scenic roads (the latter as designated on Map 15) will be undertaken only where necessary for safety reasons or to accommodate non-vehicular use (cycle or pedestrian). Signage may be used at the beginning of each scenic road to identify it as shared by pedestrians, cyclists and vehicles (including horses and farm vehicles.)
b)	The Municipality will retain roadside vegetation to the greatest extent possible unless it is a safety hazard or interferes with utilities. Trees and shrubs will be allowed to encroach within the right-of-way where they do not interfere with public safety, services or utility poles.
c)	Scenic roads designated on plan maps as arterial or collector roads (e.g., Maple Bay, Herd, Osborne Bay, Lakes, and Chemainus roads) may require periodic improvements to respond to traffic volumes. Any proposed improvements will first be assessed to evaluate their potential impacts on the road character and Regional Multi-Use Trail Network. See Maps 13 & 15.
d)	In working to minimize light pollution in North Cowichan's rural areas (see 2.1.4.6), the Municipality will provide street lighting on rural roads only where doing so is required for safety.
2.5.6.8 The Municipality will maintain a safe, functional urban multi-user road and parking network.	
a)	All roads within growth centres are designated as "urban roads."
b)	Right-of-way widths for local roads within the urban containment boundary (see Map 12) have been set in such a way as to include space for street trees, rain gardens, sidewalks, trails and other infrastructure designed to improve streetscapes and to reduce negative environmental impacts.
c)	The Municipality may require additional setbacks for buildings abutting roads designated for a 20-metre right-of-way or wider (collector and arterial roads) to ensure that the structures will not encroach into a possible future road allowance.
d)	The Municipality will provide a range of parking management and parking demand strategies that balance secure parking supply, parking infrastructure costs, and parking management for a wide range of vehicle types as appropriate for each commercial core area.
d)	As required, the Municipality will consider undertaking traffic-calming initiatives along urban roads.
e)	The Municipality may require the design for new streets to incorporate traffic-calming elements.
f)	In determining intersection improvements, the Municipality will give priority to improving

	pedestrian and cycling safety.
g)	The scheduling of intersection improvements will be determined according to the rate and patterns of future growth and other anticipated changes to the road network that could affect traffic flows.
h)	The Municipality promotes improvements to provincially managed roads that pass through North Cowichan, to enhance pedestrian, cyclist and driver safety.
2.5.6.9 The Trans-Canada Highway serves as a safe and efficient transportation corridor and a means of showcasing North Cowichan's beauty and industry. [see also 2.4.5.7 policy re TCH highway service commercial]	
a)	The Municipality will protect, preserve and work to enhance the character of lands along the Trans-Canada Highway.
b)	The Municipality will provide service roads in transition areas as recommended in the 2009 Transportation Plan Update (Sec 2.2.6).
c)	The Municipality will encourage commercial uses that primarily serve local residents to locate in urban growth centres off the highway. [see also Economic Development]
d)	The Municipality will work collaboratively with the City of Duncan, Cowichan Tribes, the Cowichan Valley Regional District, and the Province to improve functioning of the Island Highway corridor through Duncan and North Cowichan's South End in accordance with the Urban Systems report ³⁶ recommendations, and avoid costly bypass options.
e)	The Municipality will promote working together with neighbouring jurisdictions and the Ministry of Transportation to develop a common approach to maintaining smooth traffic flow through the Cowichan Region (e.g., taking measures to reduce commercial and industrial strip development) along the highway.
2.5.6.10 The Municipality supports the maintenance of the existing service and transportation corridors in North Cowichan.	
a)	The Municipality will work to ensure that the integrity of transportation and utility corridors is maintained for current and future use. Those corridors include the E&N Railway line, the abandoned CPR right-of-way (fibre optic line), the natural gas pipeline, hydro transmission corridors, the Industrial Haul Road in Chemainus, and the Crofton Mill water pipeline.
b)	The Municipality will not, in general, support any subdivision or other land use and development applications that would fragment or otherwise interrupt a corridor's continuity, where there is a potential for that corridor, intact, to serve another purpose.

³⁶ Urban Systems, "Trans Canada Highway Corridor Management Plan, Drinkwater Rd to Cowichan Bay Rd", October 2005, as summarized in the Boulevard Transportation Group's "North Cowichan Transportation Plan Update Report," January 2009, pp. 23-24.

2.5.7 Infrastructure³⁷

North Cowichan residents have identified water quality and the provision of municipal services as among the municipality's top priorities. Providing water and sewer services, as well as accommodating storm-water run-off, are key functions of local government.

The three core issues for infrastructure are:

1. Ensuring safe drinking water and protecting its high quality;
2. Reducing water consumption while conserving freshwater supplies; and
3. Planning and carrying out effective wastewater treatment.

North Cowichan is a large municipality. To reduce infrastructure costs, municipal services are concentrated in the three urban areas of Chemainus, Crofton and the South End. Rural areas are typically serviced privately, with wells and septic systems, although municipal water does extend to a number of suburban properties.

In the South End, North Cowichan manages drinking water cooperatively with the City of Duncan. Protecting the water supply is an ongoing concern for North Cowichan and its residents. To avoid possible contamination of the water supply, land use decisions and water protection measures must be developed in concert. Because some of the watersheds that provide the municipality with drinking water are outside of municipal boundaries, cooperation with adjacent jurisdictions and landowners is essential.

Wastewater management and treatment is just as important and costly. North Cowichan operates four wastewater treatment plants: one each in Crofton, Chemainus, Maple Bay Marina (new) and, together with the Joint Utilities Board, the South End. The last facility is in need of an upgrade to accommodate growth and the regulatory environment.

Recent developments in environmentally friendly ways of managing rainwater require new ways of thinking about providing for proper drainage from run-off.

Solid waste management is a responsibility of the regional district government. North Cowichan will continue to work with the CVRD to reduce the overall waste stream.

Objective

Provide basic infrastructure to residents in a way that meets the highest standards of public health and safety, protects the environment, emphasizes conservation and is cost-effective.

Progress will be measured by:

- Water consumption (total and per capita)

³⁷ The focus of this section is on public provision of various types of infrastructure, and does not address, for example, the need to protect private drinking water sources. This is considered the responsibility of individual homeowners.

- Amount of garbage and recycling (total and per capita), in kilograms
- Effluent quality measures from wastewater treatment plants

Policy Direction/Commitment

The Municipality will:

- Protect drinking water supply
- Provide wastewater disposal and treatment services
- Manage rainwater effectively
- Work together with the CVRD to reduce solid wastes
- Minimize the environmental impact of other types of infrastructure

Protect drinking water supply	
2.5.7.1 The Municipality will provide healthy, potable water.	
a)	Water source protection areas are designated on Map 16. The Municipality provides protection for high vulnerability aquifers. [See also Natural Environment DPA- 3.]
b)	In planning for water supply capital improvements, the Municipality gives priority consideration to growth centres.
c)	The Municipality's Well Protection Plan will continue to guide and set measures for ensuring the safety of domestic water services and protection of the groundwater.
d)	Work with the CVRD and the provincial government to ensure that all available measures are taken for controlling activities within the Banon Creek/Holyoak Lake watershed ³⁸ to prevent impacts on water quality.
e)	The Municipality will manage Crofton Lake watershed activities to prevent impacts on water quality. Limited forest activity and walking trails may be permitted during periods when the system is unlikely to be used. Trails will avoid sensitive areas.
2.5.7.2 The Municipality will plan for long-term water supply.	
a)	The Municipality will encourage the provincial government to provide aquifer mapping and inventory so that the Municipality has information for supply and management purposes. The Municipality anticipates and supports the Vancouver Island University aquifer study.
b)	The Municipality will continue to work with the current master Water Plan for the South End, but also investigate opportunities for more fully coordinating and integrating the City of Duncan's and North Cowichan's water supply systems.
c)	To be able to service growth centres as set out in this OCP, the Municipality will maintain a 20-year water plan that identifies future capital improvements.
d)	The Municipality is committed to finding a high quality long-term water supply for Crofton.

³⁸ Banon Creek/Holyoak Lake is the water supply watershed for Chemainus.

2.5.7.3 The Municipality will promote water conservation and water reuse.	
a)	The Municipality is designated as a Development Permit Area for water conservation under Section 919.1 of the <i>Local Government Act</i> all proposed activities that meet the requirements of Development Permit Area 1 (DPA- 1) will be evaluated on the basis of the <i>Development Permit Guidelines</i> for this DPA-.
b)	The Municipality will review municipal practices to reduce water consumption, particularly in parks and recreational areas.
c)	The Municipality will enhance water conservation policies and practices, including: water metering, restrictions or controls on water use during low summer supply period; education about water conservation; promotion of use of water conservation measures such as low- flow appliances and low water landscaping; and possibly use of consumption charges.
Provide wastewater disposal and treatment services	
2.5.7.4 The Municipality will manage sanitary sewer systems for Chemainus, Crofton, the South End, and Maple Bay. [see also 2.1.5.8, Rural Servicing]	
a)	The Municipality will promote development in designated growth centres, and generally discourage the expansion of municipal sewer services beyond those areas. The Municipality does not anticipate having to extend sewer services beyond the urban containment boundary (see Map 12) to accommodate new residential or commercial development.
b)	The Municipality will continue to cooperate with its partners – the City of Duncan, Cowichan Tribes and CVRD Electoral Areas D and E – to manage the South End wastewater treatment plant. And seek innovative approaches to the long term management and funding of the same.
c)	The Municipality will continue with its partners – the City of Duncan, Cowichan Tribes and CVRD Electoral Areas D and E – to seek improvements and upgrades to existing wastewater systems that will reduce the environmental impacts of treated wastewater discharges on the Cowichan River.
d)	The Municipality will support continuing efforts to upgrade or replace the Joint Utilities Board wastewater treatment facility. Upgrades should consider options for energy re-use, and waste heat capture, as well as the feasibility of bio-gas production and septage pump-out facilities.
2.5.7.5 The Municipality will respond to environmental health issues.	
a)	The Municipality will address environmental health concerns in areas with failing septic systems through remedies such as public education about septic system maintenance. [see also see also 2.1.5, Rural Servicing]
b)	To meet environmental objectives for Quamichan Lake, the Municipality may consider reducing the total number of septic systems that drain into Quamichan Lake by connecting some properties to the municipal sewer. This would apply only to those properties that are within the urban containment boundary (see Map 12).
c)	The Municipality will strive to maintain the capacity and efficiency of the wastewater treatment system by reducing excess water consumption and storm-water infiltration into the system.

Manage rainwater effectively	
2.5.7.6 The Municipality will manage storm water in an environmentally conscious way while continuing to protect the community. [See also Goal 2: Environmental Protection, and 2.3.1.6]	
a)	The Municipality will discourage or avoid culvert installation in open drainage courses except when safety considerations make it unavoidable to do so. Where possible, the Municipality will encourage the daylighting of streams that have previously been culverted.
b)	The Municipality will cooperate with watershed management groups to ensure that local expertise, concerns and issues are recognized in policy development.
c)	The Municipality will encourage neighbourhoods and residents to take a greater role as stewards of local drainage and watercourses, including conservation measures designed to increase ground infiltration.
2.5.7.7 The Municipality will reduce the volume of rainwater run-off by encouraging the use of means to ensure it infiltrates where it falls.	
a)	Development projects are encouraged to foster rainwater infiltration through the use of absorbent landscaping, swales, rain gardens, pervious paving, green roofs, infiltration trenches, and other appropriate methods.
b)	The Municipality will assess development projects in light of drainage implications, with the goal of maximizing on-site rainwater retention. Development projects are expected to comply with the standards in the provincial <i>Water Quality Guidelines (2006)</i> and <i>Stormwater Management Guidelines (2005)</i> . [see also 2.3.1 Climate Change]
Work together with the CVRD to reduce solid wastes	
2.5.7.8 The Municipality will reduce solid waste disposal costs and develop long-term waste disposal solutions.	
a)	The Municipality will continue to work with the CVRD to achieve the goal of zero waste.
b)	The Municipality will encourage the adaptive re-use of buildings and the diversion of construction waste away from landfills.
Minimize the environmental impact of other types of infrastructure	
2.5.7.9 To prevent a proliferation of individual systems and structures, the Municipality will generally not support monopoly use of infrastructure such as underground conduits or telecommunications towers.	
2.5.7.10 The Municipality will encourage cellular towers to be installed in remote rather than highly visible locations. Where that is not possible, the Municipality will require the towers to be incorporated, masked or hidden within existing structures.	
2.5.7.11 The Municipality will encourage Telus, BC Hydro and other utility companies to replace or remove out-of-date or redundant equipment, particularly overhead wiring and unnecessary poles. Elimination of duplicate poles along rights-of-way is a priority.	

2.5.8 Parks and recreation

Parks and recreation facilities, as well as access to natural areas, are essential features of a healthy community.

There are many different types of parks in North Cowichan. Some promote and facilitate health and fitness, social interaction and community pride. Some make the community a more vibrant and inviting place to live by providing an oasis of green in the urban landscape. Others protect and preserve environmental values as their primary function.

Trails help to connect the community, and provide recreational opportunities as well. For example, the Cowichan Valley Trail (CVT) corridor, along with its many spur trails, provides an important north-south link through North Cowichan. It connects communities to each other and offers the potential to attract both Canadian and international visitors to the region, generating important economic spin-offs.

North Cowichan residents also benefit from the region's many recreational facilities as well as from ready access to a wide range of outdoor recreational opportunities. Responding to demand for increased services is a constant challenge for the Municipality, especially balanced against the need to protect and enhance parks and open space in growth centres as development occurs. Park and trail development can often be accomplished through land development initiatives, partnerships and amenity contributions.

This OCP recognizes two primary types of recreation facilities: the traditional organized park/recreation system; and the more informal network of recreational trails and pathways.

Objective

Ensure the community is well serviced with recreation facilities, including a system of parks, trails and open space

Progress will be measured by:

- Increase in dedicated municipal parks, by area and by neighbourhood
- Greenways³⁹ profile (e.g., greenways by type, measured in kilometres)
- Recreation participation rates

Policy Direction/Commitment

The Municipality will:

- Provide diverse and barrier free recreational opportunities for all ages
- Integrate parkland acquisition, natural areas protection, and trail development plans

See also Forestry (2.1.2: recreation policies within municipal forests) and Transportation (2.5.6: policies pertaining to trails).

³⁹ Areas of protected open space that follow natural and manmade linear features for recreation, transportation and conservation purposes and link ecological, cultural and recreational amenities.

Provide diverse recreational opportunities for all ages	
2.5.8.1 The Municipality will continue to improve and upgrade its recreation facilities and parks in accordance with the recommendations of the Recreation Facilities report,⁴⁰ while continuing to find innovative ways to finance enhanced recreation facilities.	
2.5.8.2 The Municipality is committed to supporting and enhancing its park system, with parks of varying size and function (e.g., neighbourhood parks, smaller play-lots, and community parks). The Municipality's park standards and types are based on the report <i>Park and Open Space Strategy for the District of North Cowichan</i>.	
a)	The Municipality will complement increased growth in Chemainus, Crofton and the South End through the development of parks and recreational facilities in these areas, using neighbourhood planning and comprehensive development planning exercises to do so.
b)	The Municipality will pursue new oceanfront access as opportunities arise, while maintaining and improving existing oceanfront access. [see also Goal 2 & 4 and 2.5.5, Strong Neighbourhoods]
c)	The Municipality will provide information to the public about North Cowichan's parks and recreation facilities to the public, including existing recreational trails, facilities and waterfront access opportunities. Funding sources for public information initiatives may include commercial sponsorship, advertising and similar options.
d)	The Municipality expects the public to exercise care and courtesy when using North Cowichan's parks and trails.
2.5.8.3 The Municipality will continue to develop the trail network.	
a)	The Municipality will continue to implement the Trail Network and Cycling Plan and Regional Multi-Use Trail Network Plan, which identifies three types of trails and trail networks: 1) major trails that connect one part of the community with another; 2) multi-use trails that serve various user groups within a community; and 3) neighbourhood links that connect residents to local destinations (e.g., school, store, park, waterfronts). The Municipality will also address issues related to motorized uses of trails.
b)	The Municipality will continue to support the CVRD in meeting its responsibility for the Cowichan Valley Trail (CVT) (formerly known as the Trans Canada Trail), and continue to develop municipal trails that connect with the CVT and neighbouring community trail systems. In general, North Cowichan will: i) work with landowners, community groups and other government agencies to implement the proposed CVT route as a main trail connection through North Cowichan; and ii) promote a CVT implementation program with or through the CVRD to oversee the development of this trail.
Integrate parkland acquisition, natural areas protection, and trail development plans	
2.5.8.4 The Municipality will evaluate new park acquisitions based on their meeting the following priorities:	

⁴⁰ DNC Long Term Needs Analysis: Recreation Facilities, Final Report, Sept 2009.

i)	The land provides improved or new access to existing parks, open spaces and/or neighbourhood destinations (e.g., schools, shops).
ii)	The land provides access to waterfront land, including the ocean, Somenos, Quamichan and other lakes, and the main rivers and streams in North Cowichan (e.g., Chemainus River/Copper Canyon, Chemainus Estuary).
iii)	The land is part of those areas identified in local neighbourhood plans.
iv)	The land is in an area containing significant cultural or natural features, such as historic sites, forests and environmentally sensitive areas that have been retained in a natural, undisturbed state and which meet municipal environmental protection goals.
v)	The land expands the usability of existing parks and open space.
vi)	Acquisition of the land allows the Municipality to form partnerships with other groups or organizations.
2.5.8.5 The Municipality will use a variety of means to provide parks or open space land, including partnerships with others, land development negotiations and approvals, donations, and purchase when necessary.	
a)	The Municipality will partner, when possible, with federal and provincial environmental agencies and other groups to acquire park land that can be jointly managed for its recreational and environmental benefits.
b)	The Municipality encourages the dedication of parkland and development of neighbourhood park facilities as part of the re-zoning application process, as long as such an amenity meets a need identified in the <i>Park and Open Space Strategy for the District of North Cowichan</i> .
c)	The Municipality may consider granting additional density in exchange for dedication of a significant portion of a parcel for park and/or for the provision of a community-wide recreational facility.
d)	The Municipality will encourage the donation of private lands that support the objectives of the <i>Park and Open Space Strategy for the District of North Cowichan</i> and the Trail Network Plan. The Municipality will assist prospective donors in determining their eligibility for charitable donation tax receipts and preferential tax treatment.
e)	Alternative financing options for parks development include development cost charges, user fees, community amenity contribution (see 2.5.1.5), and property taxes if approved through a referendum.
f)	The Municipality will work with residents and neighbourhood associations in acquiring, developing and managing lands for parks.
2.5.8.6 The Municipality retains the right under the <i>Local Government Act</i> to select parkland dedication or cash-in-lieu for subdivision purposes.	
a)	The Municipality prefers acquiring parcels through land dedication for parks to complement the existing park and trail system, as identified in the <i>Park and Open Space Strategy for the District of North Cowichan</i> .
b)	The Municipality will accept cash-in-lieu of parkland only where: • there are no parkland needs in the area; • 5% of the subject property is too small to be useable; and/or • the subject property does not have suitable land for parks or trails.
c)	The Municipality will only accept land for a 5% park dedication that can be safely developed for its intended purpose. Sites that contain hazards such as steep slopes will not be considered.

2.5.8.7 The Municipality will undertake park facilities management in a way that minimizes costs and negative environmental impacts.	
a)	The Municipality will design park facilities to reduce requirements for ongoing maintenance. A variety of means will be considered, including: i) reducing the extent of manicured areas and developing facilities that are robust and vandal-proof; ii) reducing the need for irrigation systems and water consumption; iii) using native plant material and developing environmentally friendly and low-maintenance vegetation management plans; and iv) coordinating park design with storm-water management plans and developing park designs that support storm-water management objectives (see also Section 3, Best Management Practices and Infrastructure: Water Conservation)
b)	The Municipality will ensure there is an adequate annual budget for maintenance of facilities, parks and trails, and that funds are allocated annually to reserve accounts for major upgrades or repairs for facilities, parks and trails.
c)	The Municipality will require developers to provide an estimate of annual maintenance costs for the parks and trails they dedicate to the Municipality.
d)	Lands dedicated to the Municipality for parks and trails should be in good condition, i.e. not invasive plant infested. The Municipality may choose to secure bonding for up to two years to manage invasives where uncertainty as to the condition of the land exists.
2.5.8.8 The Municipality will work to link natural areas.	
a)	The Municipality supports the development of parks and open space to create a network of interconnected natural areas that connect habitat fragments and provide buffers between sensitive ecosystems and more obtrusive land uses.
b)	The Municipality recognizes that greenway links may require periodic restrictions to public access to ensure that habitat areas are not adversely affected (e.g., during nesting, spawning or other seasonal activity).

Section III. Making the Plan Work

3.1 OVERVIEW OF PLAN IMPLEMENTATION

A framework for implementation of the community's goals, objectives, and policies is essential to ensure the Plan has the intended impact. This section outlines methods and tools available to the municipality, as well as monitoring to ensure the various policies are implemented, and that they are having the desired effect.

There are four basic ways for local government and the community to accomplish the OCP's goals and direction through:

- regulatory (or management) measures;
- cooperative ventures (e.g., partnerships);
- direct spending (e.g., capital construction projects); and
- advocacy or lobbying measures.

This section concludes with a framework for how and when changes can and should be made to the Official Community Plan.

3.2 KEYS TO SUCCESS

Effective plan implementation requires: commitment at all levels to the principles, goals and policies of the OCP; ongoing community engagement in municipal decision-making; effective management of municipal processes; and the use of best management practices by both the Municipality and development proponents. It ensures that the community is consulted, the environment is respected, and the Municipality works with local expertise in its planning and decision-making.

3.2.1 Community engagement/involvement

While respecting the Municipal Council's role as the final authority in land use decisions, residents have expressed the need for increased involvement with the decisions affecting them, through meaningful discussion and dialogue. Land developers generally understand the need for such processes.

When community consultation and discussion have taken place, there is a general expectation that those projects that conform to the community's wishes as expressed in the OCP and other planning tools will be given quick consideration.

The following section outlines appropriate processes for undertaking community consultation processes.

Objective

Actively engage the community in over-seeing the implementation of the Official Community Plan.

Progress will be measured by:

- Adoption of a municipal policy addressing community engagement
- Engagement of community in oversight of OCP implementation

Policy Direction/Commitment

The Municipality will:

- Ensure easy access to information about development proposals.
- Update processes for effective community involvement

Ensure easy access to information about development proposals	
3.2.1.1 The Municipality will build technological capacity to assist communication processes and improve the ability to work with others. This improved capacity will allow more comprehensive and less costly access to bylaws, regulations, and related applications forms. It will also enable: the provision of mapping and information about development applications to community members; the development of educational and informational materials for public use; and the potential for creating interactive opportunities on the municipal website.	
a)	The Municipality will cooperate with senior governments in data exchange programs.
b)	The Municipality will manage North Cowichan's website with provision for future features to enable two-way communication between the municipal government and residents.
c)	The Municipality will enhance ways of making services and information easily available to non-technological users.
3.2.1.2 The Municipality will improve communications about development proposals.	
a)	Development review processes will include consideration of the views of resident groups or associations as a component of any development review procedure at an early stage in the process.
Update processes for effective community involvement	
3.2.1.3 Foster resident awareness, education, and the ability to respond.	
3.2.1.4 The Municipality will strengthen public consultation processes to include more voices in municipal decision-making.	
a)	The Municipality will consider methods of working collaboratively with residents' associations, neighbourhood groups, and business, commerce and industry groups at an early stage in the process.
b)	Where such groups are not established, the Municipality may work with community

	organizations to ensure local voices are heard on local matters.
c)	When updating the municipal priorities, and as part of public facilities design review, the Municipality will consult broadly with community service providers regarding needs, location and space requirements.
d)	The Municipality is committed to actively reaching out and including stakeholders who may not normally participate in community affairs, including youth, families with small children, people with disabilities, people who are homeless, and recent refugees and immigrants.
e)	The Municipality recognizes the valuable contributions and insights of advisory committees to municipal decision-making.

3.2.2 Cooperation with others

The most effective approach to involving more voices and addressing jurisdictional challenges is collaboration between the municipality and other levels of government, non-government organizations, neighbourhoods, adjacent municipalities and individuals. Leadership and a shared commitment to common values are key to making North Cowichan a sustainable, vibrant, safe and healthy community.

Objective

Show leadership and work cooperatively with others to meet OCP goals

Progress will be measured by:

- Number and type of formal inter-agency cooperation initiated by the Municipality
- Engagement with local, regional and provincial initiatives by the Municipality

Policy Direction/Commitment

The Municipality will work with others to:

- Achieve results consistent with the goals, principles and policies of the OCP
- Exercise leadership and recognize the leadership of others

Achieve results consistent with the goals, principles and policies of the OCP	
3.2.2.1 The Municipality shares its stewardship responsibilities with other levels of government, organizations and the general public.	
a)	The Municipality will work cooperatively with senior government agencies on local issues and concerns. The agency responsible will be expected to address, offset and mitigate, where possible or feasible, any negative consequences resulting from changes in that agency's policies or service levels. Options for the Municipality include appeal to parties responsible.
b)	The Municipality will seek to ensure that services having a regional benefit are funded on a regional basis.
c)	The Municipality supports inter-agency collaboration for ongoing initiatives such as maintenance of the Cowichan Valley Environmental Atlas, regional trail development through North Cowichan, and support for various environmental stewardship initiatives.
d)	The Municipality will remain open to evaluating amalgamation/restructuring in an effort to provide governance, management and municipal services as efficiently as possible for the collective population.
e)	The Municipality will work cooperatively with School District #79 and Vancouver Island University on matters such as joint use of school facilities, new school sites, violence prevention, adaptive re-use of schools for community needs, and expanded opportunities for post-secondary training and education within North Cowichan.
f)	The Municipality will work with representatives of various sectors of the economy to address

	their respective concerns.
g)	The Municipality supports the efforts of community organizations in undertaking environmental stewardship actions, neighbourhood improvements and other initiatives to meet the OCP's goals and improve quality of life for local residents.
3.2.2.2 The Municipality will work together with neighbouring First Nations on matters of shared concern, including traffic, water and servicing.	
a)	The Municipality will continue to work together with First Nations to integrate standards and share service delivery equitably.
3.2.2.3 The Municipality will work together with neighbouring local governments on matters of shared concern, including traffic, economic development, climate change, active transportation, infrastructure and other matters.	
Exercise leadership and recognize the leadership of others	
3.2.2.4 The Municipality exercises leadership and recognizes the leadership of others in achieving the OCP's goals.	
a)	Municipal approaches emphasize information-sharing and educational initiatives in stimulating leadership to achieve the goals of the OCP. The Municipality will use regulatory measures only when other techniques prove ineffective.
b)	The Municipality is committed to working with community interest groups and volunteers.
c)	The Municipality will actively lobby on behalf of residents to see that OCP's direction is supported during the actions of others (e.g., senior government).
3.2.2.5 The Municipality will enhance the role of developer in achieving the community's development objectives.	
a)	The Municipality expects developers and other applicants to provide it with adequate and appropriate information to make application review and community consultation processes as efficient as possible. [See also Development Approval Information Area designation, Schedule 2.]
b)	The Municipality will work to create an open and innovative partnership with representatives of the private and the not-for-profit development community, with a process that involves the sharing of information and creative problem-solving.

3.2.3 Municipal management

North Cowichan has the challenge of being a large “district” municipality. This means that it has residents living in a wide variety of circumstances. Some are urban, some rural, and many are in between those. As a result, not all residents have or need the same level of access to municipal services. Managing the diversity of expectations can be difficult.

The Municipality recognizes that there is a need to balance the cost of growth with the need to address other issues facing North Cowichan. These issues include lack of affordable housing and need for increased services for an aging population. Where help is needed to accomplish a community goal, it may be that cost-sharing or the provision of incentives to developers could assist with equitable development.

North Cowichan’s immediate OCP implementation priorities are highlighted in the following table. These, together with other action items with less immediacy, are included in the OCP Implementation Framework referenced in Appendix 1.

Immediate Implementation Priorities		
Action	Reference	Type of Action
Climate change action planning: both community-wide and corporate	2.3.1.2, 2.3.1.3	Management
Affordable housing policy	2.5.2.3	Management
Bylaw and policy review to ensure consistency with the new OCP, including comprehensive review of zoning and subdivision bylaws, development cost charges, and engineering standards	3.2.3.2	Regulatory
Policy development related to density bonusing, amenity contributions, and inclusionary zoning	3.2.3.4	Management
Development Permit exemption policy	3.2.3.3	Management

Objective

Ensure that all municipal actions are consistent with the OCP

Progress will be measured by:

- Number and type of land development applications received⁴¹
- Improvement in processing times for development applications

⁴¹ This measure is dependent on market conditions. Certain types of applications are influenced by policy, i.e. ALR exclusions/subdivisions, but others are less so, i.e. rezonings, subdivisions, development permits for commercial/industrial.

- Completion of critical bylaw reviews: zoning, subdivision, development cost charges
- Development of procedures, strategies and action plans to support OCP policy implementation

Policy Direction/Commitment

- Align municipal authorities to be consistent with the OCP
- Process development applications consistently and efficiently
- Set clear priorities and identify resources for actions

Align municipal authorities to be consistent with the OCP	
3.2.3.1 The Municipality will update its bylaws, regulations, guidelines and policies to be consistent with the OCP.	
3.2.3.2 The Municipality will consistently enforce its bylaws and regulations with equity and fairness.	
a)	Where possible, residents are expected to resolve concerns between themselves.
b)	The Municipality will take enforcement action as and when required.
c)	In enforcing its bylaws and regulations, the Municipality will: • seek to achieve compliance with its bylaws; • undertake remedial action as required under the authority of the BC Community Charter, Division 12; • issue tickets, injunctions or stop work orders, as appropriate; and • pursue prosecution or other court action as required under the authority of the BC Community Charter, Part 8, Bylaw enforcement.
d)	In rural areas, the needs of normal agricultural or forestry operations will be respected as a necessary part of their business notwithstanding that it may create nuisances for adjacent residential areas.
Process development applications consistently and efficiently	
3.2.3.3 When project proposals conform to the plan, and when policies have been developed with significant public input, the Municipality will make project decisions expeditiously [see also 3.2.2.4(a)]	
a)	All land use decisions will be evaluated for conformity to this document, including its maps and schedules.
b)	The Municipality will review fees and give priority attention to development applications that are complete and submitted through a qualified professional (architect, landscape architect, engineer or registered planner).
c)	Development applications for smaller multi-family and commercial projects will be exempted from the development permit application process, provided that they meet all other regulatory obligations and requirements, once the relevant bylaws and standards have been updated to be consistent with this OCP.

3.2.3.4 Development applications that seek higher density or greater development rights may be considered more favourably when accompanied by a public benefit or amenity.	
3.2.3.5 To ensure a coordinated internal response to development applications, capital projects, and operational decisions, the Municipality will continue its integrated review processes.	
Set clear priorities and identify resources for actions	
3.2.3.6 The Municipality will maintain and update a capital plan.	
a)	The Municipality will continue to use the preparation of long-term capital plans, together with OCP goals, to anticipate future projects, with a focus on projects having multiple benefits.
b)	The Municipality will provide new services on a cost-recovery basis.
3.2.3.7 The Municipality expects growth to be responsible for paying for services required to accommodate it.	
a)	Taxpayers will not subsidize new development.
b)	To keep pace with the cost of inflation, the Municipality will review the rate of development cost charges (DCCs) at a minimum of every two years.
c)	The Municipality will work with the development community to review the use of DCCs and investigate alternative methods of funding infrastructure that do not have a negative financial impact on residents.
3.2.3.8 To achieve municipal goals and development objectives, the Municipality may consider the provision of incentives or other means.	

3.2.4 Best management practices

Best management practices (BMPs) are defined as practices or combinations of practices that are determined to be the most effective and practicable means of preventing or reducing undesirable results. While many BMPs have been developed for the purposes of environmental protection, others have been developed for project management, community consultation, financial reporting, and other areas like these. Implementation of BMPs has often proven to be practical and affordable because they are tried and tested methods for solving particular problems or challenges. “Best” practices can evolve to become better over time, as improvements are discovered.

The Municipality is particularly supportive of using BMPs during the development process that will better:

- inform the community about planned developments;
- design projects for community safety and mobility; and
- minimize detrimental environmental impacts
- provide developers with clear direction on application requirements.

Objective

Apply best management practices to enhance social, environmental and economic benefits from development projects and municipal activities

Progress will be measured by:

- Updates to bylaws and municipal policies and procedures to encourage use of best management practices
- Staff training events or workshops hosted by the Municipality to enhance capacity for using best management practices
- Project success measures in relation to BMPs

Policy Direction/Commitment

- Increase the use of best management practices in North Cowichan

Increase the use of best management practices in North Cowichan	
3.2.4.1 The Municipality will develop local knowledge and expertise about the application of best management practices.	
3.2.4.2 The Municipality will use best management practices in municipal operations and development activities.	
a)	The Municipality will continue to introduce the use of best management practices (BMP) techniques in its own operations, and provide training for municipal staff about the application of BMPs for municipal works, public involvement and other aspects of municipal activity.

b)	In its development projects, the Municipality will showcase alternative development standards, best management practices, and a mix of housing choices.
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3.3 MONITORING THE PLAN

Plan monitoring is necessary to ensure that the OCP is operating as anticipated. It requires that questions be asked about the continued relevance of the OCP as circumstances change. To be effective, monitoring should consider the following points:

- Is progress being made towards the OCP's objectives and are the policies having the expected result?
- Are the assumptions on which the OCP is based still valid (e.g., growth rates)?
- Are there new issues, concerns or opportunities that may require new or different policies?
- Are there changes in political or public priorities that may result in a different allocation of resources?

Objective

Monitor the OCP to ensure its objectives are being met

Progress will be measured by:

- Production of annual reports documenting progress towards objectives through policy compliance, strategic implementation and other municipal actions

Policy Direction/Commitment

- Link performance indicators to municipal work plans

Link performance indicators to municipal work plans	
3.3.1 The Municipality will report annually to the community.	
a)	The Municipality will oversee a system of monitoring reports from each department, commission or advisory group. Particular attention will be paid to changes in response to each objective's performance indicators.
b)	In response to obligations under the <i>Local Government Act</i> , the Municipality will annually report to residents on the results of the previous year's actions in response to the OCP indicators.
c)	The Municipality will refine performance indicators by establishing targets that are linked to municipal work plans.
3.3.2 The Municipality will prepare strategies for plan adjustment as necessary.	
a)	The Municipality will modify annual work programs to respond to results of prior activities and the recommendations of the monitoring report(s). [see 3.3.1(b)]

3.4 ADJUSTING THE PLAN

The OCP will periodically require adjustment to ensure it remains relevant and meaningful for the community. There are two occasions when adjustments are warranted. The first is major change that affects the whole community, where there are substantive changes in policy direction, or to alter the urban containment boundary (see Map 12). These changes are significant to warrant a comprehensive review of the OCP.

The second is the need, in some situations, for a site- or policy-specific OCP amendment such as the adoption of a local area, neighbourhood or comprehensive development plan. Such amendments must not conflict with the broad plan policy, but bring added provisions or clarifications for specific areas or topics.

A comprehensive plan review is a more extensive process than an application driven OCP amendment process.

Objective

Ensure that North Cowichan's OCP remains relevant to the community's needs

Progress will be measured by:

- Number of OCP amendments

Policy Direction/Commitment

The Municipality will:

- Adjust the OCP as necessary to reflect changing community needs

Adjust the OCP as necessary to reflect changing community needs	
3.4.1 The Municipality will undertake comprehensive plan reviews regularly.	
a)	The Municipality will undertake a comprehensive plan review or amendment when a significant change in direction or philosophy of the OCP is required as a result of major economic, environmental, social, or demographic developments that affect the whole community. Such a review will involve an evaluation of impacts that the change will have on the current plan policy and an examination of related policies or actions that may also be affected.
b)	Comprehensive plan reviews will engage the community in public involvement processes that will allow for broad public discussions and debate of the merits of the amendment(s) prior to proceeding through the adoption process.
c)	In the absence of any plan reviews being undertaken based on (a) or (b) above, the Municipality will consider undertaking such a review nonetheless within a 10-year period.
3.4.2 The Municipality will refine the OCP to reflect local needs and conditions. [see also 2.5.5 Strong neighbourhoods]	

a)	The Municipality will use neighbourhood or local area plans to expand on OCP policy in specific neighbourhoods or communities, in areas that require revitalization or redevelopment.
b)	The Municipality may require an applicant to provide a comprehensive development area plan (CDP) for properties 4 ha [10 acres] in size or larger that the applicant wishes to develop for a variety of uses and densities. Such plans may allow for latitude of uses/densities subject to appropriate amenity packages being negotiated with the Municipality. A CDP will require amendment of the OCP and, depending on the specific uses and densities proposed, may also require an amendment to the Zoning bylaw.
c)	The Municipality may use land use studies or local area plans where a localized situation warrants immediate attention and a neighbourhood plan is not expected to be undertaken or completed within an appropriate time frame.
d)	The Municipality will amend Urban Containment Boundary to ensure adequate land is in growth centres to accommodate growth for the subsequent 5- to 10-year period.

OCP Appendices

Appendix 1	List of Background Documents
Appendix 2	Maps
Appendix 3	Development Permit Areas (DPAs): Designation and Justification
Appendix 4	Development Approval Information Area (DAIA)
Appendix 5	Land Use and Development Application Objectives
Appendix 6	Temporary Use Permits
Appendix 7	Comprehensive Development Plans

APPENDIX 1: LIST OF BACKGROUND DOCUMENTS

While not forming part of the Official Community Plan a number of documents have been developed that provide background information, explanation and definitions to policies that can help guide strategic planning including the following:

OCP Review Process

Explanatory Notes

Glossary of Terminology (for OCP, DPAs & Guidelines)

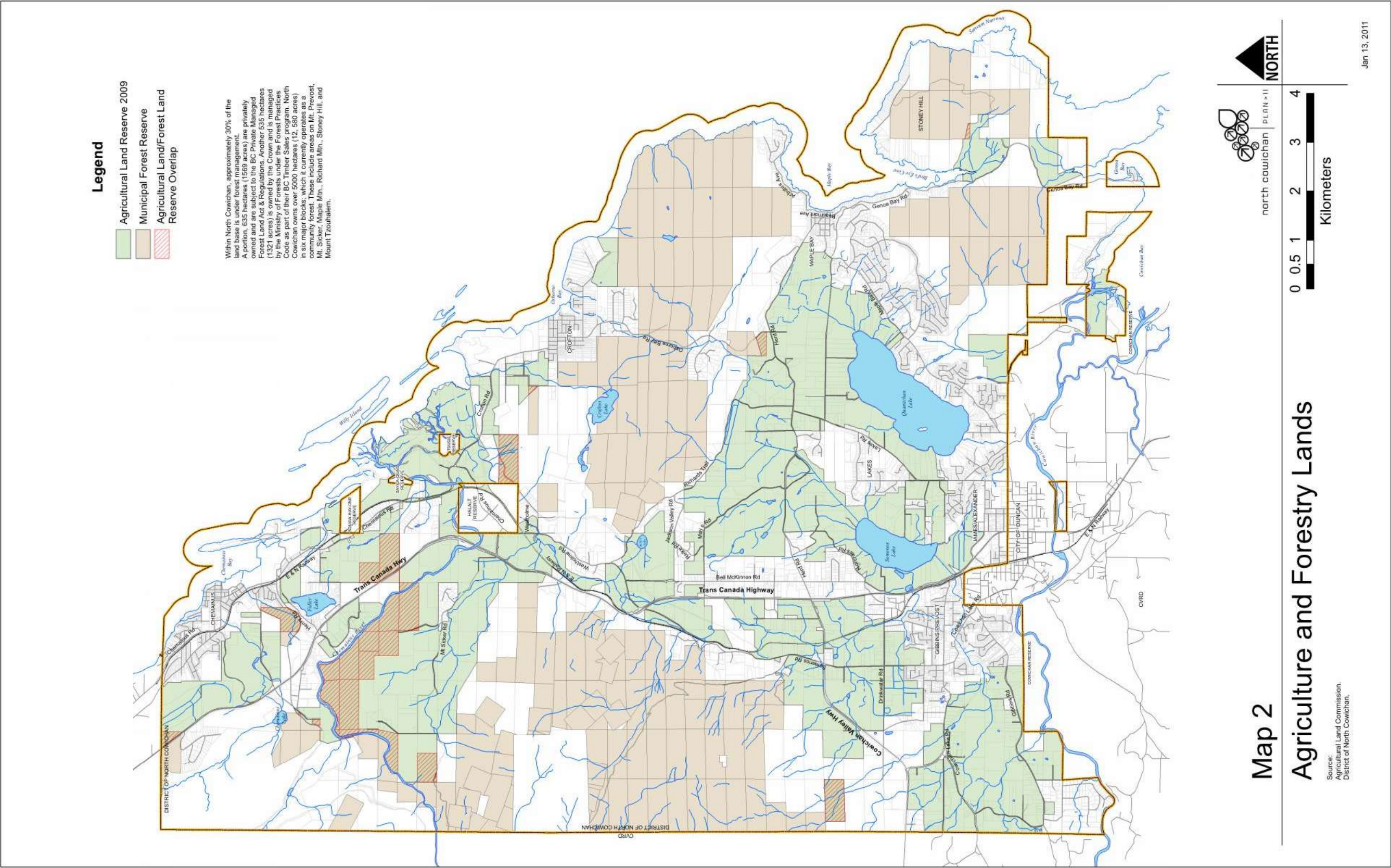
Population and Housing Forecasts, Background Report, Suderman, May 2008 and as updated, Suderman, January 2011

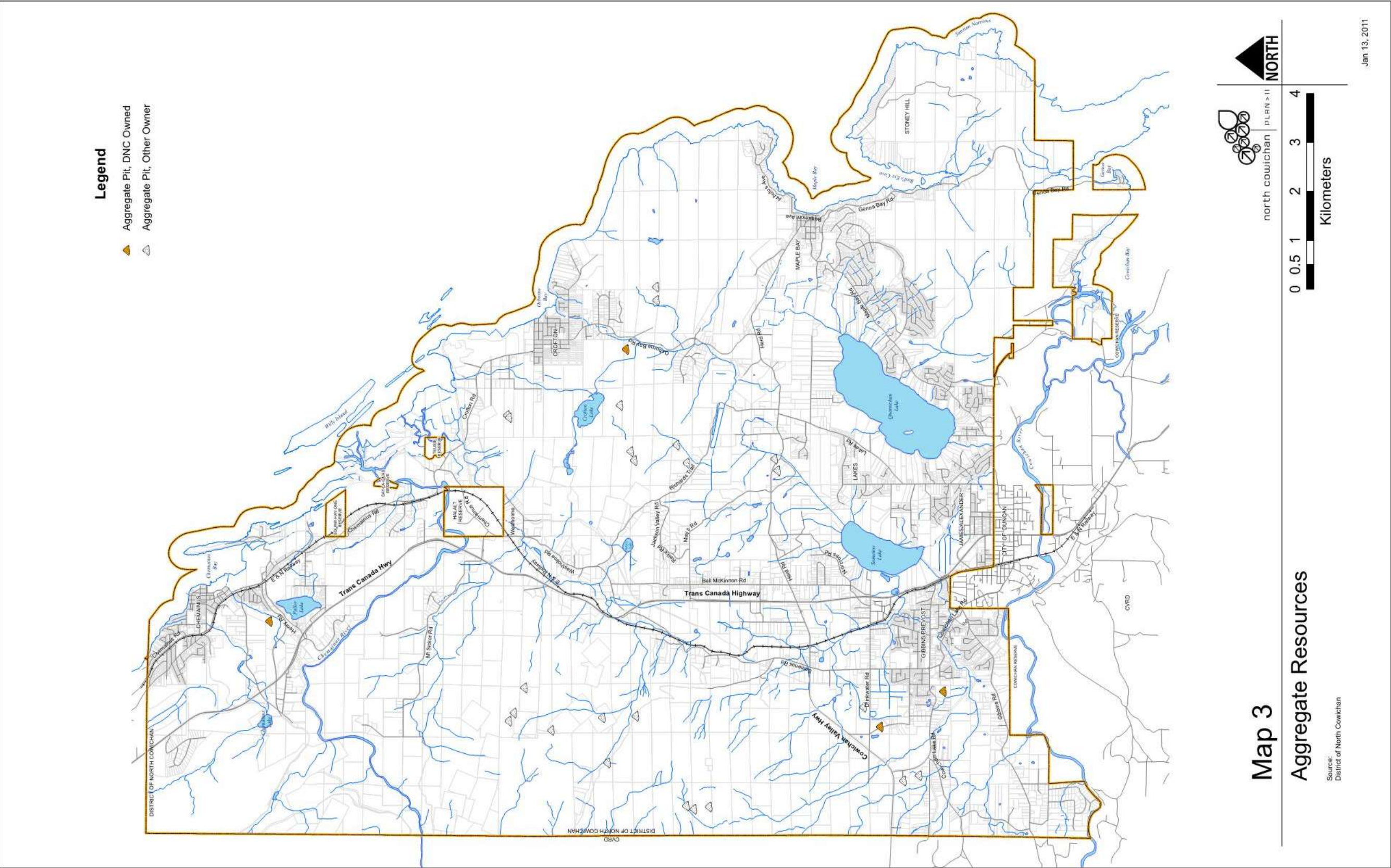
Plans/background studies/documents referenced in the OCP

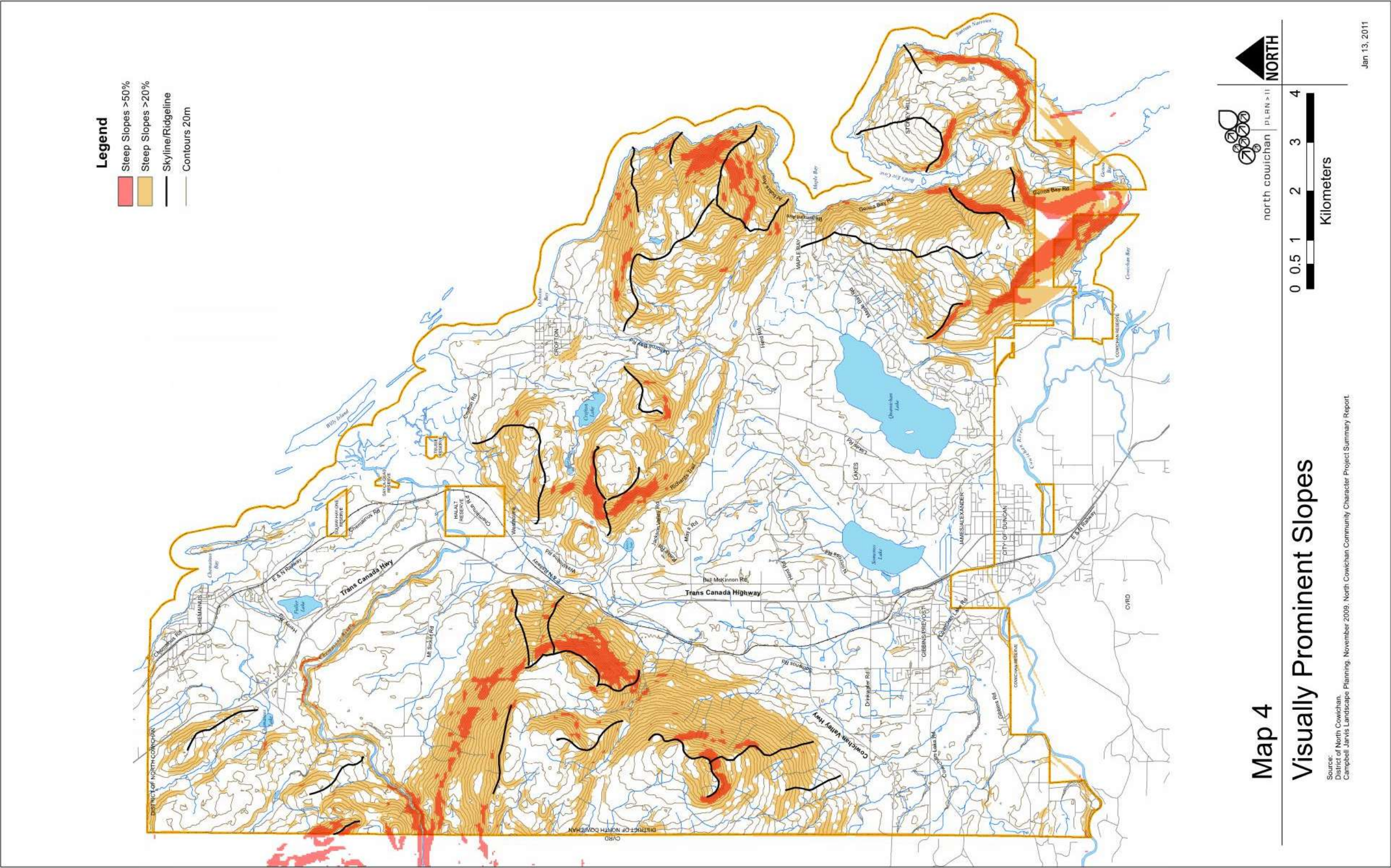
OCP Implementation Framework

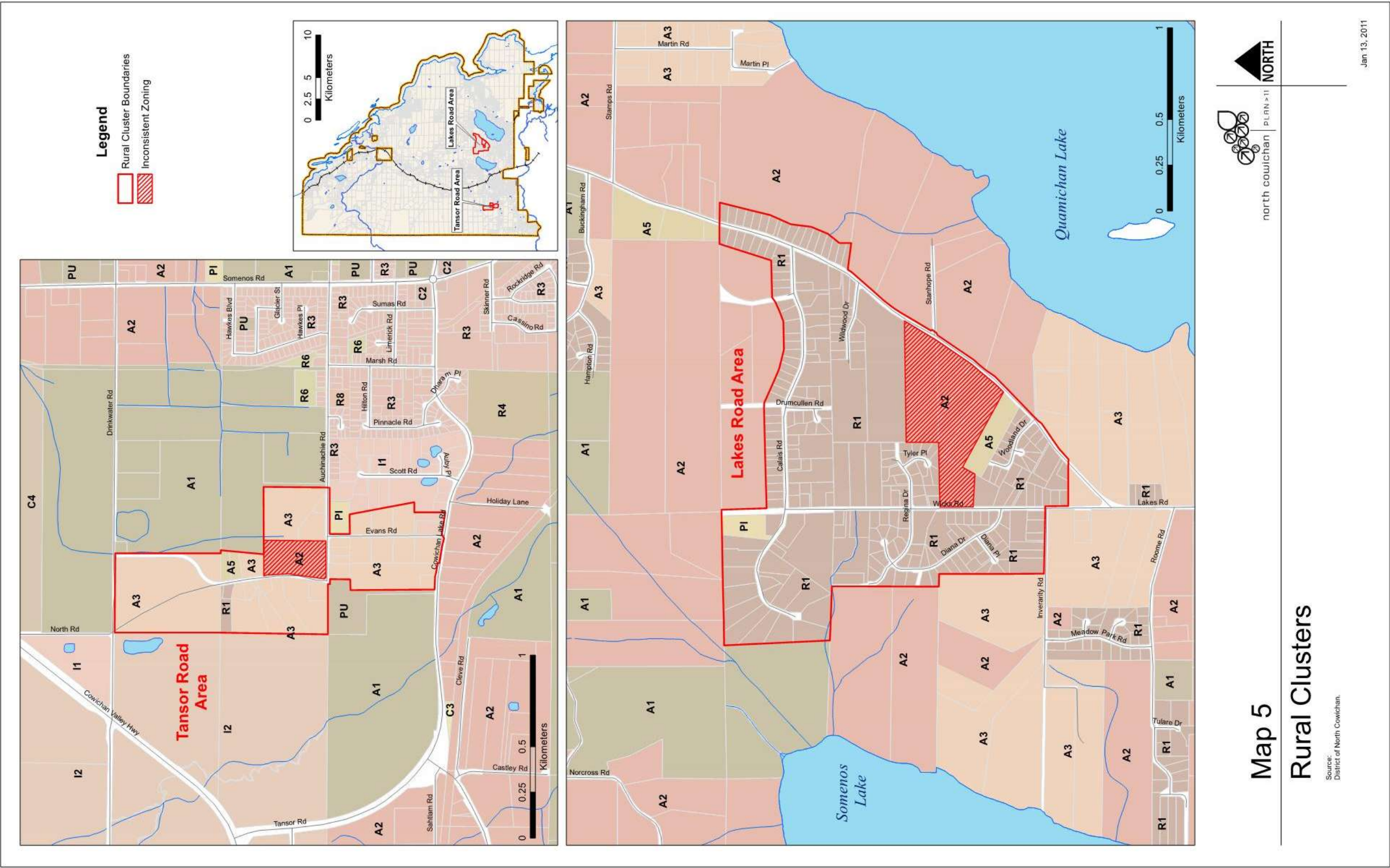
Appendices

APPENDIX 2: MAPS

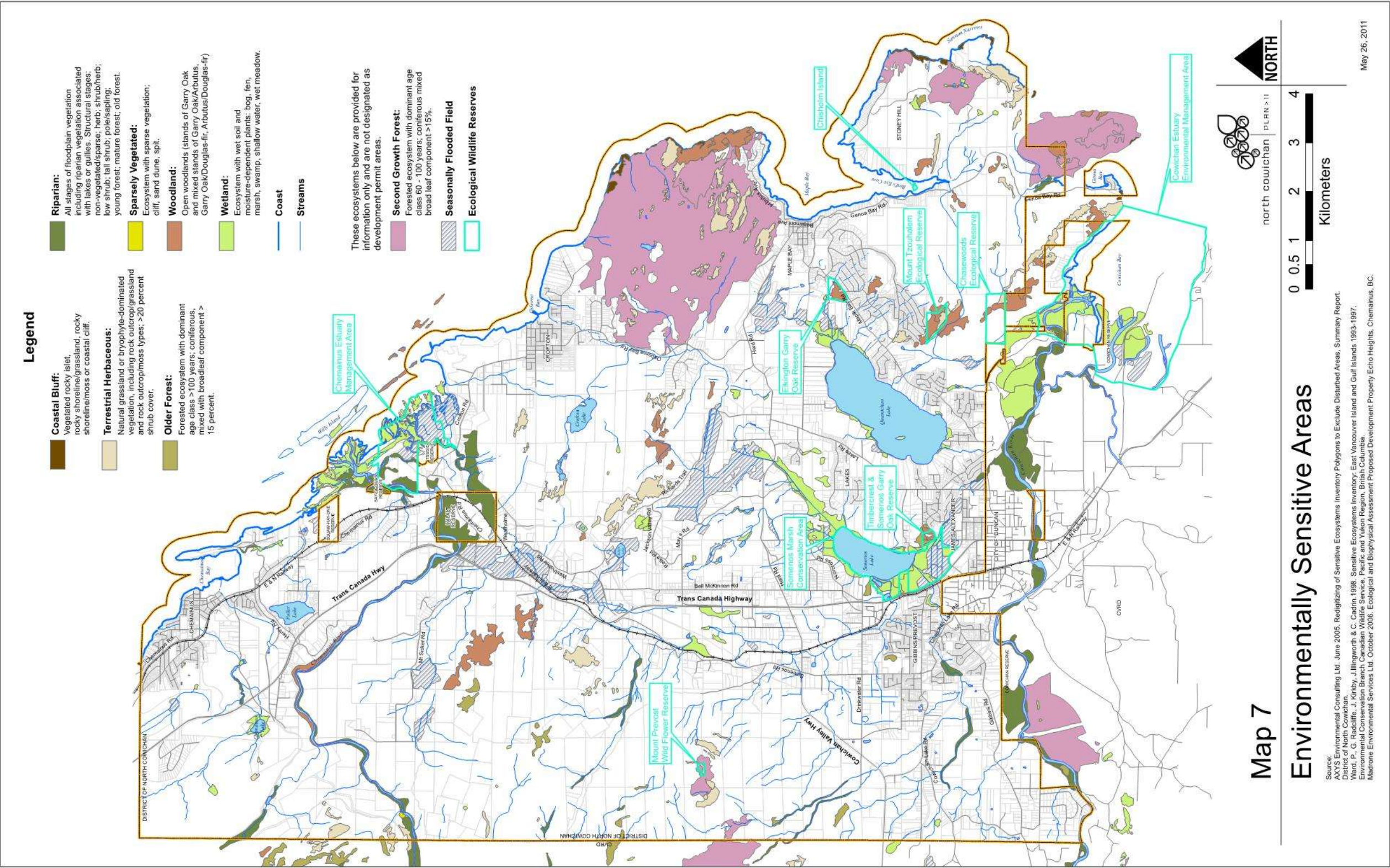


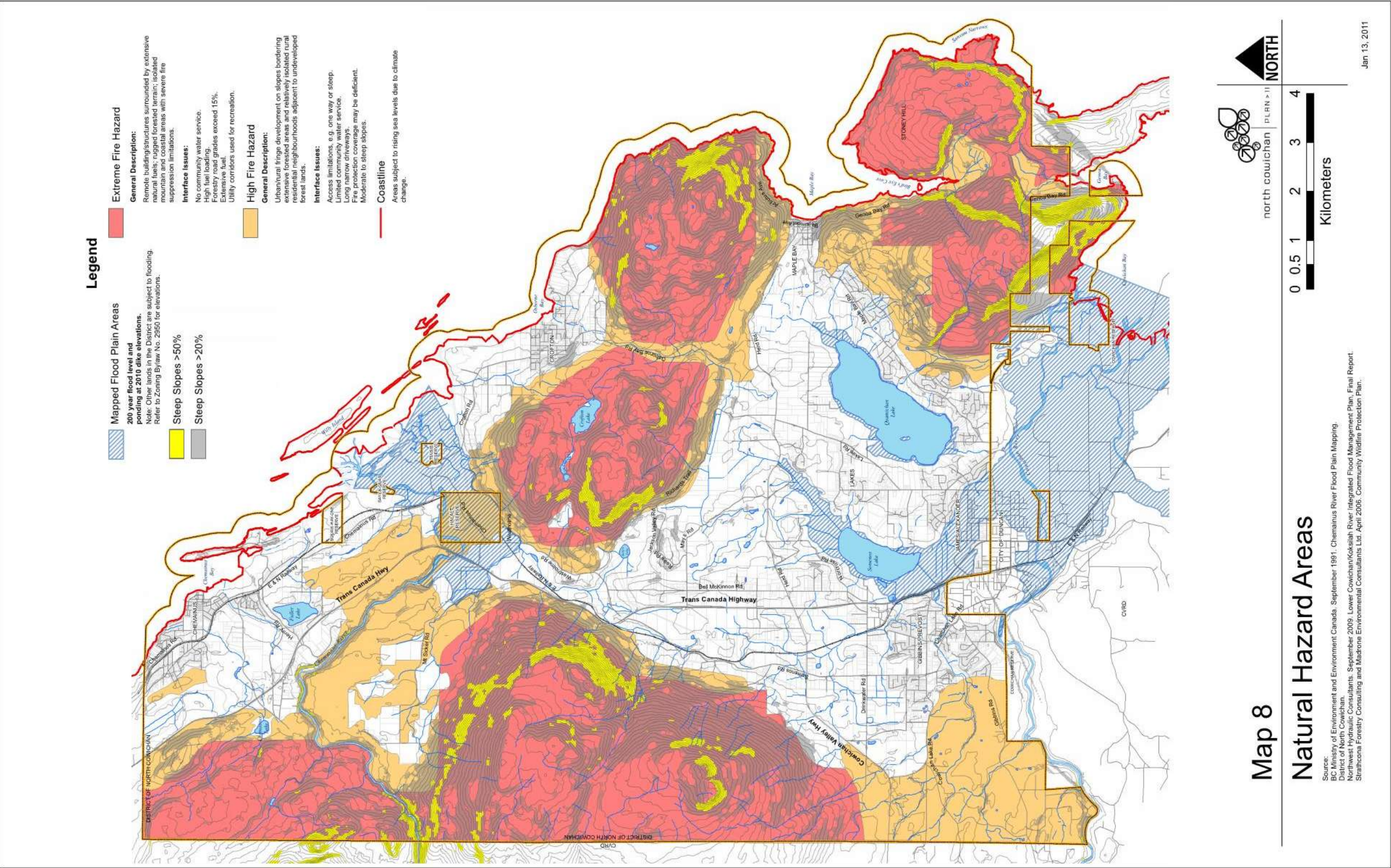


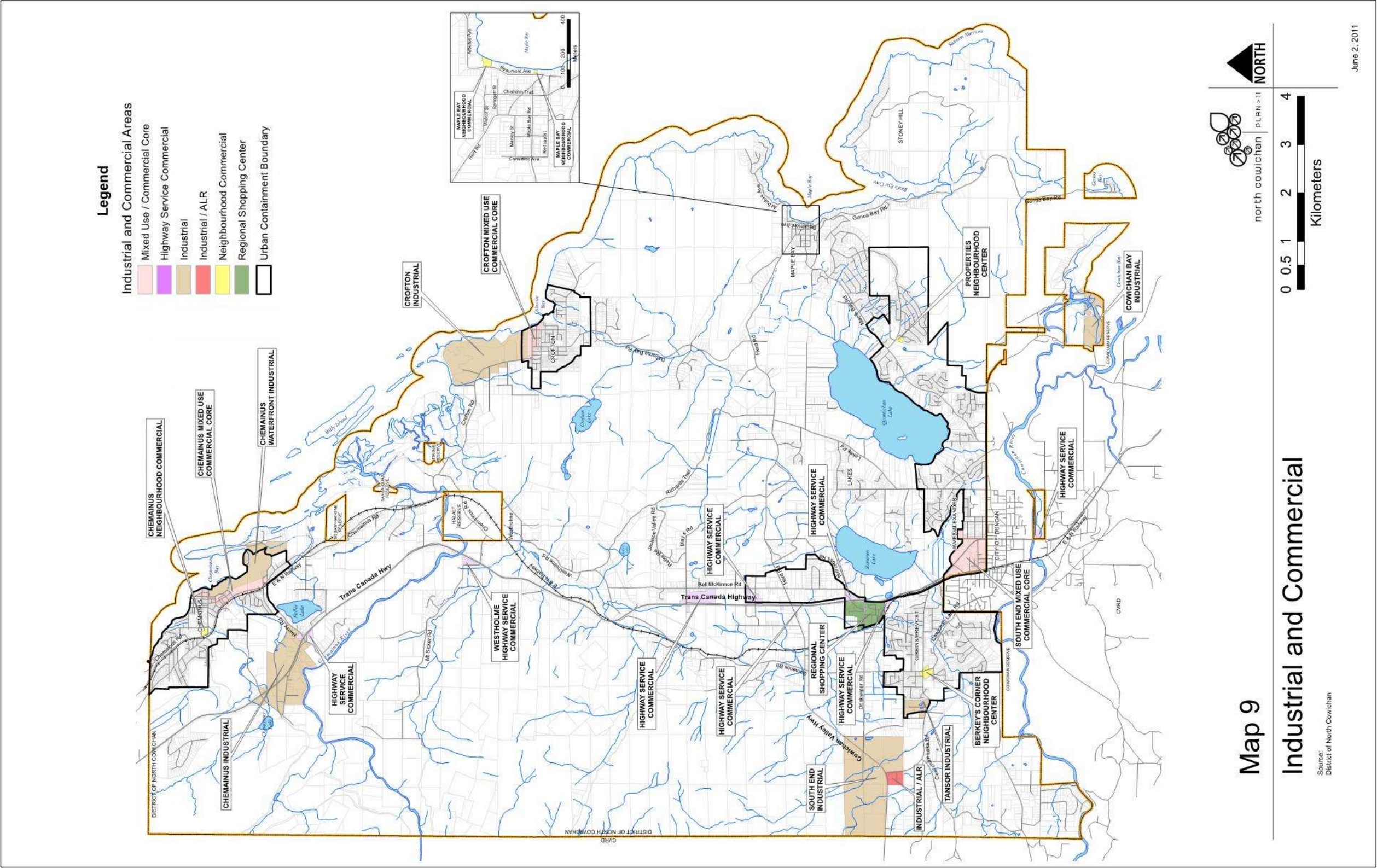


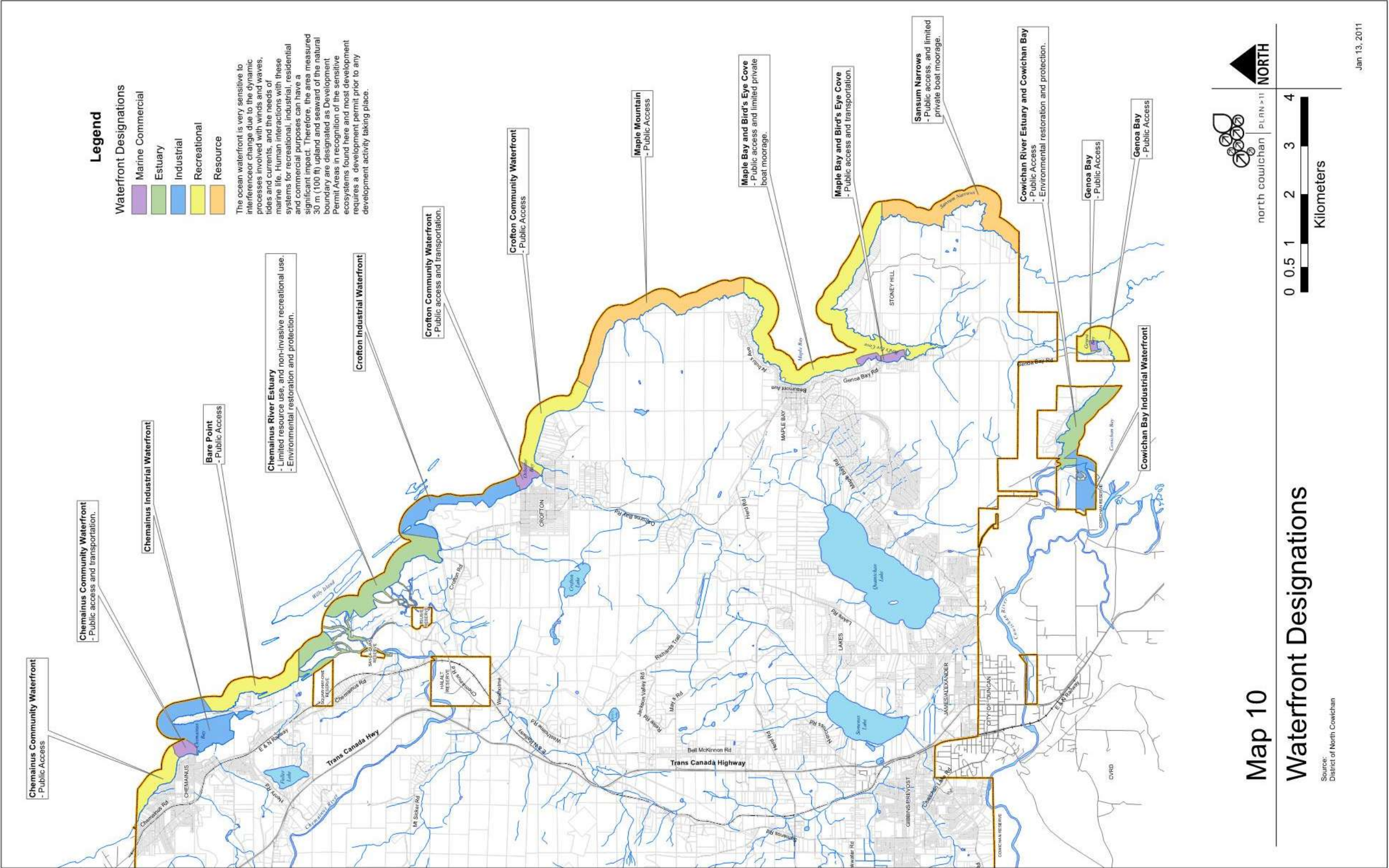


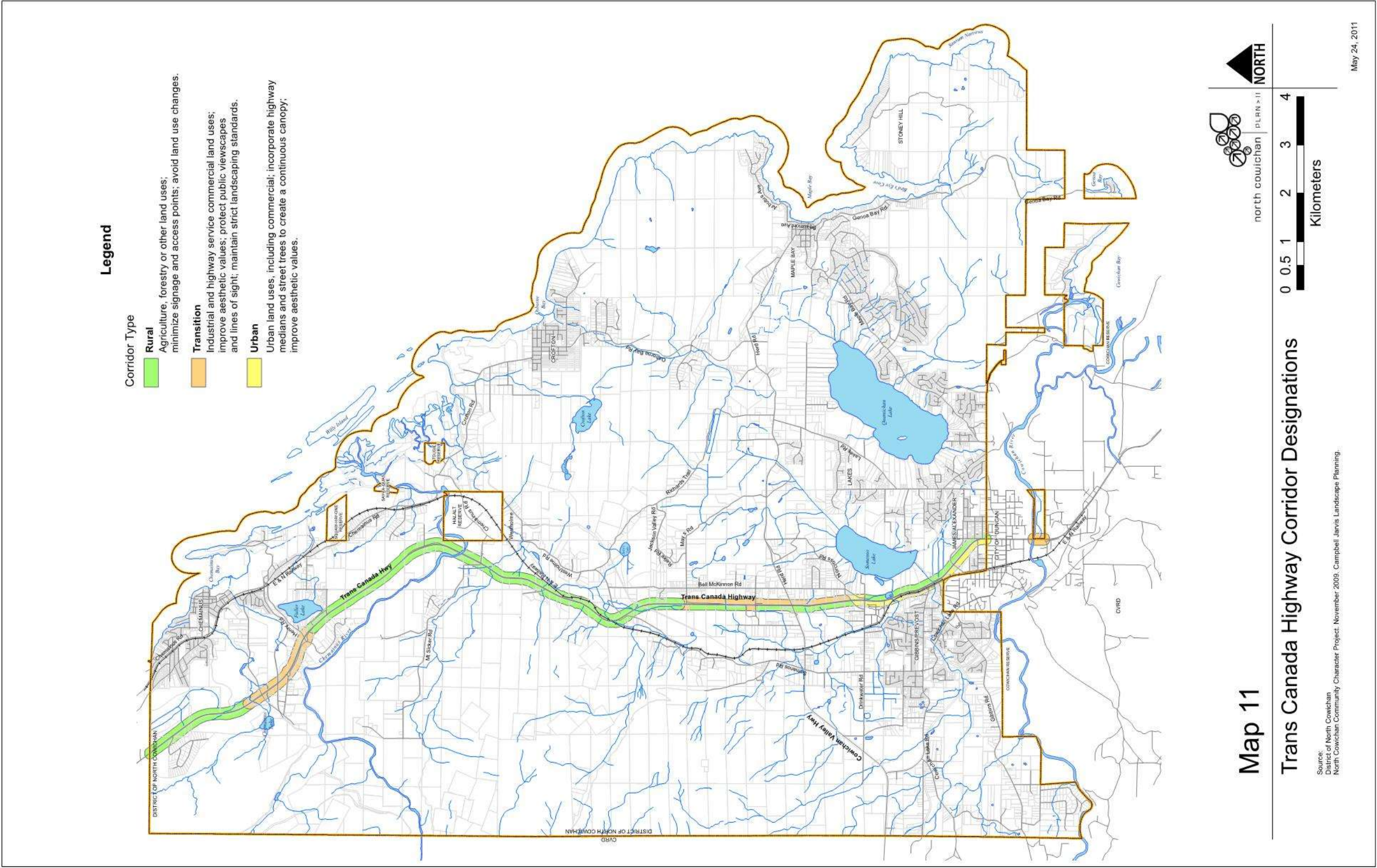


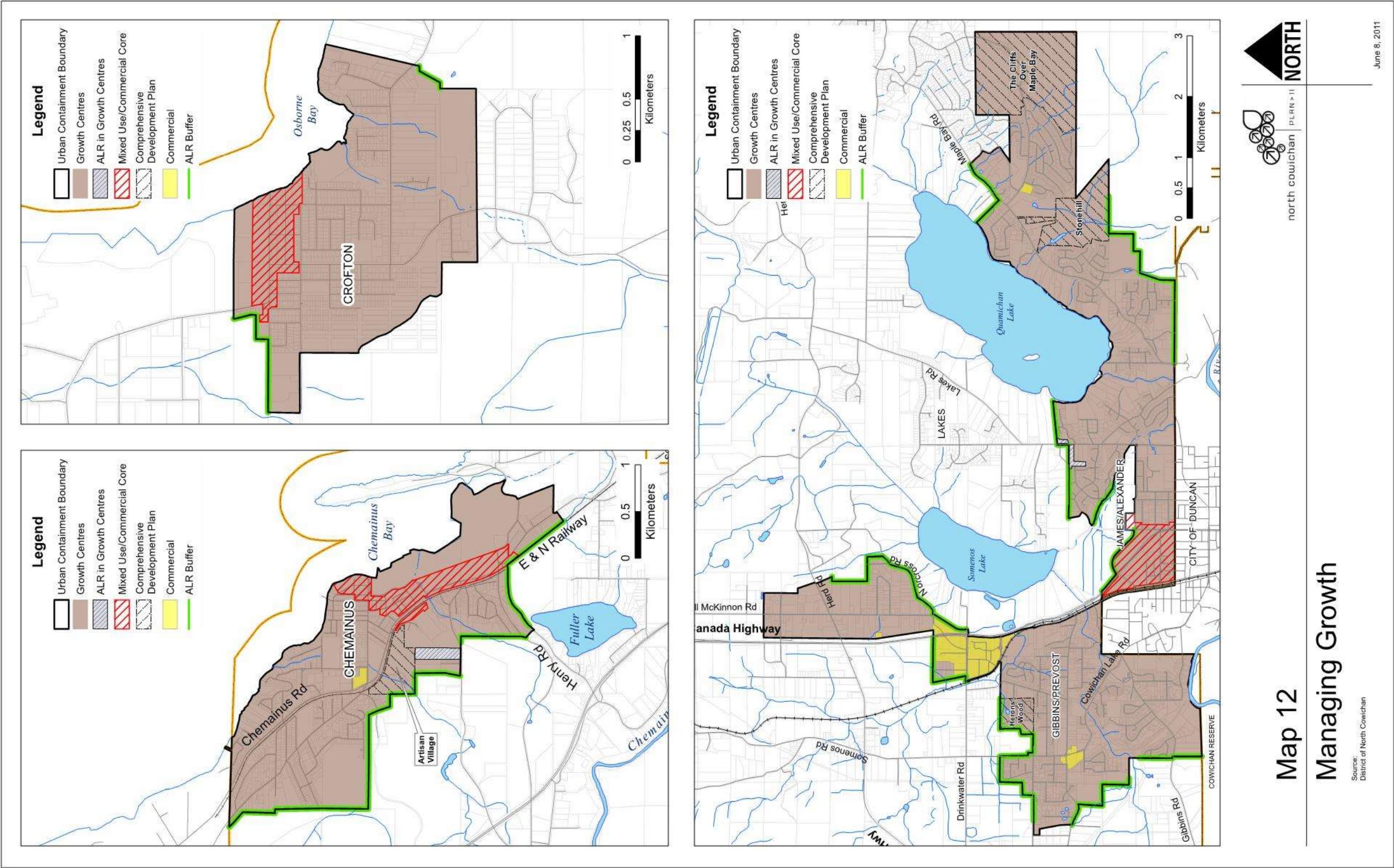


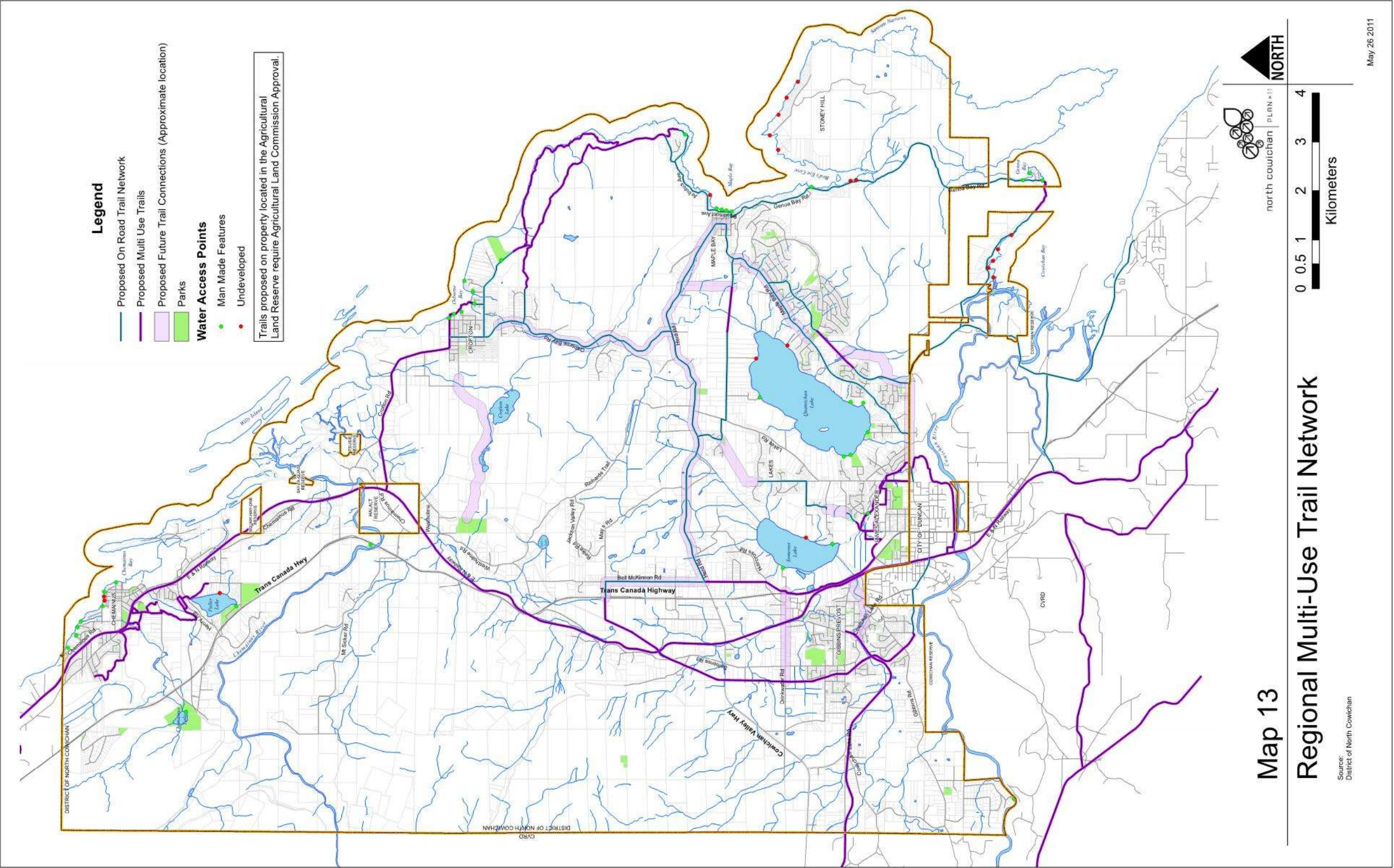


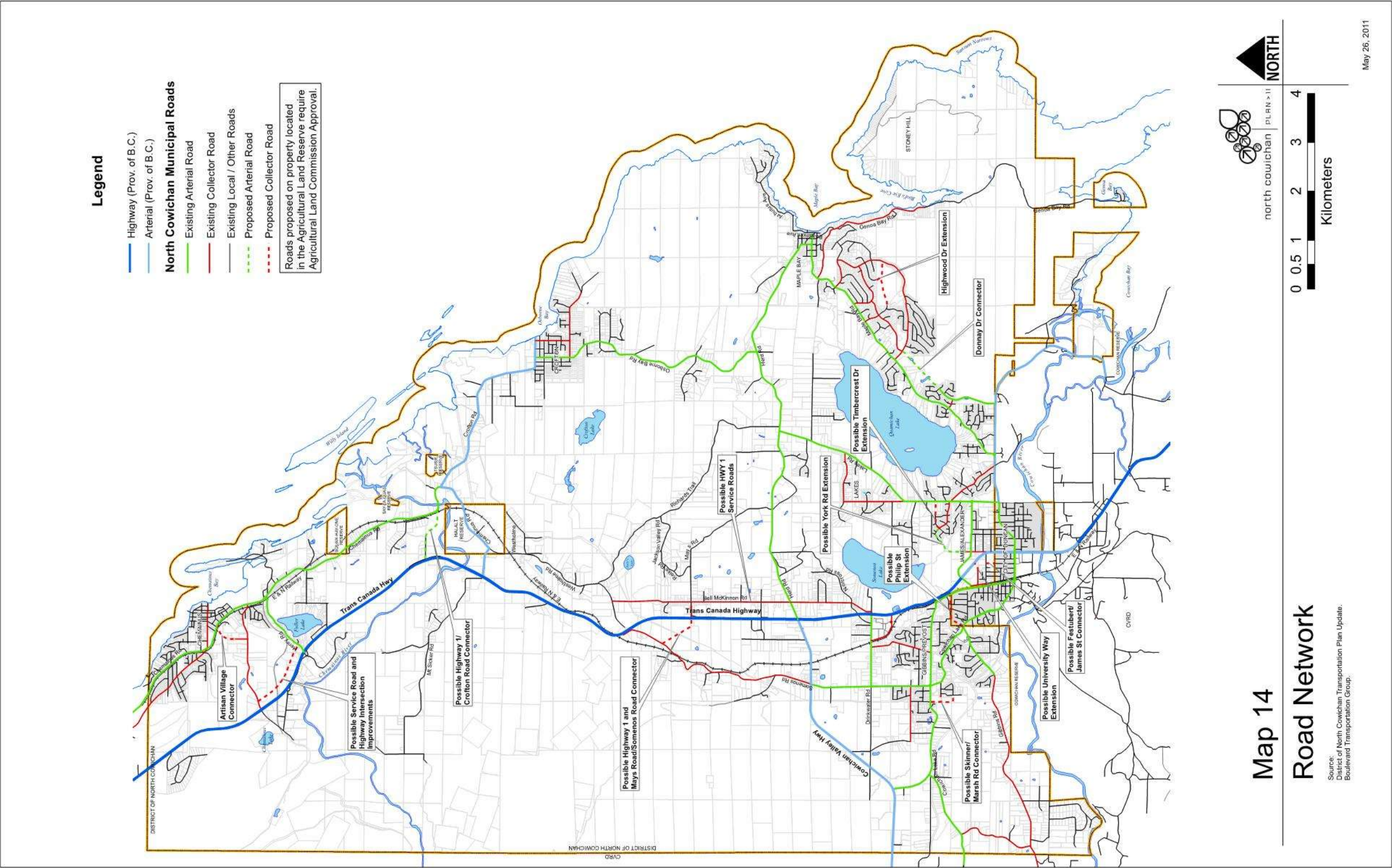


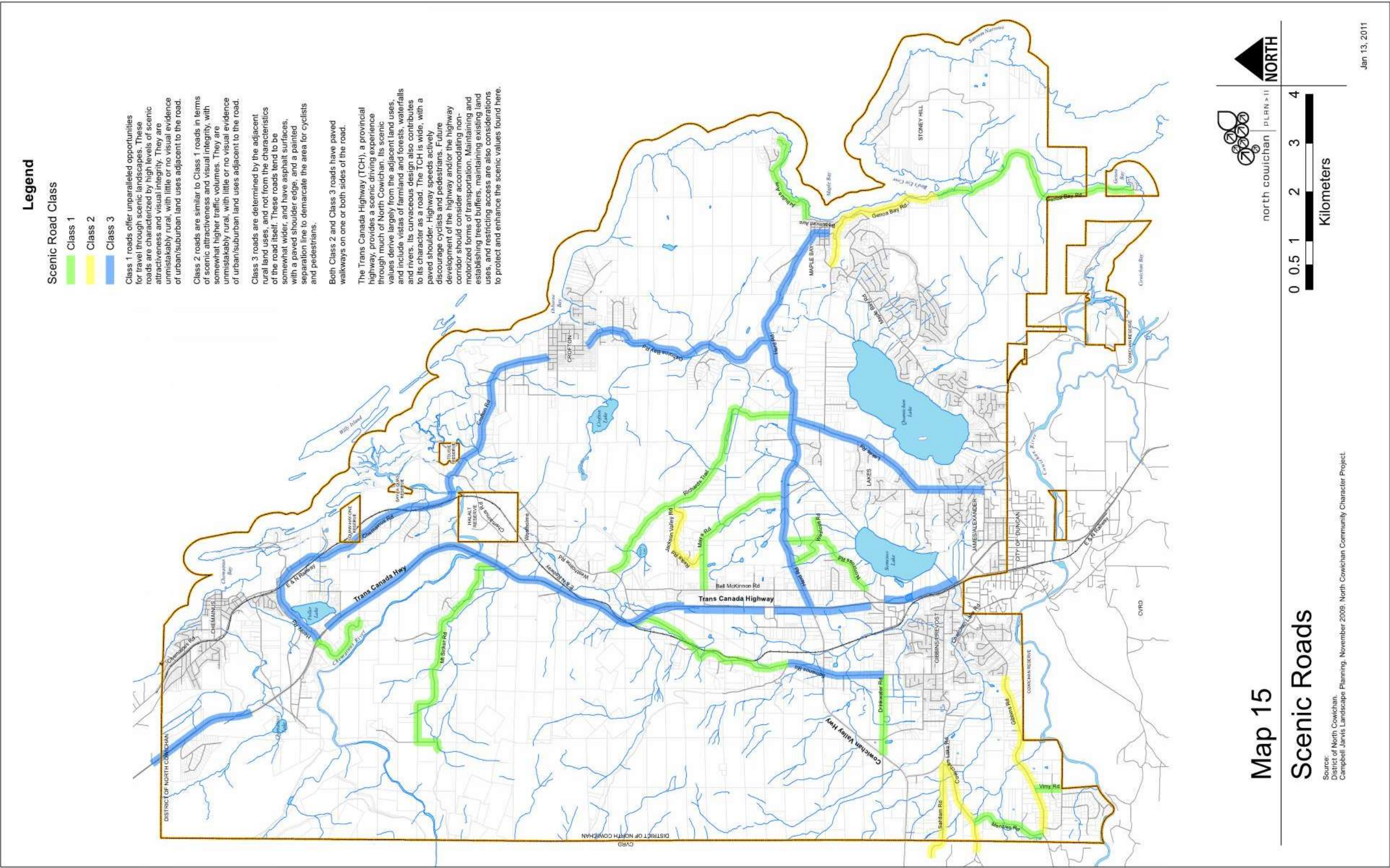


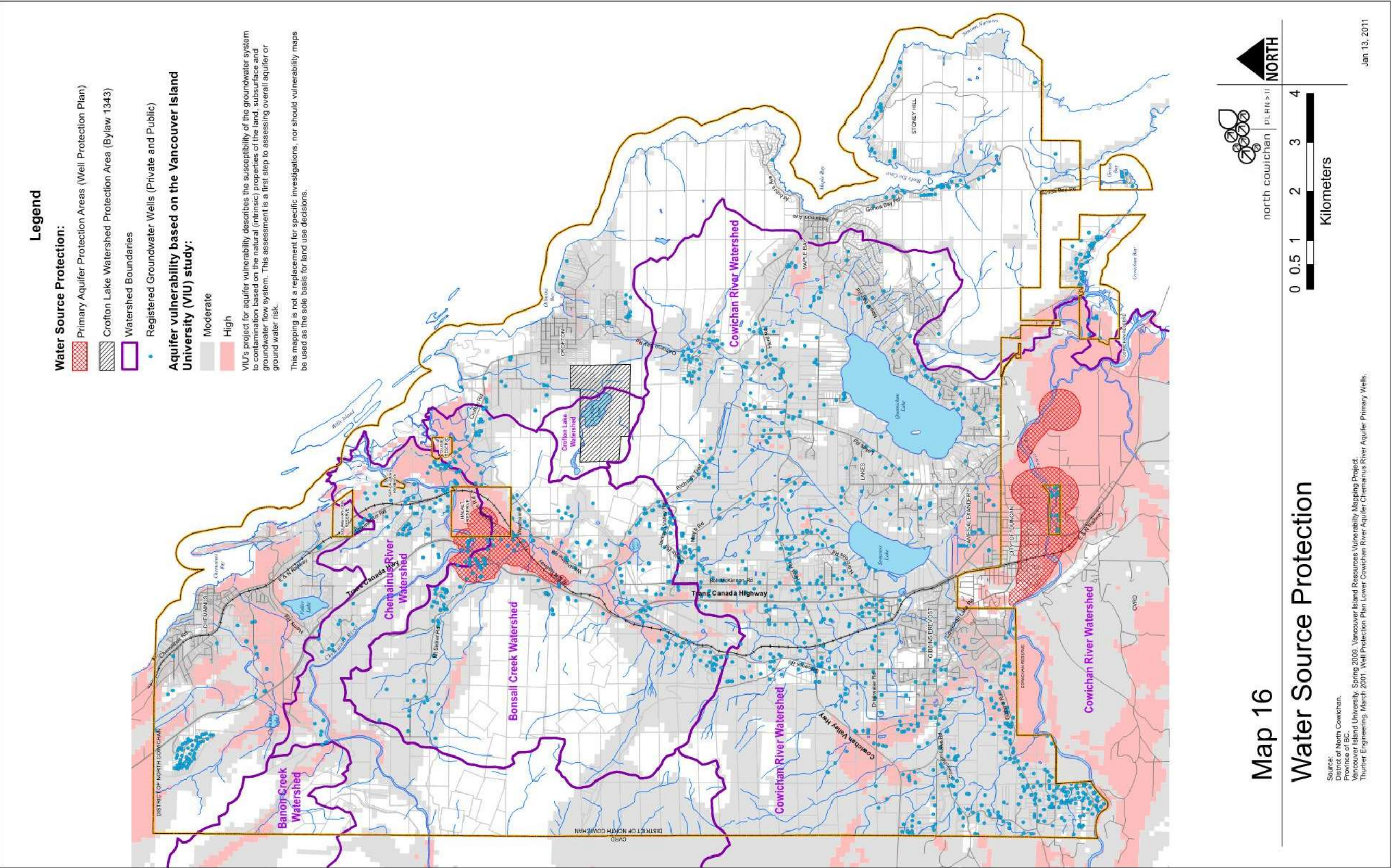


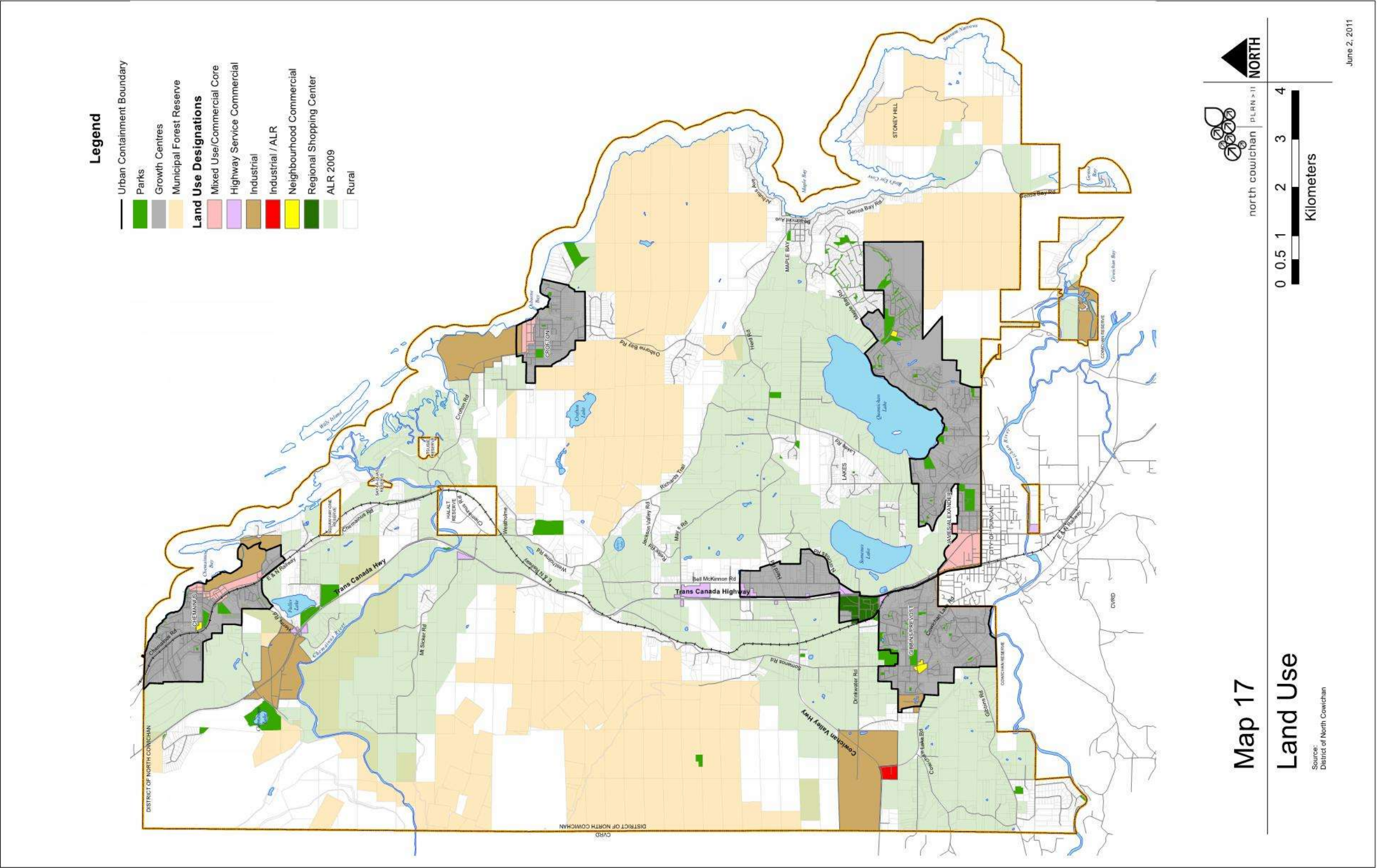












APPENDIX 3: DEVELOPMENT PERMIT AREAS (DPAs)

Designation, Justification, and Objectives

Purpose of Designation of DPAs

Section 919.1 (1) of the *Local Government Act* allows a local government to designate development permit areas (DPAs) in a community plan for one or more of the following purposes:

- a) protection of the natural environment, its ecosystems and biological diversity;
- b) protection of development from hazardous conditions;
- c) protection of farming;
- d) revitalization of an area in which a commercial use is permitted;
- e) establishment of objectives for the form and character of intensive residential development;
- f) establishment of objectives for the form and character of commercial, industrial or multi-family residential development;
- g) in relation to an area in a resort region, establishment of objectives for the form and character of development in the resort region;
- h) establishment of objectives to promote energy conservation;
- i) establishment of objectives to promote water conservation;
- j) establishment of objectives to promote the reduction of greenhouse gas emissions.

North Cowichan's DPAs and Justification

Zoning Bylaw: Guidelines, Exemptions, Application Requirements

While the OCP defines, as follows, the special conditions and justifications for each DPA, the Guidelines are contained in the Zoning Bylaw. Information with respect to DPA application requirements, exemptions, variances, and Development Permit extensions are also contained within the Zoning Bylaw.

Neighbourhood or Local Area Plans refine Official Community Plan direction in specific locations within the Municipality. Development of a Neighbourhood/Local Area Plan will necessitate a review of the development permit area guidelines to ensure consistency with the Plan.

DEVELOPMENT PERMIT AREA 1— GENERAL (DPA-1)

Section 919.1 Categories

Under Section 919.1(1) of the Local Government Act, the Municipality of North Cowichan has designated the entire district as development permit area (DPA) for the following purposes and all development, unless exempted, requires a development permit.

- d) revitalization of an area in which a commercial use is permitted;
- e) establishment of objectives for the form and character of intensive residential development;
- f) establishment of objectives for the form and character of commercial, industrial or multi-family residential development;
- h) establishment of objectives to promote energy conservation;
- i) establishment of objectives to promote water conservation;
- j) establishment of objectives to promote the reduction of greenhouse gas emissions.

Justification

The Official Community Plan (OCP) is structured around five core guiding principles: sustainability, economic opportunity, smart growth, healthy and safe community, and community engagement. Many of the OCP's overarching policies help direct the development of land within North Cowichan. These DP guidelines elaborate on and integrate the five core principles, five community goals and the policies related to the goals.

Broadly the community goals include: preserve our rural setting, guard our environment, adjust to climate change, encourage economic opportunity, and build a strong community. Working towards accomplishing these goals entails an integrated development design process that considers the many policy elements identified in the OCP.

Protection of industry (agriculture, manufacturing, forestry, marine based) in general means ensuring that the land base that is currently zoned for these uses are retained and that development on these lands will encourage economic opportunity and sustainability resulting in enduring land and built forms that are appropriately integrated and balanced with the needs of the overall community.

Recognition of the value that current and new business development in the commercial core areas provide to local residents and to visitors is recognized in these development guidelines by tying the revitalization and enhancement of the commercial cores to public realm and signage improvements as well as ensuring enduring quality development - all of which are meant to create vitality and add economic strength to and appreciation of the cores.

Recognizing the environmental values associated with North Cowichan in development and design adds value to resident lifestyles for the purposes of recreation, retention of biodiversity, as well the visitors' experience of North Cowichan's uniqueness. The guidelines include protection and integration of streams, lakes, oceans, forests, mountains and the resulting views, landscapes, seascapes, and vistas.

Focusing development on land in the Urban Containment Boundary is supported by the five guiding principles and is a priority for this OCP. Encouraging development where there is existing infrastructure and services is more cost effective and tends to reduce the long term costs associated with development that is lower density. This strategy also results in the creation of complete communities where residents and businesses have access to a wider range of services and amenities thereby making the communities more attractive for businesses and people wanting to locate here.

DEVELOPMENT PERMIT AREA 2— MARINE WATERFRONT (DPA-2)

Section 919.1 Categories

Under Section 919.1 (1) of the *Local Government Act*, the Municipality of North Cowichan has designated commercial, industrial, and multi-family marine properties and foreshore within 100 m above (inland) and 300 m below (seaward) of the natural boundary of the foreshore to be a development permit area (DPA). All development on designated commercial marine land or foreshore are designated for the following purposes and requires a development permit.

- a) protection of the natural environment, its ecosystems and biological diversity;
- d) revitalization of an area in which a commercial use is permitted;
- f) establishment of objectives for the form and character of commercial, industrial or multi-family residential development;

Justification

North Cowichan's waterfront is a valuable asset that requires special attention and management. Because of the waterfront's intrinsic beauty, dynamic nature and strategic location, it faces competing values for recreation, commerce and coastal ecosystems that must be balanced. The DPA and associated guidelines outline the principles of quality waterfront development, but are intended to be flexible enough to allow creativity and individual interpretation, and to accommodate the uniqueness of individual waterfront communities. See also DPA- 3 – Natural Environment for greater detail about designing to reduce negative impacts on the natural environment and coastal ecosystems. See also DPA- 1 – General Development Permit Area for greater detail about overall design (form and character) considerations, energy conservation, water conservation and greenhouse gas emission reduction.

DEVELOPMENT PERMIT AREA 3 – NATURAL ENVIRONMENT (DPA-3)

Section 919.1 Categories

Under Section 919.1(1) of the *Local Government Act*, the Municipality of North Cowichan has designated the entire district a development permit area (DPA) for the following purposes and all development requires a development permit.

- a) protection of the natural environment, its ecosystems and biological diversity;
- b) protection of development from hazardous conditions;
- i) establishment of objectives to promote water conservation;

Lands covered by this DPA include the following environmentally sensitive areas:

Watercourses: Streams, wetlands, lakes and ponds – shown on Map 7 of the OCP or as determined by the Municipality of North Cowichan through on-site investigation.

- i. For all watercourses, DPA-3 applies to a 30.0 m strip of land on both sides of the watercourse, measured from the natural boundary; and
- ii. Within a ravine, requirements detailed in the provincial ***Riparian Area Regulation*** apply.

Coastal Areas: The development permit requirements apply to the 30.0 m horizontal distance upland from the present natural boundary and within the 30 m horizontal distance seaward of the present natural boundary.

Terrestrial Habitat and Endangered Species Protection Areas: Those areas shown on Map 7 of the OCP or as determined by the Municipality of North Cowichan or a qualified professional through on-site investigation; and which include those species listed under the federal *Species at Risk Act (SARA)* and provincially ranked species identified as red-listed or blue-listed by the Provincial Conservation Data Centre or by a qualified professional through on-site investigation

Wildlife Trees: As detailed in the provincial *Wildlife Act* (e.g., those with nests of eagles, herons, osprey, falcons or burrowing owl)

Aquifer Protection Areas: Those areas having a high vulnerability rating as shown on Map 16 of the OCP.

Justification

Designating environmentally sensitive areas and groundwater resources with high intrinsic value enables the Municipality to use its authority to ensure that developments do not negatively affect the environment, quality and quantity of groundwater and

surface water, and natural conditions. This designation is intended to complement federal and provincial Acts and regulations. Many of these areas are identified in the Cowichan Valley Environmental Planning Atlas and the Sensitive Ecosystem Inventory for Southeast Vancouver Island and Gulf Islands and through local knowledge as being important habitats for fish, birds and wildlife, or as representing areas of native vegetation, rare and sensitive ecosystems, and biological diversity.

Aquatic ecosystems encompass watercourse of all types (creeks, streams, rivers, ponds, lakes, wetlands, and springs) and their associated riparian management areas (areas of land and vegetation adjacent to watercourses that help to maintain healthy aquatic ecosystems).

Terrestrial ecosystems include such areas as Garry oak woodlands, natural grasslands, rock outcrops, older Douglas-fir forests, sparsely vegetated ecosystems, and coastal bluffs. These areas have been identified through inventories undertaken by the province and federal governments in partnership with the Municipality and the CVRD. These areas are also home to many rare, threatened, and endangered plant and animal species.

The health of groundwater and aquifers is intimately linked to the health of rivers, streams, wetlands and lake systems. Groundwater sustains base instream flows, which is especially important in the dry summer months. As well, sufficient watershed flow is critical for sustaining fish populations, maintaining wetland ecosystems, preventing invasions of exotic species, and diluting pollutants in watercourses.

The marine shoreline and adjacent coastal waters represent a highly productive marine environment for forage fish and other species. Careless development can have a cumulative detrimental impact on habitat within the sensitive marine riparian zone. Interruption of natural beach processes of longshore drift, for example, can displace erosion and deposition patterns, which can then affect other properties and marine habitat.

Healthy ecosystems enrich the quality of life of property owners and community members at large. Greenspace provides recreational benefits, wildlife- and bird- viewing opportunities, and aesthetic settings for inhabitants. Healthy ecosystems provide important ecological services, such as rainwater management, oxygen production, atmospheric pollution absorption, and plant pollination.

Some environmentally sensitive areas may also present hazards to development (e.g., sites with steep slopes or erodible soils or sites subject to flooding). These areas are therefore also designated under DPA- 4 – Hazard Lands.

DEVELOPMENT PERMIT AREA 4 – HAZARD LANDS (DPA-4)

Section 919.1 Categories

Under Section 919.1(1) of the *Local Government Act*, the Municipality of North Cowichan has designated all areas shown in Map 8 as a development permit area (DPA) for the following purposes and all development requires a development permit.

- a) protection of the natural environment, its ecosystems and biological diversity;
- b) protection of development from hazardous conditions;

Justification

Some lands present hazards to development by having steep slopes (20% or greater) or erodible soils, by being subject to flooding, or by having an extreme or high wildfire rating. To protect development on areas with natural hazards, a development permit is required before land or vegetation in the designated areas is altered.

In steep or flood-prone areas, the subdivision or development of land or the removal of vegetation may destabilize the areas, cause environmental damage, or pose a risk for loss of life and property.

The lands with high and extreme wildfire ratings are large urban/rural fringe residential developments on lands with steep slopes and bordering extensive forested areas. The lands are relatively isolated and in many cases do not have access to community water services. Based on criteria adopted from the provincial risk assessment methodology, the properties shown on Map 8 have been identified as being at high or extreme risk for interface wildfires.

DEVELOPMENT PERMIT AREA 5 – FARM LAND PROTECTION (DPA-5)

Section 919.1 Categories

Under Section 919.1(1) of the *Local Government Act*, the Municipality of North Cowichan has designated lands within the UCB that abut ALR lands as shown in Map 12 as a development permit area (DPA) for the purposes of (c) protecting farming and all development requires a development permit.

Additionally all properties within the ALR as shown on Map 2 are designated as Development Permit Areas and where any new development related to the residential use (principle or accessory) on the property is proposed a development permit is required unless otherwise exempt.

Justification

Land located in the ALR requires protection against the impacts of non-farm use to protect agricultural viability. The development of non-farm uses on lands adjoining or reasonably adjacent to farm lands may compromise the ability to effectively use ALR lands for local food production and other agricultural uses. Inappropriately designed residential and non-farm developments adjacent to land within the ALR creates potential land use conflicts and incompatibilities.

APPENDIX 4: DEVELOPMENT APPROVAL INFORMATION AREA (DAIA)

Designated Area

Under Section 920.01 of the *Local Government Act*, a local government has the authority to require information about the potential impacts that a proposed activity or development might have on the community within a designated area.

The Municipality of North Cowichan has designated the entire area of the district as a Development Approval Information Area (DAIA), as shown on Map 17.

Justification

The DAIA gives the Municipality the authority to require information for any proposed development that could have an appreciable impact on the natural environment, surrounding properties or character of the neighbourhood. This additional information can be required where the activity involves rezoning, a development permit, or a temporary use permit.

To use this authority, the Municipality must, by bylaw, establish procedures and policies governing when it can require development approval information and what the substance of that information might be (including requirements for information related to on-site and off-site impacts). The bylaw will also set out procedures regarding requests for reconsideration of Development Approval Information requirements, and may require an independently chaired (or municipally chaired) public information meeting.

Any information required by the Municipality must be provided at the developer's expense.

Objectives

The intent of this DAIA is to:

- ensure that appreciable negative impacts of proposed developments are identified and documented as part of the development review process; and
- ensure that the Municipality has complete information to properly assess and mitigate conditions resulting from that development.

In the event that appreciable negative impacts are identified, the Municipality may require that the applicant improve the proposal so potential negative impacts on neighbouring lands will be minimized.

Development Approval Information Area Requirements

To minimize the potential negative effects of development on subject lands and adjoining lands, the Municipality may require applicants to provide the following information about the proposed development:

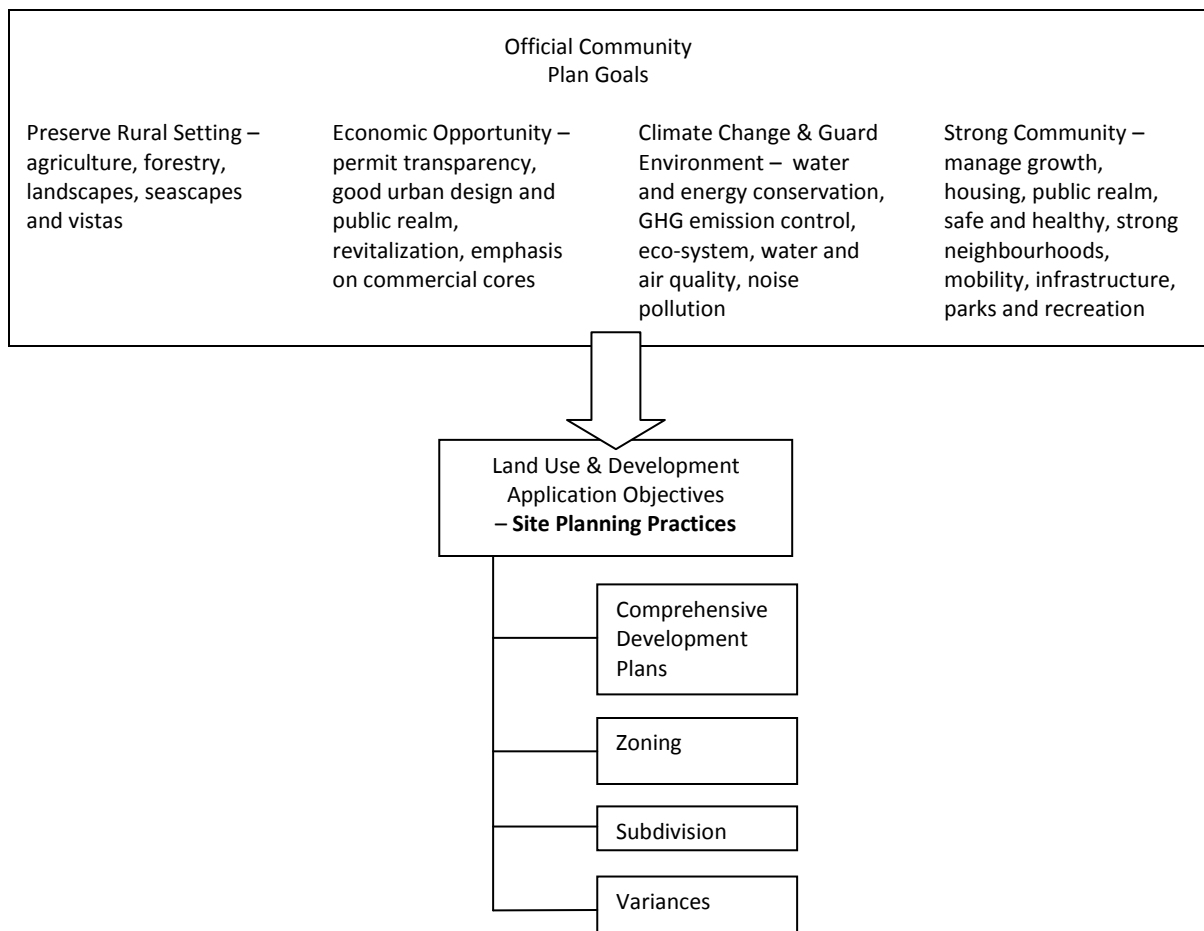
- a) transportation patterns such as traffic flow and parking, transportation services and mobility, active transportation elements, trails, greenways, handicapped accessibility, and road and roadside standards;
- b) affected public infrastructure such as water supply and sewage disposal systems, fire protection systems, solid waste disposal and recycling facilities;
- c) public facilities and public amenities such as schools, parks, health care services and access to public waterfront;
- d) housing affordability;
- e) the natural environment of the area affected (such as adjacent aquatic areas, vegetation, soils and erosion, geotechnical characteristics and stability, topographic features, ecosystems and biological diversity, fish and wildlife, fish and wildlife habitat, areas of environmental sensitivity, and any rare and endangered plant or animal species);
- f) groundwater quantity and quality, rainwater management and downstream impacts;
- g) managed forest lands and agricultural reserve lands, their uses in the vicinity of the development and the impact these uses and the proposed development may have on each other;
- h) aesthetic values such as visual character, integration with public areas and with the natural environment, lighting, noise and odour;
- i) three-dimensional modeling of development implications;
- j) heritage values such as archeological features;
- k) in visually sensitive areas, visual impact assessments and tree/vegetation retention and management plans;
- l) water and energy conservation and greenhouse gas emission reduction, and
- m) other matters necessary to permit a full understanding of the impact of the proposed activity or development on the community affected.

APPENDIX 5: LAND USE AND DEVELOPMENT APPLICATION OBJECTIVES

The Official Community Plan (OCP) is structured around five core guiding principles: sustainability, economic opportunity, smart growth, healthy and safe community, and community engagement. Many of the OCP's overarching policies help direct the development of land within North Cowichan. For more information, users should review the OCP and with the Development Permit Area guidelines in conjunction with these guidelines.

The purpose of the Land Use and Development Application Objectives (LUDAO) is to make operational the OCP for development purposes and to provide transparency, certainty, and consistency with respect to the objectives and goals for the development community as well as the community at large.

Flow Chart



Land Use and Development Application Objectives

The intent of the LUDAO is to ensure a consistent application of site planning practices when making decisions on land proposed to have increased density and major variances. Five basic objectives for development in North Cowichan have been established to ensure that it is consistent with OCP goals:

- 1) **Site Choice and Development within North Cowichan:** Appropriately plan and manage how land is developed;
- 2) **Mobility:** Ensure there is comprehensive access to a multi-modal transportation system;
- 3) **Site Design and Landscaping:** Relate proposed development to North Cowichan's natural environment;
- 4) **Infrastructure and Servicing Impacts:** Use best design, construction and management practices to meet conservation and waste management goals; and
- 5) **Building Form and Character, Design and Management:** Contribute to North Cowichan's evolving design aesthetic and incorporate best management practices to support the purposes of the DPA.

Each objective is divided into **Application Principles** that are further refined as **Site Planning Practices**.

Application

These Application Objectives will be utilized to evaluate the following types of proposals. Each proposal may also be subject to the Development Permit Area Guidelines.

Comprehensive Development Plans and Zoning Applications

These Application Objectives will guide the preparation of Comprehensive Development Plans (CDP) and site zoning applications through the **Site Planning Practices**. The following exemptions apply:

- a) any excluded by the Director of Planning and Development

Subdivision Applications

The **Site Planning Practices** included as part of these Application Objectives will be used to evaluate subdivision applications that are proposed using the existing zoning. The following exceptions apply:

- a) a subdivision by which less than 3 new lots would be created within the urban containment boundary, as long as the parcel proposed to be subdivided was itself not created by subdivision within the past 5 years, or
- b) a consolidation of existing parcels, or

- c) a lot line adjustment, or
- d) any excluded by the Director of Planning and Development

Development Variance Applications

Variances to any Bylaw regulations will be evaluated on the **site planning and design practices** criteria associated with the variance requested.

The following exemptions apply:

- a) any excluded by the Director of Planning and Development

Objective 1 – Site Choice and Development within North Cowichan

Appropriately plan and manage how land is developed.

Physically designing North Cowichan's public and private spaces – first from the overall regional scale and down to the site-specific scale – must occur through a coordinated approach to ensure that every form of land use and development approved is located in the appropriate place.

Guiding Principles:

- *Make appropriate site choices*
- *Contribute to a complete community*
- *Use land efficiently*
- *Improve the public realm*

Make appropriate site choices.

Appropriate sites are those that ensure that environmentally sensitive or hazard lands and North Cowichan's scenic character are protected and that development preference is given to lands within the growth centres.

Site Planning Practices

- 1) Protect ecologically sensitive land, water bodies and riparian areas, and avoid development on hazard areas, including floodplains, steep slopes and fire hazard areas. (See Natural Environment DPA- 3 and Hazard Lands DPA 4.)
- 2) Protect agricultural and forest lands for their respective uses.
- 3) Develop and redevelop where full municipal infrastructure exists, to prevent sprawl in rural areas and give preference to developing in growth centres over expansion areas.
- 4) Priority given to increases in density in the commercial and mixed-use cores (Map 12 – Managing Growth) and immediate surrounding areas.

Contribute to a complete community.

Proposed development should integrate with the various needs of the community. This can mean providing a range of uses and densities; providing ready access to recreation, public facilities, institutions and employment; and contributing to the establishment of a sustainable economy.

Site Planning Practices

- 1) Enhance adjacent public spaces and public streets.
- 2) Address affordable housing in keeping with current policies.
- 3) Include basic community commercial, health and wellness facilities.

- 4) Consider approved community and neighbourhood plans and any related neighbourhood DPAs if they are available
- 5) Enhance food security through the support of local food production in both rural and urban areas.
- 6) Enhance access to transportation alternatives such as walking, cycling, public transit, car share and carpooling. (See Objective 2 – Mobility.)
- 7) Ensure that multi-family residential developments (including apartments, mobile home parks, townhouses) are sited where full municipal services are available.

Use land efficiently.

Using land efficiently helps achieve a number of goals, including improving the life-cycle cost of municipal services and infrastructure; controlling greenhouse gas emissions, energy and water consumption; and supporting the retention of North Cowichan's rural and scenic resources.

Site Planning Practices

- 1) Incorporate a range of density into larger residential or mixed-use residential-commercial sites to provide a range of housing choices that meet lifestyle, employment, business and affordability needs.
- 2) Rationalize development setbacks on lot sizes based on location, neighbourhood, uses and visual, acoustic, olfactory and privacy considerations.
- 3) Reduce setbacks rather than reducing street widths to protect the needs of the mobility goals, street comfort, and to ensure adequate space for snow removal and on-street parking.
- 4) Rationalize the location of uses based on their impacts on neighbouring properties (e.g., how they support the businesses in the vicinity).
- 5) Reduce the amount and size of at-grade parking areas and locate them away from public areas, views and streetscapes.
- 6) Consider adaptive reuse of buildings or develop on abandoned, idle or under-used sites in serviced areas, or develop on infill sites as opposed to greenfield sites, and convert existing buildings to higher density uses.
- 7) In multi-family development, design sites to use less land per dwelling unit, at the same time consider the appropriateness of the location, parking needs of residents, and resident access to accessible and affordable recreation amenities with the proposed increase in density.

Improve the public realm.

Developing land in ways that respect and enhance the public realm encourages community interaction. In turn, lively "people places" support local commerce.

Site Planning Practices

- 1) Protect public views of ridge and sky lines (see Map 4 – Visually Prominent Slopes) and water views that are part of North Cowichan's landscape character. (see tools in Design Practices)
- 3) Provide public access to the waterfront in commercial and industrial waterfront development. Public components should encourage vitality and user comfort, and support positive public views of the waterfront in a fully accessible manner. (See also DPA- 2 – Marine Waterfront.)
- 3) When the project is adjacent to public open space and recreation areas, consider design elements that will enhance public use.
- 4) In pedestrian-scale streetscapes, minimize the face-to-face distance between buildings on either side of the street while providing sufficient space for pedestrian activity; and avoid allowing garages, cars, and storage and service areas to dominate.
 - a) To enhance street vitality, consider human proximity to active areas, views and visibility with the aim of

enabling people in buildings to maintain interaction with the public street.
b) Maintain adequate setbacks in public areas to accommodate pedestrians, street activities and street furniture, services and utilities.
5) Review proposed uses with respect to potential negative impacts on each other and those of adjacent properties and provide detail as to how they will be mitigated
6) Use unique, scale-appropriate signage and street furniture (e.g., benches, bollards, lighting, information kiosks, wayfinding aids, on-site mapping).
7) Bury utility wires underground

Objective 2 – Mobility

Ensure there is comprehensive access to a multi-modal transportation system.

Mobility is crucial in achieving interconnectivity across the municipality and within neighbourhoods, and in supporting and promoting successful site planning and integrated development. The aim is to ensure that residents, employees and visitors have access to a variety of options to get around comfortably and safely.

Guiding Principles:

- *Support active transportation*
- *Provide alternative transportation options*
- *Manage vehicular transportation impacts*

Support active transportation.

Non-motorized mobility options should be given primary attention to reduce greenhouse gas emissions, as well as to promote safe and healthy communities. Development should increase the opportunities for residents and visitors to use non-vehicular modes of transportation. Generally this means putting emphasis on pedestrian and cyclist safety and comfort so that the experience of using active transportation options is enjoyable and therefore used frequently.

Site Planning Practices

- 1) Improve pedestrian and cyclist safety and enjoyment by enhancing connections to a defined and continuous system of pathways, trails and sidewalks that have clear sightlines. Consider the proximity of amenities, businesses and services. Support easy barrier-free walking and cycling access.
 - a) Incorporate points of interest and resting areas at regular and frequent intervals along pedestrian movement corridors.
 - b) Create points of interest or landmarks to encourage increased active transportation travel distance, and support the installation of maps, landmarks, wayfinding guides to destinations, and appropriate pedestrian-scale lighting.
 - c) Improve connectivity by providing alternative paths and a range of modal options (e.g., pedestrian, commuter cyclist, recreational and child cyclist, scooter user) to each destination.
 - d) Increase access points and intersections to the system, avoid creating dead ends, and recognize the value of including shortcuts for pedestrian travel when creating alternative routes (e.g., create a path that goes through an area as well as around it).
 - e) Provide appropriate gradients on all routes, meaning 2–5%, which is the most comfortable for walking, cycling, wheelchair and scooter uses.
 - f) Ensure that site circulation and grade changes facilitate movement by people with disabilities, and that colour contrast in materials in outdoor areas adequately marks
 - g) Minimize the number and width of curb cuts and ensure that sidewalks at curb cuts have a cross-slope no greater than 2%.
- 2) Incorporate sufficient drainage, boulevards, medians, street trees and street-side amenities into pedestrian cyclist and road right-of-ways.
- 3) Attract a mix of compatible stores and uses that would increase the likelihood of drawing people to an area by active transportation

4) Incorporate traffic-calming elements into street design to ensure that drivers slow down and pay attention where pedestrians and cyclists are frequently present. a) Incorporate street trees, street furniture and light standards that include the option of banner arms b) Avoid having straight, wide paved areas. c) Provide for on-street parking and rain garden chicanes
Provide alternative travel options. Alternatives to private automobiles should be incorporated into development and redevelopment plans. Ensuring ready access to transit or rail facilities and ensuring connectivity to destinations help reduce greenhouse gas (GHG) emissions and the life-cycle cost of developing and maintaining roads, as does introducing supports for carpooling and car share programs and facilities.
Site Planning Practices 1) Plan for the implementation of transit. Depending on the scale of the development, work with BC Transit. 2) Consider the option of telecommuting when designing the site. 3) Anticipate the increased passenger use of the E&N rail line
Manage vehicular transportation impacts. The Municipality recognizes that vehicle transportation is critical for carrying goods and services to and from North Cowichan. It also recognizes that development and redevelopment plans must incorporate measures to protect the environment from vehicular transportation impacts such as: increased impermeability and water run-off contaminated with pollution particulates; greater carbon emissions; and greater noise and visual impacts to pedestrian and neighbourhood experiences. Managing vehicular impacts does not mean eliminating their use.
Site Planning Practices 1) Reduce negative visual and land use impacts of parking and parking garages 2) Incorporate shared driveways where possible especially on high density residential sites 3) Locate parking parallel along public streets, and anticipate locating parking at the rear of property 4) Provide trees and shrubs along public streets to reduce heat island effects, control pollutant particulates and increase pedestrian comfort 5) Reduce and manage traffic volume and parking in community centres or urban nodes by providing ready alternatives, contribution to cash-in-lieu, and/or management techniques 7) Provide on-site support for car share and carpooling programs and/or contribute to off-site programs. 8) Design streets for multi-uses and functions, and reduce the impact of wide roads on cyclists and pedestrians by adding street trees, traffic calming elements and safety islands. 9) Minimize the number of vehicular accesses from public streets to pedestrian areas. Wherever possible, have buildings and/or sites share vehicular access. 10) Provide separation between road pavement and sidewalks wherever possible with the use of landscaped boulevards and swales or on-street parking.

Objective 3 – Site Design and Landscaping

Relate proposed development to North Cowichan's natural environment.

North Cowichan has an outstanding scenic character and is located in the rare Coastal Douglas-fir ecosystem. Supporting and respecting North Cowichan's existing landforms, biodiversity and vegetation in the development review, during the construction process and through landscaping will help retain the characteristics that define and enhance residential quality of life and the visitor experience.

Guiding Principles

- *Protect and restore site biodiversity*
- *Use site-appropriate landscaping*
- *Protect natural landforms and views*
- *Integrate landscaping with the public realm*

Protect and restore site biodiversity.

A major threat to biodiversity is environmental destruction through inappropriate development or development at the wrong time of year (e.g., during bird nesting). Mature tree retention can add to property values, support drainage systems, and clean the air. Site disturbances should be minimized. (See also DPA- 1 – General; DPA- 3 – Natural Environment; and DPA- 4 – Hazard Land .)

Site Planning Practices

- 1) Identify, retain, enhance and preserve biodiversity corridors. Reduce development impacts on wildlife corridors (e.g., through the strategic control of roads, use of fences and installation of other built disruptions).
- 2) Use sensitive site-clearing techniques to preserve existing landscape values, maintain natural grades and reduce cut and fill. Use chipping or removal to clear vegetation. See Fire Protection Bylaw.
- 3) Maintain topsoil on site for reuse to retain ecological functioning.
- 4) Protect mature trees and other vegetation, and retain original vegetation as much as possible and where this is not possible restore natural vegetation and drainage.
- 5) Prevent soil and water contamination. Incorporate erosion control measures and silt protection of water bodies.
- 6) Address site access sensitively. Used paved areas for unloading and stacking construction material and for staging, and minimize the number of staging areas used.
- 7) Provide, protect and manage useable green space as parks, biodiversity corridors or water areas.
- 8) Develop a construction management plan that outlines how the above practices (1–7) will be considered and addressed.

Use site-appropriate landscaping.

Using appropriate native or other landscaping that considers the site context offers benefits such as reduced need for pesticides and water, and promotes rainwater infiltration.

Site Planning Practices

- 1) Provide appropriate buffering between all residential, commercial and industrial uses and agricultural lands.
- 2) Retain existing native mature trees and shrubs in setback areas where feasible. Protect or provide large

native tree species along major transportation corridors for multi-family, commercial and industrial uses.
Protect natural landforms and views. Natural landforms, views and waterscapes contribute to defining North Cowichan's character.
Site Planning Practices and Design Practices 1) Respect existing contours and natural grades. a) Terrace slopes to avoid erosion and slope failures on steep or disturbed lands. b) Minimize the use of cut and fill. Respect the grades of adjacent properties and do not negatively impact them. c) Retaining walls higher than 1.0 meter along a public right of way is not supported 2) Respect view corridors, visually important slopes, forest cover, water views and natural vegetation.
Integrate landscaping with the public realm. Enhancing the quality of streetscapes and therefore of neighbourhoods can be done through the overall design of the development.
Site Planning Practices 1) create linkages to off-site open space, parks and trails, and other residential and commercial land uses in the local community.

Objective 4 – Infrastructure and Servicing impacts

Use best design, construction and management practices to meet conservation and waste management goals.

Good design, construction and management practices can help ensure that community goals are achieved with respect to managing energy and water use, controlling greenhouse gas (GHG) emissions, improving the life-cycle of municipal infrastructure and reducing the production of solid waste.

Guiding Principles

- Pursue energy, water and GHG emission reduction goals
- Reduce the production of solid waste

Pursue energy, water and GHG emission reduction goals.

For further details, see DPA- 1 – General, section 1.6.

Site Planning Practice

- 1) Show how energy conservation is incorporated and how the project endeavours to use renewable energy sources. Building siting is an important component (see Objective 5 – Building Design and Management).
- 2) Show how water conservation is incorporated. Site landscaping is an important component (see Objective 3 – Site Design and Landscaping).
- 3) Manage stormwater flows and water quality.

Reduce the production of solid waste.

Reducing the amount of construction waste that ends up in landfills assists the Municipality and the Regional District in meeting their goals of reducing the amount of solid waste requiring disposal and in attaining the long-term goal of Zero Waste. It also reduces GHG emissions generated by transport of waste.

Site Planning Practice

- 1) Maximize the efficient use of material resources.
- 2) Select appropriate material for all projects (e.g., through life-cycle assessments).
 1. Consider building materials that have low “embodied energy,” are from rapidly renewable sources, and/or have been acquired with minimal transportation kilometres. Consider using:
 - i) locally manufactured materials (that is, manufactured within 800 km);
 - ii) low embodied energy materials such as wood;
 - iii) durable materials for long service life and low maintenance;
 - iv) materials with recycled material content, locally harvested materials, and sustainably harvested and certified wood.
 2. Maximize the use of safe and healthy materials.
- 3) Minimize the generation of solid waste in construction.
 - a) Prepare a construction waste management plan.
 - b) Avoid demolition of old buildings to waste. Consider reuse/renovation as an option.
- 4) Maximize the diversion of solid waste from landfill.

Objective 5 – Building Form and Character, Design and Management

Contribute to North Cowichan’s evolving design aesthetic by respecting its past and considering its natural landforms and visual characteristics in design, and ensure that best management practices are incorporated in ongoing site and building maintenance.

The four previous objectives inform this one for building form and character. As applicable, see also DPA- 1 – General; and DPA- 2 – Marine Commercial.

Guiding Principles:

- *Recognize our culture, context and heritage in design*
- *Use best management practices in structural design*

Recognize our culture, context and heritage in design.

In design, it is important to respect North Cowichan’s past and present while working for a sustainable future. Representing the municipality’s history in new developments helps to retain the community’s uniqueness and sense of place.

Site Planning Practices:

- 1) Protect, restore and rehabilitate historic buildings and other site components to deepen residents’ connection to their community
- 2) Design buildings to respond to site context, neighbourhood scale, community integration, and urban design improvements and landforms.
- 3) Consider how topography creates unique wind conditions, and locate buildings and vegetation appropriately in response.
- 4) Consider impact of buildings on surrounding spaces, abutting properties, public spaces, access and protection from sunlight, wind, rain and snow.
- 5) Optimize orientation by building all dwelling units to ensure access to sunlight.
- 6) Incorporate an architectural vision that takes its cue from the quality local neighbourhood, community, landforms, or working rural or historic character. Encourage recognition of local, identifiable neighbourhood character by supporting appropriate building scale and massing, landscaping, public art and architecture.
- 7) Promote active uses at the public street level (e.g., use and siting of residential entrances, porches, windows, habitable space; or commercial CRUs with transparent windows and street pedestrian entrances); locate utility equipment and building mechanical equipment and buildings in inactive service areas away from public realm.

Use best management practices in building design.

The use of best management practices in the design of new buildings, or the redevelopment of older buildings, will assist with informing North Cowichan’s unique design aesthetic and addressing conservation goals.

Site Planning Practices:

- 1) Provide targets with respect to building performance

APPENDIX 6: TEMPORARY USE PERMITS

Council may issue temporary commercial and industrial use permits to allow the use of land or structures otherwise prohibited under the Municipal Zoning Bylaw.

Reasons for Temporary Use Permits

A temporary use permit may be issued to allow a:

- a) commercial use in an industrial area or an industrial use in a commercial area on a temporary basis;
- b) seasonal or occasional commercial use in a commercial area;
- c) temporary non-agricultural use on agricultural land as a means of supplementing farm incomes;
- d) temporary commercial or industrial use on residentially zoned land where the use does not qualify as a home-based business, and will not negatively impact the use of adjacent properties;
- e) temporary commercial or industrial use of a rural/resource area (examples of appropriate uses: gravel extraction and processing, small sawmills, construction camps, campgrounds); or
- f) any other temporary uses not otherwise permitted within the Zoning Bylaw.

Before issuing a temporary use permit, Council must be satisfied that the temporary use:

- a) qualifies under one of the above criteria;
- b) will not adversely affect adjacent or surrounding properties, public streets or public spaces by creating pollution, odour, noise, light, screening, traffic, parking or loading problems;
- c) will not give the permit holder a competitive advantage over similar businesses already operating in locations where the use is permitted;
- d) can be mitigated, and the land returned to a condition that permits future uses; and
- e) for rural areas, is temporary in nature.

Permit Period and Renewal Option

Temporary use permits may be issued for up to three years and may, upon application by the permit holder, be renewed once for up to a further three years. Seasonal or occasional uses in commercial areas can be limited to specific months in the year, within a multi-year temporary use permit.

Once the time period authorized by a temporary use permit expires, use of the land, buildings or structures that were allowed by permit must cease and will not be considered or allowed as a non-conforming use. Council may require that the site be restored to its original condition, or that any contamination be cleaned up. At its discretion, Council may require as a condition of the temporary use permit security to guarantee performance of the terms of the permit which may include restoring the land to a previous state. An application to amend the zoning to permit the temporary use on

a permanent basis may be considered, subject to consistency with all related policies in the OCP.

APPENDIX 7: COMPREHENSIVE DEVELOPMENT PLANS

List of Comprehensive Development Plans
Area Plan 1 - Herons Wood Comprehensive Development Plan
Area Plan 2 - The Cliffs Comprehensive Development Plan
Area Plan 3 - Chemainus Artisan Village Comprehensive Development Plan
Area Plan 4 - Stonehill Comprehensive Development Plan

Area Plan 1 – Herons Wood Comprehensive Development Plan**1. PURPOSE**

This Comprehensive Development Plan has been prepared in accordance with Section 9.1 of the Official Community Plan. It will be used as a guide for Landowners, Council and the Public in the development of the subject property, outlined on Figure 1.

For existing residents, it will:

- provide assurances about land uses adjacent to their property
- guide traffic management decisions
- identify public amenities

For future residents, it will:

- identify future uses and densities
- specify open space areas and development
- encourage stewardship of the parks, open space, and natural resources of the area
- promote a safe and comfortable neighbourhood atmosphere

**2. SITE DESCRIPTION**

The subject property (formerly known as the Evan's Farm property) consists of 39.17 acres. The majority of the site has gentle slopes and was used as pasture. Along the western boundary the land rises significantly and has a mature stand of timber. The balance of the farm is located over the rise to the west and is in the Agricultural Land Reserve. To the north, Raphael Creek, a tributary to Averill Creek, flows through the property. In the 1950's a pond was constructed on the property for water storage and irrigation purposes. It is fed through an underground pipe system that redirects water from the creek to the pond with a controlled outflow system back to the creek.

Drinkwater Elementary School borders the eastern edge of the property. The School is able to accommodate the anticipated growth in the neighbourhood. North of the school, is property fronting Lane Road and backing onto the Evan's farm site. This land is expected to be developed in the future for residential purposes.

3. LAND USE**3.1 Official Community Plan Background and Guiding Principles**

The property is designated in the Official Community Plan as part of the South End Urban Growth Centre. This designation anticipates growth at typical urban densities. The Plan also

acknowledges that by careful planning it is possible to accommodate new residential uses while keeping many of the qualities that existing residents enjoy. The Plan focuses on creating complete communities that include environmental and recreational values and amenities. The Plan also encourages strong neighbourhoods. Land use planning can influence or encourage stronger neighbourhoods by providing for an appropriate mix of uses, strategically providing parks and open space networks and creating a road network that is efficient yet safe. These concepts have been included in the preparation of this comprehensive development plan.

3.2 Land Use Overview

Map1 illustrates the mix of uses proposed for the site. Areas are set aside for environmental protection, parks & trails, roads, and housing, as well as a remnant of the agricultural site which provides a buffer between uses. The following provisions guide how the various activities will be accommodated.

3.3 Residential Land Uses

Although the predominant use is single family residential, the Plan supports and anticipates that housing styles and types will vary throughout the development. It provides for an overall limit on a number of units but allows some flexibility in form and type. By allowing a range of housing options, the Plan provides flexibility to allow adjustments to market conditions and consumer preferences.

The following principles will guide residential land uses:

1. Areas designated as 'Traditional Residential' may comprise a mix of single family (with or without suites), and duplexes to a maximum of 50 units. Housing sites abutting existing residents on Palhi Road or Highfield Road shall be designated for single family use only.
2. The area identified as 'Mixed Housing' abutting the Park may be developed with a mix of uses including traditional single family units (possibly with suites), duplex, multiplexes (3 or 4 units in one building), or patio/townhouse units up to a maximum of 22 units.
3. Areas north of Averill Drive identified as 'Creekside Residential' will allow for a full range of residential uses including single family units on smaller lots, traditional single family units (possibly with suites), multiplexes (2,3 or 4 units in one building) to an overall density not exceeding 80 units. Up to 25% of these units may be developed as townhouses at the north end of the site to reduce potential impacts on the creek and increase open space.
4. Along the westerly boundary, provision is made for a maximum of 43 units in a 'Stacked Townhouse' configuration to take advantage of views and slopes. This density may be reduced depending on road dedication to accommodate an extension to the west.
5. An area designated for "Large Lot" will permit up to 12 units in either single family (with/without suites), duplex or triplex configuration.

6. All residential areas, with the exception of the stacked townhouse units, will retain a single family appearance in building styles and configuration (size, height etc). Mirror image building forms will be discouraged.
7. Municipal Zoning Bylaw standards will be used as a basis for determining site development requirements (ie. Lot coverages, frontages, setbacks etc.)

3.4 Ecologically Sensitive Areas

Raphael Creek

Raphael Creek crosses the north east corner of the property and flows into Averill Creek and Somenos Lake. The creek has confirmed fish presence and identified environmental values.

A minimum 15 metre riparian zone will be maintained along Raphael Creek in accordance with the recommendations of the October, 2003 Biophysical Report¹. Riparian trees, shrubs and understorey vegetation are to be left undisturbed except where necessary to provide pedestrian passage across the riparian zone. Areas on the south side of the creek that lack riparian vegetation shall be replanted, by the developer, with native plant species.

Pond

The pond provides a valuable resource for managing storm water flows into the creek. It can assist in controlling water flows in the creek by providing catchment for winter storm events, offsetting low summer flows, and allowing for natural infiltration into the ground water system. The natural vegetation around the creek not only provide an aesthetic feature but will also promote sediment settling and absorb contaminants from storm water runoff.

Prior to development of the site, the developer shall provide a storm water management plan that will address the use of the pond as a storm water detention feature while maintaining its aesthetic qualities.

Heron Rookery

A significant Heron Rookery is located to the north of the Evan's Farm site. Great Blue herons are currently blue listed (threatened). Research has proven the need for natural buffers to maintain viable heron colonies. The rookery is approximately 100 metres from residential development on the Evan's Farm, a distance consistent with Ministry of Water Land and Air Protection Best Management Practices (BMP's). Rookeries are particularly susceptible to disturbance at nesting periods (February to August). Measures, such as limiting access and posting signage, may be taken to minimize disturbances during this period.

Forested Remnant

The westerly side of the property is a treed slope providing a visually attractive background to the residential area. More importantly it acts as a natural buffer to the adjacent farm operation. In 1994 the Agricultural Land Commission required a covenant over a strip of land

¹ Charles Thirkill, "Raphael Creek at Evan's Farm: A Biophysical Report", Oct 2003.

along the westerly boundary to separate residential development from farm operations. This plan provides that the area west of the designated residential development identified as 'Agricultural Remainder' remain in its natural forested condition.

3.5 Open Space and Park

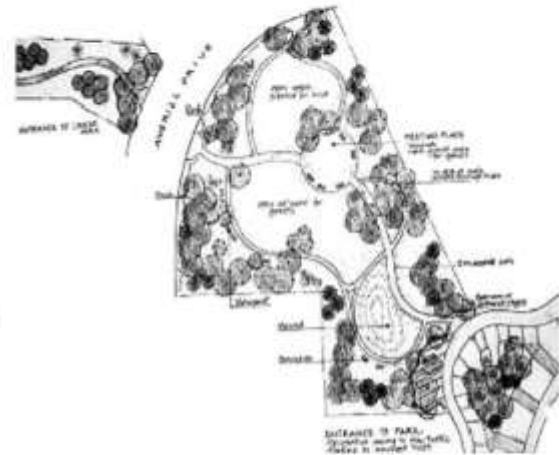
Trails

A trail system connects various parts of the neighbourhood: the school, the creek corridor, the wooded upland and the park area. In the future it is expected that the trail network will be expanded to connect with other trails in the surrounding area. The trail standards will vary according to the surrounding uses and area.

1. Trails shall be constructed by the developer in the general location and to the standards shown on plans prepared by Victoria Drakeford² and illustrated in Figure 2
2. Entrance locations for walkways and trails will be identified through signage, landscaping treatment and lighting as illustrated on concept plans³.
3. The developer will be responsible for constructing and dedicating trails as adjacent phases of the project are approved.

Park

Provision is made for a park that is centrally located and within easy access from all parts of the development. The park is intended as an informal play and meeting area. It is not expected that it would be developed with play fields for organized sports as there are other nearby facilities of that nature. Instead, play facilities for small children may be provided as



² Victoria Drakeford: Open Space Concept 1 and 2 Drawings, Oct 12 2003

³ Ibid.

needed in the future along with gathering place amenities (i.e. shelter for small group picnics).

1. The developer shall be responsible for site grading, planting of grass and incorporating trails as illustrated in the Drakeford concept plans and illustrated in Figure 3.
2. Park dedication shall occur in conjunction with any phase abutting the park or when any road is constructed with frontage on the park.
3. No further park dedication will be required of the developer that has the effect of reducing overall site density.



3.6 Other Uses

Neighbourhoods that are active and occupied during working hours increases safety and security for all residents. Activities such as daycares, professional services and other home based business provide a service to area residents and ensure that there are always people in the neighbourhood. To that end, home occupations are welcomed and encouraged. Municipal home based business regulations will apply.

The Plan does not designate areas for other non-residential uses. However, uses such as churches, assisted living and/or seniors facilities, or other similar quasi public uses are not precluded should opportunity arise. Such use, however, will require an amendment to this Plan with a public hearing.

Local commercial / retail uses are not proposed as they are encouraged only on major roads.

4.0 PEDESTRIAN AND TRAFFIC PLANNING

Pedestrian accessibility and safety is a priority as the property develops. The neighbourhood has been designed to allow children to get to school with minimal need to cross major roads and for local residents to walk easily and safely. This will be accomplished through an interconnected trail and sidewalk network, traffic calming measures to reduce speed, and an indirect road routing pattern designed to minimize non-local traffic from passing through the area.

4.1 Road Network and Traffic Calming

The traffic study conducted for the area⁴ indicates that the road network can accommodate the projected growth. It does, however, highlight a number of possible safety improvements. These include traffic calming devices in a couple of locations both within the project and surrounding roads. In particular, residents on Palahi have expressed concern about additional traffic on their street and turning movements onto Moorfield due to poor sight distances. The following measures will be taken to improve traffic safety:

1. Prior to the extension/connection of Palahi into the development, the District will meet with residents to investigate and resolve traffic calming provisions and options on Moorfield Road.
2. Traffic calming will be incorporated by the developer on the extension of Palahi Road. This will include a traffic circle abutting the park.
3. The District will continue to work with the School District to monitor traffic and incorporate appropriate safety measures in front of the school.

4.2 Future Network Connections

Provision shall be made for a possible future road connection from Averill Drive to Somenos Road.

4.3 Streetscape

An important part of ensuring an attractive neighbourhood is presenting an attractive streetscape. To that end, boulevards and trees will be incorporated into the street design on Averill Drive as illustrated in the Vicotria Drakeford concepts⁵. Where possible, similar standards will be used on other streets in the development.

5.0 SITE SERVICING

The site can be serviced with municipal water and sanitary sewer. Storm water will be managed using a system of detention/retention facilities including the existing pond. A storm water management plan shall be approved by the District prior to construction of the first phase. Riparian areas will not be used for new or additional detention facilities except to provide channels to the creek.

6.0 BUILDING NEIGHBOURHOODS

The ingredients of a strong neighbourhood are not found in the amenities or structures alone. More important is the active involvement of neighbours with each other and in their surroundings. This can take many forms: a stewardship concern for the creek and heron rookery, involvement with the school, playing ball hockey on the street or organizing a block party.

⁴ Boulevard Transportation Group: Lane Road Development Evan's farm Traffic Study, Nov. 19,2003

⁵ Ibid

A sense of neighbourhood and civic responsibility is encouraged for all residents and in particular:

6.1 Stewardship

As environmentally sensitive areas become more accessible to the public, there is an expectation that local residents will be actively involved in monitoring and caring for these areas. This may be undertaken by:

- school programs
- local stream stewardship groups or organizations (Streamkeepers)
- neighbourhood groups and work parties

Where feasible and practical the District will support and encourage such groups in their efforts.

6.2 Community Interaction

Safe, comfortable neighbourhoods are those where residents have opportunity to meet and get to know one another. Often this is achieved as people are out and about. To that end the trail network, school and park all provide places for people to encounter one another. Other opportunities for interaction with neighbours include Block Watch, neighbourhood parties, day care or after school programs. Where feasible and practical the District will support and encourage such activities.

6.3 Park Development

Full development of the park with landscaping, and park furniture will be a District responsibility and subject to annual budget processes. Local residents, in conjunction with service organizations, however are encouraged to actively participate in the earlier completion of facilities.

7.0 DEVELOPMENT APPROVAL PROCESS

This Comprehensive Development Plan establishes land uses, densities and development responsibilities. All future development approvals including rezonings (to identify housing types), subdivision approvals (for servicing and lot layouts) and development permit approvals (to regulate form and character) will be in keeping with the Plan. The following provisions will govern approval processes.

7.1 Zoning Approvals

1. Council shall only consider rezoning applications consistent with Map 1.
2. Council shall seek to use current zoning standards and densities for each housing form. Where no such standards exist (i.e. multiplex units) Council may create a new zone.
3. Council shall rely on Section 890 (4) of the *Local Government Act* and waive the requirement for a public hearing on rezoning applications when plans are in conformance with this document, and a suitable zone exists in the zoning bylaw.

4. Any proposed development contrary to this Plan will require an amendment to the Plan before proceeding. Such a process will require a public hearing.

7.2 Development Permits

1. Development permit applications will be required for all multifamily sites and buildings containing three or more units.
2. Each application will be assessed in accordance with the applicable guidelines in the Official Community Plan.
3. Zoning requirements for onsite active recreational facilities shall be waived in situations where suitable safe pedestrian connections are provided to nearby or adjacent parks/open space areas.

7.3 Subdivisions and Phasing Matters

1. Subdivisions shall be approved in accordance with the current District of North Cowichan Subdivision Bylaw and Standards including full underground services.
2. Where alternative standards for storm water management are proposed, Council may approve the alternate by Development Variance Permit.
3. Minor adjustments to the overall development plan are likely as detailed plans are prepared for individual phases. Such adjustments will be accommodated at the subdivision stage provided that public areas are not involved or reduced.

7.4 Neighbourhood/Developer Communication

The District of North Cowichan and the Developer shall undertake to ensure that new property owners are aware of future uses and phases of the project. This may be achieved by a combination of on site signage, sales information or notice on title and/or general information handouts.

APPENDIX

1. Charles Thirkill, "Raphael Creek at Evan's Farm: A Biophysical Report", Oct 2003 12 pages
2. Victoria Drakeford: Open Space Concept 1 and 2 Drawings, Oct 12 2003
3. Boulevard Transportation Group: Lane Road Development Evan's farm Traffic Study, Nov. 19,2003

Area Plan 2

The Cliffs Comprehensive Development Plan

1.0 Purpose

This plan has been prepared in accordance with Section 9.1 of the District of North Cowichan's Official Community Plan (OCP) and will be used as a guideline for landowners, Council, and the public in the development of The Cliffs Over Maple Bay (The Cliffs). The Cliffs is a proposed mixed-use community located on the north slope of Mount Tzouhalem. The new community will consist of an 18-hole golf course, single-family and multi-family housing, and a resort style hotel.

The intent of this comprehensive development plan is to:

- Provide existing residents with assurance about the future development of adjacent lands
- Provide Council with objective guidelines for making land use decisions for the development of the lands
- Provide traffic management and road network planning
- Identify public amenities such as green space, trails, and recreational facilities
- Identify future land uses and densities within the development area
- Outline project phasing

The objective of the Comprehensive Development Plan is to create a unique mixed-use neighbourhood utilizing open space, quality architecture, and the site's natural beauty. The Plan is intended to create a safe, pedestrian-oriented neighbourhood that provides amenities for both residents and the larger community. Compatibility with adjacent neighbourhoods and compliance with the District's OCP are further objectives of the Plan. The property covered by this Comprehensive Development Plan is outlined on Figure 1.

2.0 Site Description

The site encompasses the undeveloped residential lands of what was previously known as "The Properties". The site is approximately 123 hectares in area, located on the northern slope of Mt. Tzouhalem. Most of the site has spectacular views to the north across Quamichan Lake. Portions of the property also have east views towards the Strait of Georgia and south to Cowichan Bay.

Previous phases of The Properties are located northwest of The Cliffs site. This single-family neighbourhood was developed with full underground services, including municipal sewer. The area to the north is mainly half acre and larger single-family lots, serviced by in-ground sewage disposal systems. Lands to the east and south of the site are municipal forest reserve. The municipal forest reserve is owned and managed by the District for sustainable forestry as well as for recreational uses such as hiking and mountain biking. The Mt. Tzouhalem ecological reserve is located west of the site, abutting previously developed phases of The Properties.

3.0 Policy Context

The subject lands are identified in the District's OCP as being Urban Expansion Area. This designation is part of the OCP's growth management strategy, which is intended to focus new residential development in Growth Centres, where existing infrastructure and community amenities are available. Urban Expansion Areas are intended to accommodate future growth as the Growth Centres infill. While the OCP designates The Cliffs as Urban Expansion Area, it also recognizes that lands within this designation can be developed under existing development rights.

Section 7.1 of the OCP supports rezoning of lands in Urban Expansion Areas where:

- the property is currently zoned for urban densities
- water and sewer services are available and additional capital cost burden will not be created
- cluster development is used to preserve and protect environmental features, or provide additional public parks and open space
- the number of units do not exceed what would be permitted under current zoning

A Land Use Contract (LUC) was adopted in 1973 to regulate use and development of "The Properties", including the undeveloped lands that are now known as "The Cliffs". It required the developer to provide a school site, recreational facilities, trail networks, and municipal services. Initially, the Land Use Contract allowed for the development of 1,250 single-family lots and a neighbourhood commercial centre. Subsequent amendments modified the LUC to allow 1,130 single-family lots and 120 townhouse units and to create a separate land use contract for the commercial site.

As of June 2005, 425 single-family lots had been developed in The Properties. A further 705 single-family lots could be subdivided from the undeveloped residential lands. In December 2004, the LUC was discharged from the townhouse site and was replaced with R3 zoning. To date the commercial site has not been developed, but is still subject to the terms and conditions of the Land Use Contract.

It is the intent of this Comprehensive Development Plan that the rights and obligations for the undeveloped residential lands specified in The Properties Land Use Contract, including the permitted number of residential units will carry-through to the future development of The Cliffs. Where this Plan substantively differs from the Land Use Contract is that it permits higher density housing and hotel development in specified areas in order that additional open space in the form of an 18-hole golf course and other green space can be provided.

3.1 Land Use

Figure 2 shows the general land use and layout for the site. Permitted uses will include residential housing, an 18-hole golf course and associated uses, and a hotel commercial area.

The active playable area of the golf course and practice area will comprise approximately 37 ha (91 ac). Green space within the golf course area totals approximately 30 ha (74 ac) and will be left in a natural state or replanted with native species. The golf course design is dictated by the site topography, the road pattern, and connection points. The course will be a championship calibre, par 72, 18-hole layout with practice facilities. The course is designed to be a destination and will attract tourists to the area. The course will be open to the public.

A variety of housing types and densities will be offered within the project. Townhouses and apartment-type condominiums will be developed on specified areas of the site, and will be targeted to an active retired or "empty nester". Single-family lots similar to the residential lots developed within The Properties will also be provided. These lots are expected to appeal to established families moving up from a first home purchase. Although the comprehensive development zoning for the site will provide some flexibility to accommodate changing market conditions and consumer preferences, the maximum number of residential dwellings on the site shall not exceed 705.

A hotel has been proposed to complement the golf course and to provide a focal point for the neighbourhood. The hotel may have an accessory restaurant and retail space, and is limited to a maximum of 225 rooms. For the purpose of calculating density, one hotel room is equivalent to 0.5 residential dwellings. Much of the multi-tenant housing will be clustered near the hotel to create a village centre for the neighbourhood.

The permitted land uses, densities, and development criteria for the site will be specified by zoning in conformance with this plan.

3.2 Density Allocation

The maximum permitted density on any individual parcel is subject to zoning restrictions and issuance of development permits. It is recognized that the actual density that may be achieved on the site may be less than 705 units. The maximum density allowed on any multi-family or hotel site is shown on Figure 2. Actual density of the multi-family and hotel sites will be established during the development of permit process.

4.0 Recreation facilities, green space and trails

The official community plan supports two primary types of recreational facilities; traditional organized parks and recreational systems and a more informal network of recreational trails and pathways. The Cliffs Over Maple Bay supports this policy by providing a significant network of trails and greenspace and financing the construction of sports fields and support facilities on land that was provided with previous phases of The Properties.

4.1 Recreational facilities

The following recreation facilities will be provided as part of the overall development.

Recreational facilities are to be generally located in the area bounded by Kingsview Road and Donnay Drive. The facilities shall be constructed and located generally in accordance with Figure 3. The location, extent, and type of facilities may be modified by mutual agreement between North Cowichan and The Cliffs Over Maple Bay.

- **All-Weather Playing Field** – 92 m x 46 m including all site works. Perforated pipe at approximately 3 m spacing for drainage, underground irrigation, and turf over approximately 36 cm sand base.
- **Two Softball Diamonds** – Approximately 2,700 m² including all required site works. Portion not included in the all-weather playing field to be soil based turf with surface graded to drain, skinned infield, and chain link backstop to the Municipality's current general standard. One softball diamond will be constructed as an overlap with the all-weather playing field.
- **Sports Field Parking** – Approximately 2,300 m² for 60 parking stalls sized to Municipality's standards. 50 mm of asphalt over gravel base including grading, drainage, and curbs.
- **Landscaping** – Enhancing the boulevard areas of Donnay Drive between the sports field parking and sports fields to the Municipality's standard low ground cover using native species.
- **Change Room Facility** – Architecturally designed concrete block building to include change room facilities for men and women. Approximately 5 m x 10 m, containing ladies' wash/change room with 3 toilet stalls, 2 sinks, benches and hooks; men's wash/change room with 1 toilet stall, 2 urinals, 2 sinks, benches and hooks; storage room approximately 3 m wide, security lighting.

The design and construction of the recreational facilities shall be managed by North Cowichan and paid for by the developer.

4.2 Green Space

Green space shall be provided generally as shown on Figure 2. The green spaces are to be left in a natural state wherever possible. Supplemental planting with native plant material shall be provided as required. Typical native plantings that will be provided within the green space include:

- **Trees and Tall Shrubs** – Shorepine, Arbutus, Douglas Fir, Douglas Maple, Beaked Hazelnut, Baldhip Rose, Thimbleberry, Pacific Willow and Scoulers Willow
- **Low Shrubs** – Common Snowberry, Salal, Oregon Grape, Common Juniper, and Evergreen Huckleberry
- **Ground Cover** – Sword Fern, Bracken Fern and Kinnikinnick

Public green space area totalling approximately 9.8 ha (or 7.9% of the total site area) and as shown on Figure 2 will be dedicated to the municipality. The public green space shall include an area for a tot lot near Nevilane Drive.

4.3 Trails

A comprehensive trail network shall be provided through the development. The trails will be generally located as shown on Figure 2. On-site trails shall be extended and constructed off site to connect to existing trails. The trails shall be constructed generally in accordance with the following or alternate standards as approved by North Cowichan. Detailed trail designs shall be submitted at subdivision approval for the adjacent area.

- **Trails** – Rough grading of trails to be done using native material; 1.5 m wide trail to be constructed of minimum 100 mm depth of 20 mm minus crushed gravel overlain by 75 mm granular material (golf cart mix), maximum slope of trail is 20%. Drainage pipes to convey water across the path installed as required. Steps, if required, will be pressure treated wood. Where the trails cross the public road, landscaped trail heads and signage shall be provided. At areas of potential conflict with the golf course, fences or other appropriate screening shall be provided to protect the public trail user.
- **Bridge Crossings** – 1.5 m wide deck, single span with engineered steel beam and treated wooden deck, painted steel or aluminium handrails, concrete abutments.
- **Culvert Crossings** – Minimum top width 2.0 m, concrete sandbag headwalls for inlet and outlet, similar to MNC Std. Drawing No. D7.
- **Golf Cart and Trail Crossings** – Where practical, golf cart and trail crossings of public roads shall be combined. Paths shall be separated by fencing or other means to define the public path from golf cart path.

4.4 Parks

Approximately 12 ha of land near Kingsview Road and Donnay Drive has been set aside for recreational and school use with previous phases of The Properties. This park land was intended to provide outdoor recreation area for residents of The Properties, including The Cliffs lands that are the subject of this Plan. The recreation area presently accommodates a playground, sports field, and tennis courts.

As parkland has been previously provided, additional park land in accordance with Section 941 of the Local Government Act is not required. In recognition of the recreational facilities provided by the developer, as outlined in Sections 4.1, 4.2, and 4.3, development cost charges for park land or recreational facilities shall not be imposed on lands within the Comprehensive Development Area.

5.0 Alternate development standards

Within this Comprehensive Development Area, alternate design standards will be considered where an environmental or a neighbourhood design benefit can be established. Alternate standards will be considered for road design and street lighting. Proposed alternate development standards shall be reviewed prior to subdivision approval and be shall be authorized by Council where necessary through a variance process.

5.1 Roads

Within this Comprehensive Development Area, the North Cowichan road standards may be varied. Horizontal and vertical alignment standards shall generally meet the requirements of the Transportation Association of Canada specification.

Alternate road standards that allow a reduction in impervious area provide an environmental benefit and become a key part of the stormwater management plan. Throughout The Cliffs, reduced impermeable areas and the use of permeable paving materials will be encourage and allowed. This will allow replenishment of groundwater and reduce downstream drainage impacts. The reduced impermeable areas and creation of pocket parking will visually narrow the street, yet ensure that adequate parking is available for residents. This will provide a visually more attractive development and encourage a reduction in vehicle speeds. The road design must take into account snow removal, driveway access, emergency vehicle and service traffic volumes.

Constructed road widths may be narrower than North Cowichan standards. Road widths shall allow for efficient and safe movement of vehicle traffic while enhancing pedestrian access and safety. Sidewalks and walkways will be on at least one side of the road and may be separated from the road edge. Parking pockets will be provided where required. In order to promote pedestrian safety and control vehicle speeds, traffic calming measures may be used where excessive speeds need to be controlled.

To ensure that the area is attractive and natural, improvements and frontage trees will be incorporated in the street design where possible. The intent of the street design and landscaping will be to enhance the natural environment and soften the development by additional native planting. The concept for alternate road standards is illustrated on Figure 4.

5.2 Lighting

Within this Comprehensive Development Plan area, North Cowichan's street lighting standards may be varied. The street lights and quality of light shall be chosen to enhance the pedestrian routes and other public open spaces. All lighting should be designed and selected to reduce light pollution while providing a basic level of public safety. The average maintained luminance shall meet North Cowichan's standards for residential classification on collector and local roads.

6.0 Site servicing

The site will be serviced with full municipal underground services in accordance with North Cowichan's engineering standards. Off-site water, sewer, drainage, and roads have been developed and constructed to accommodate development at the density proposed for The Cliffs and no additional off-site upgrading is required. Off-site infrastructure and servicing works are in place (with the exception of a new water reservoir, upgrades to the water pumpstation, and the traffic improvements defined in 6.1) and the comprehensive development area shall not pay for additional off-site works other than through the payment of development cost charges.

6.1 Off-site traffic improvements

The development of The Cliffs will require either the installation of a traffic signal at the intersection of Kingsview Road and Maple Bay Road or the completion of Donnay Drive through to Kingsview Road. Depending on the right-of-way acquisition and registration of lots within The Cliffs, either one of these traffic improvements will accommodate traffic flow from the development and surrounding area.

6.2 Sanitary sewers

The development is within the South End Sewer Area and will be connected into the existing municipal sanitary sewage collection system. The existing municipal sewage collection, treatment, and disposal system has capacity for the proposed development.

6.3 Stormwater

The Official Community Plan supports the development of on-site stormwater detention systems and other groundwater recharge measures to reduce off-site stormwater runoff and infrastructure requirements. A comprehensive stormwater management plan in accordance with the OCP requirements and the Best Management Practices for Urban and Rural Land Development in BC will be designed for the site. Stormwater management techniques such as the retention, detention, quantity reduction, and quality enhancement will be utilized for both the overall site and for individual development parcels. The post-development stormwater flow from the site will not exceed the pre-development flow under a two-year storm event. Major drainage works and natural watercourses shall accommodate a 25-year storm event, and 200-year flood routing will be provided. A comprehensive stormwater management plan for the entire site shall be approved by the District prior to construction approval of the golf course or the first phase of residential development.

6.4 Water distribution

Due to the topography of the site, an additional potable water reservoir is required to provide domestic and fire flow to the development. The reservoir will be located south of the site within the municipal forest reserve. A network of the distribution pipes, pressure reducing valves, and other appurtenances will provide both domestic and fire flow to the development. The existing water pumping station on Kingsview will be upgraded by the developer to accommodate the development.

Water conservation and reduced water consumption will be encouraged. Water consumption shall be reduced within The Cliffs through the installation of water meters on all individual services and the use of native vegetation and drought resistant plant species for landscaping for multi-family and commercial sites. Water reuse will be supported by the use of reclaimed water for irrigation of the golf course.

6.5 Utilities

Full underground utilities in accordance with North Cowichan standards shall be installed. To accommodate the alternate road standards, separate utility corridors may be required for Shaw CATV, Telus, Hydro, or Terasen services.

6.6 Golf course irrigation

The golf course will require irrigation to promote turf grass growth and to allow the course to be used in the summer months. Water from the domestic Municipal water system is not available for irrigation. To irrigate the course, reclaimed water from the Joint Utilities Board sewage treatment plant will be used. The use of reclaimed water for irrigation is supported by the CVRD Central Sector Liquid Waste Management Plan, primarily due to the environmental benefit of reducing the quantity of effluent being discharged to the Cowichan River.

The reclaimed water shall be pumped from the treatment plant in a transport pipe to a storage pond. The reclaimed water shall meet the Municipal Sewage Regulations for unrestricted public access. Additional treatment consisting of filtration and disinfection will be required. The Cliffs will obtain an Operating Certificate for the design, operation, and maintenance of the reclaimed water system.

7.0 Neighbourhood design

The Cliffs will promote pedestrian activity through a network of trail connections and pedestrian routes that will allow residents and visitors to walk through the site. To promote pedestrian activity, the following design principles shall be followed.

- Wherever feasible, pedestrian pathways will follow a different route than the public road.
- Where pedestrian routes are within the road allowance, the sidewalk may be separated from the travelled roadway by a landscaped buffer.
- Architecture will be controlled by the developer's design review process to ensure that structures have a human scale and are visually interesting.
- Gateways, trail crossings, entrances, or arrival points will be defined by built forms, natural features, and significant landscape treatments.

7.1 Parking

This Plan discourages large, unbroken parking lots for commercial, hotel, or multi-family development, particularly when located between buildings and the street. Underground parking for commercial, hotel, and apartment sites is encouraged. Where surface parking is provided, it shall be softened with trees and other landscaping. Pedestrian walkways will also be provided within parking lots. All parking areas shall be screened from streets or other uses by built forms or landscaping.

7.2 Aboveground utilities and mailboxes

Large utility buildings or structures shall be designed to a standard that is similar to the design of principal structures with the neighbourhood. The location of utility cabinets at intersections or in open spaces is discouraged and shall be avoided wherever possible. Community mailboxes shall be located to serve as a community gathering spot, and shall be designed to complement the neighbourhood. Public utilities shall be designed and located to complement the surrounding housing, landscape, or natural forms so as to not interrupt views.

7.3 Interface fire hazard and municipal forest reserve

The southern and the easterly boundaries of the site abut North Cowichan's municipal forest reserve. The proximity of urban development at The Cliffs to Municipal Forest creates a potential hazard risk due to fire spread. The risk of interface fire at the proposed residential and commercial lots bordering the North Cowichan forest reserve has been evaluated and is considered extreme. In order to minimize the risk of interface fire, a fuel free zone of 10 metres from the boundary of the forest reserve shall be established at the time of subdivision and shall be maintained by future property owners. A covenant shall be registered over the fuel free zone to ensure its preservation. The developer shall be responsible for ensuring that exterior construction material on lots and buildings bordering the forest reserve on the east and south boundaries of the property shall meet or exceed Class B fire rating. The 10 m fuel free zone at the Municipal forest boundary shall be fully sprinklered with an underground system.

All construction and development along the municipal forest interface and landscaping within the fuel free zones shall generally conform to the recommendations in the BC FireSmart manual and the Strathcona Forestry Consulting Interface Fire Hazard Assessment.

The District of North Cowichan supports the reduction of fire risk and spread at the interface with urban development. To reduce fire spread risk, a trail will be constructed along the south and east boundaries of the site through the municipal forest reserve, generally as outlined on Figure 6 and to the trail standards outlined in Section 4.3. The trail will also include an area of thinning to reduce fuels and create a firebreak. The trail and firebreak through the municipal forest reserve will be constructed and paid for by the developer. The developer shall install fencing and gates to North Cowichan's approval to restrict vehicle access to the municipal forest reserve and the trail network.

The municipal forest reserve is a well used recreational area. Public users of the municipal forest reserve need a place to park and the developer shall construct a gravel parking area on the access road to the upper reservoir. This parking area will be for public use and will discourage on-street parking.

7.4 Building design

Building design within The Cliffs will be controlled by the developer through a comprehensive set of building and landscape design guidelines and a statutory building scheme. The intent and objectives of the design guidelines and building scheme will be to:

- Complement the natural beauty of the site by requiring designers to utilize natural features such as terrain, vegetation, sunlight, and views
- Identify and protect view corridors to ensure every lot and dwelling optimal views
- Achieve varied and interesting building designs
- Establish a high standard for exterior finishing and landscaping
- Discourage blasting and grade manipulation for residential sites

In addition to the developer's design review process, the District of North Cowichan will require design review and development permits for all multi-family and commercial development, in accordance with the District's Multi-Family Housing and General Commercial Development Permit Design Guidelines.

8.0 Environmental

The property is characterised by shallow, rapidly draining soils with rock outcrops and irregular surfaces of up to 60% slope. There are numerous drainage courses running through the property, the majority of which are directed towards the Quamichan Lake. Some drainage courses near the east boundary of the site flow towards Bird's Eye Cove. There are no fish-bearing streams within the property although water discharged from the property is directed downstream to aquatic habitat. It is therefore important that quality of water and existing flow patterns be maintained. The following objectives for protection of habitat have been established:

- Maintain pre-development surface flow patterns including the base flows to Quamichan Lake
- Maintain pre-development flows and discharge points from the property
- Maintain pre-development water quality discharge to Quamichan Lake and protect against potential sedimentation, accidental spills, and fertilizer use
- Develop a sedimentation, spill prevention, and tree protection plan
- Develop an environmental monitoring and sampling program
- Develop a pesticide and fertilizer management plan
- Provide habitat compensation and enhancement consisting of re-constructed channels and ponds, additional native planting, and the development of riparian zones

The development of the golf course and residential lots will require filling of many of the existing ravines and drainage courses. Permits will be required from Land and Water BC for all proposed works and changes under Section 9 of the Water Act.

The Official Community Plan identifies an environmentally sensitive area of open wood land at the northwest corner of the development. This area is identified as stands of Garry Oak mixed with other species. The area of Garry Oak and open woodland will be part of the golf course and mostly within the non-playable or green space area. A development permit and environmental assessment will be required prior to any excavation or tree removal within the identified area. The Cliffs will endeavour to save and protect as much of the Garry Oak and woodland area as is compatible with the golf course development. Protective measures may consist of buffering, fencing, and other habitat protection and restoration measures.

9.0 Development approval process

This Comprehensive Development Plan establishes land uses, densities, and development responsibilities. All future development approvals to identify housing types, subdivision approvals for servicing and lot layouts, and development permit approvals will be in keeping with the Plan. The following provisions will govern approval processes.

9.1 Approvals

- Council shall only consider applications consistent with this Plan.
- The requirement for a public hearing may be waived for minor changes to the CD Zone where use and density are not affected and the change is in conformance with the Plan.
- Any proposed development contrary to this plan will require an amendment to the Plan before proceeding. Such a process will require a public hearing.
- The "Subdivision Control Bylaw" and the "Zoning Bylaw" may be varied to meet the objectives and guidelines of the Official Community Plan and this Comprehensive Development Plan.

9.2 Development permits

- Development permit applications will be required in accordance with Appendix "D" of the Official Community Plan. All commercial development and multi-family development containing three or more units will require development permits.
- Each application will be assessed in accordance with the applicable guidelines in the Official Community Plan and this Comprehensive Development Plan.
- Zoning requirements for on-site active recreational facilities may be reduced or waived in situations where suitable safe pedestrian connections are provided to nearby or adjacent parks/open space areas.

9.3 Subdivisions and phasing

- Where alternative development standards are proposed, Council may vary current standards to accommodate the alternate.
- Adjustments to the overall development plan are likely as detailed plans are prepared for individual phases. Such adjustments may be accommodated at the subdivision stage provided that public areas are not involved or reduced.
- Trails and re-planted natural green space shall be constructed as a condition of subdivision or development permit approval of adjacent lands.

9.4 Neighbourhood communication

The developer shall undertake to ensure that new property owners are aware of future uses and phases of the project. This may be achieved by a combination of on-site signage, sales information, or notice on title, and/or general information handouts.

9.5 Development cost charges

- In consideration of the recreational facilities provided and as outlined in Section 4.0, the comprehensive development area shall not pay any development cost charge for the provision or development of parkland and recreational facilities.
- If a school site acquisition charge is imposed by the municipality, consideration will be given for the Maple Bay school site dedicated under the Land Use Contract
- The comprehensive development area shall pay all development cost charges levied for water, storm drainage, sanitary sewage, and roads.

9.6 Recreational facility financing

The developer has committed to financing the recreational facilities by providing a contribution of \$6,000 per residential lot and \$2,000 per multi-family unit, payable at the time of final

subdivision approval and building permit respectively. A restrictive covenant will be registered on the property to prohibit further subdivision or building permits for multi-family housing if the entire cost of the facilities has not been paid for or bonded for by January 31, 2007.

9.7 Off-site traffic improvement financing

The developer has committed to a contribution of \$450 per residential lot or multi-family unit to be used for intersection improvements at Kingsview and Maple Bay Roads or the extension of Donnay Drive. The contribution will be payable at the time of subdivision approval for residential lots and at building permit for multi-family units. The maximum contribution by the developer for off-site traffic improvements shall not exceed \$156,000, or payment for 360 lots/units.

9.8 Development schedule

- The golf course shall be completed before 200 residential units are registered within the comprehensive development area.
- All recreational facility upgrading as outlined in Section 4.0 shall be completed before October 31, 2007.
- The stormwater management plan required under Section 6.2 shall be completed and accepted by the municipality before construction of the golf course or construction approval of the first residential phase.

10.0 References

1. Site Servicing Review, Bullock Baur Associates Ltd., dated May 2005
2. Interface Fire Hazard Assessment, Strathcona Forestry Consulting, dated March 31, 2005
3. Traffic Impact Analysis, Evans Engineering, dated July 11, 2005
4. Proposed Instream Works, Enkon Environmental, dated April 2005
5. Building and Landscape Guidelines, RBA Architects, undated
6. Environmental Summary, Enkon Environmental, dated July 18, 2005

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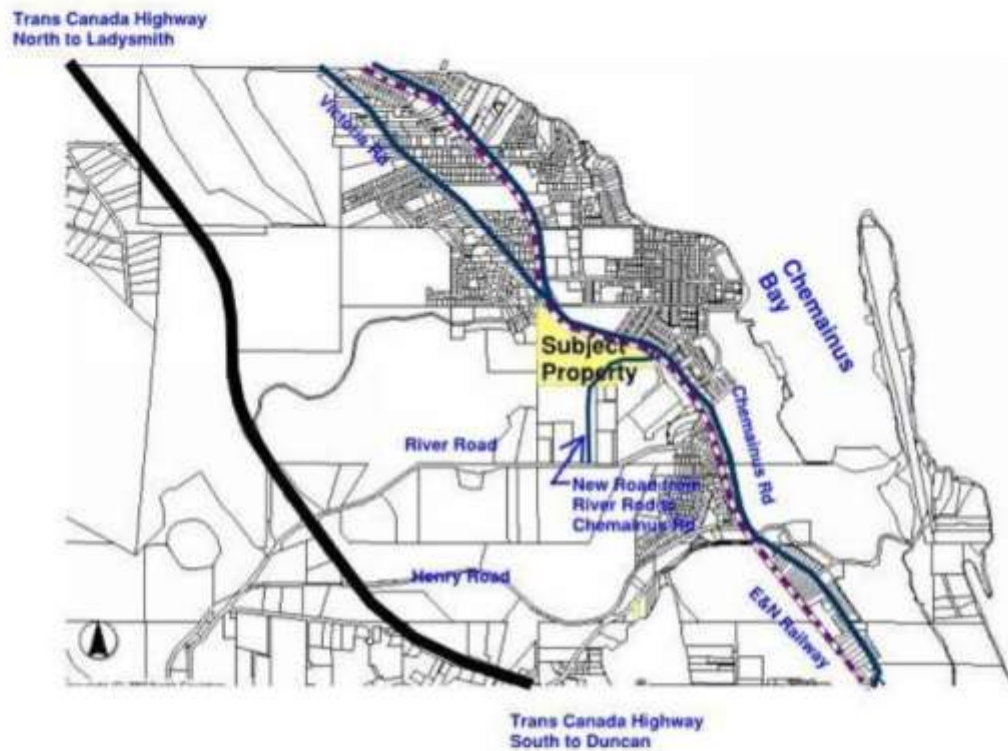


Figure 1: Site Context

1.0 Purpose

This plan has been prepared in accordance with Section 9.1 of the Municipality of North Cowichan's Official Community Plan (OCP) and will be used to guide the development of Artisan Village, a mixed-use neighbourhood located in Chemainus.

The intent of this Comprehensive Development Plan is to:

- ☐ Provide residents, land owners, and Council with assurance about the future development of the lands
- ☐ Identify how protected areas will be conserved and enhanced

- ☐ Identify the parkland, green space, and trail amenities for public use
- ☐ Identify how the site will be integrated with the surrounding areas
- ☐ Identify future land uses and densities within the development area
- ☐ Identify the urban design principles to use during subdivision and development approvals
- ☐ Outline an appropriate project phasing



Figure 2: Site Context

2.0 Setting, History, and Vision

Setting

The subject property encompasses about 13.5 hectares (33.5 acres) of undeveloped lands, located to the south west of and near the centre of Chemainus. The E and N Railway right of way flanks the north/eastern property line. Lands to the south, west and southwest are: 1. in the Agricultural Land Reserve adjacent to farmland and, 2. home to the Municipal Ball fields. To the east, the property is bounded by Elm Street, which provides access to a commercial property, the ball fields, a potential skate board park, and St. Joseph's School. Askew Creek flows north-east through the property; the creek effectively divides the lands into two sections. The Hermit Trails are a significant feature of the site. The high point of the property has views looking north and east over the harbour and to the mainland mountains beyond.

History

• *Native History*

The Cowichan Valley has been home to the first people for more than 4,500 years. The tribes originally located in villages along the Cowichan and Koksilah Rivers. From their home base they would travel to other sites for access to seasonal resources and for ceremonial uses. An Archaeological Overview Assessment of the property was prepared by I.R. Wilson Consultants Ltd. The findings indicate that no archeological sites are recorded on or near the property, which is well removed from the ocean shoreline.

• *Chemainus History*

Mining, fishing and forestry were the original industries that gave work to many immigrants to Canada including those from China, Japan, India, Scotland and Germany. The natural resource industry suffers from economic uncertainties so the people of Chemainus began to look for ways to expand their economic base. The creation of a number of large outdoor wall murals, painted by local artists, that reflect the history of the area, and the construction of a new live theatre, as well as a desire to promote local artists led to the original concept for the site – "Artisans Village". It was planned as an international campus intended to accommodate artists and artisans from around the Pacific Rim with studio and workspace and a venue to market art. The concept is to continue to recognize the artistic side of Chemainus while at the same time providing a mix of housing. The original metal gates and sculpture will be incorporated into the entry to the Hermit Trails.

Vision

The vision for Artisan Village is to create a unique mixed-use predominately residential neighbourhood utilizing open space, quality architecture, and the site's natural beauty. The Proposed Development will create a safe, pedestrian-oriented neighbourhood that provides amenities for both the residents and the larger community. The spirit of the original concept of Artisans Village will be kept alive with the incorporation of a small commercial component that will be integrated with the Chemainus town centre and provide local interest and vitality for the proposed residential development located on either side of the Hermit Park and Askew Creek.

3.0 Policy Context

Official Community Plan (2002)

The subject property is included in the Chemainus Urban Growth Centre as identified in the Municipality's 2002 Official Community Plan. The purpose of this document is to direct the development of the lands in accordance with Section 9.1 of the Plan. A mix of land uses and housing types are proposed, this Comprehensive Development Plan (CDP) sets out a structure for zoning that is somewhat flexible to address market conditions, local needs and to achieve smart growth principles.

In recognition of the new provincial legislation with respect to climate change, the intent is that Artisan Village should develop as a predominantly medium to high density residential area in close proximity to services and amenities of the Chemainus commercial and service core while enjoying the park and trail amenities within and abutting the site. The area will be both distinctive in character, and integrated with the surrounding neighbourhood. The plan establishes minimum and maximum densities, puts emphasis on pedestrian movement and quality urban design, approaches infrastructure and buildings from a sustainable perspective, integrates the development into the community, and preserves ecological systems and open space as parkland and protected area.



Figure 3: Site Planning Conceptual

4.0 Site Planning

Overall Site Planning

An integrated approach to a responsive site development that includes social, environmental, and economic considerations

- ☐ Reducing urban sprawl by:
 - Utilizing a location that is close to the existing Chemainus commercial and service core.
 - Enhancing access to transit.
 - Interconnecting to existing and future development including the nearby Chemainus commercial and service core, municipal park, other residential development, and schools.
- ☐ Protecting streams, wildlife areas, natural vegetation and open space by
 - Developing on previously disturbed sites.
 - Through the retention of the Stream Protection Enhancement Area (SPEA),
 - Provision of a landscaped Agricultural Land Reserve buffer,
 - Incorporating recommendations of the Qualified Environmental Professional(s)
 - Preserving areas for recreation.
 - Utilizing native plants between buildings, along roads, and parking areas and for restoration purposes.
- ☐ Increasing transportation choice and reducing automobile reliance
 - Supporting convenient alternative transportation choices such as walking, use of scooters and wheelchairs, cycling, and access to public transit and commuter train.
 - Prioritizing support for alternative forms of transportation with convenient safe sidewalks, trails and cycling lanes while still addressing vehicular movement and parking.
 - Preparing a complete mobility plan for the site and integrating it with the surrounding areas.
- ☐ Contribution to Municipal Road Infrastructure while
 - Working with natural site grades to create visual interest and to protect the natural features of the site.
 - Integrating appropriately with abutting sites and public roads recognizing the need for goods and services movement and addressing active transportation (alternative modes of travel).
 - Designing to accommodate the increased need for capacity created by area development.
- ☐ Preparation of a comprehensive rain water management plan
- ☐ Achieving system energy and consumption efficiencies
 - Reduction of water use by using drought resistance and/or native plants
 - All exterior mounted area, site, street, and building lighting will be non-glare, full cut-off "dark skies" and will be compliant with the Municipality's requirements

- Investigation of alternate energy sources such as geothermal
- Creation of community open spaces for people to meet including small urban plazas in the mixed use area, strategically placed seating areas, a Hermit Trailhead, and community gardens. The frequency of these kinds of spaces will be determined on the basis of good urban design principles and keeping the comfort of seniors in mind.



Figure 3: Examples of Boulevard Between Sidewalk and Road (photos by: Dan Burden 2006)



Figure 4: Community Garden Example (photo by Dan Burden 2009)



Figure 5: Pedestrian Bridge Example (photo by Dan Burden 2009)



Figure 6: Hermit Trail

5.0 Protected Areas

Askew Creek

Askew Creek will be protected with a 30m buffer in accordance with Riparian Area Regulations. Adjacent to the creek there are mature forests that maintain the important biological function of the riparian area adjacent to Askew Creek. Recommendations of the "Ecological Assessment Proposed Property Development Artisan Village, Chemainus, BC", Madrone, January 23, 2008 (*EA_Madrone 2008*) will be incorporated into site planning, construction management, and development of the site.

Hermit Trails

Along with Askew Creek, the existing Hermit Trail system is a critical feature and site amenity of value to the whole community of Chemainus. Part of this trail network is in the protected riparian area and part of it lies within the developable area. This latter area will be included in the defined park, be protected along with the SPEA and turned over to the municipality as park.

Wildlife Trees

The location of any decaying and large live wildlife trees outside the SPEA, throughout the polygons will be retained on the basis of input from an Arbourist and a Qualified Environmental Professional (QEP) based on the recommendations of the *EA_Madrone 2008*.

All site and/or construction works will meet the requirements of the provincial Wildlife Act (Section 34C) and the federal Migratory Birds Convention Act (Section 6). The areas will be checked by a QEP prior to site works or construction being implemented.

Agriculture Buffer

The agricultural buffer areas will be utilized for passive recreation and community garden uses. In accordance with the request of the Agricultural Advisory Committee, a form of covenant will be placed on title to ensure that future residents are aware of the working farm to the west of the site. A \$20,000 contribution in support of agriculture to the Municipality of North Cowichan upon approval of the Comprehensive Development Zone.

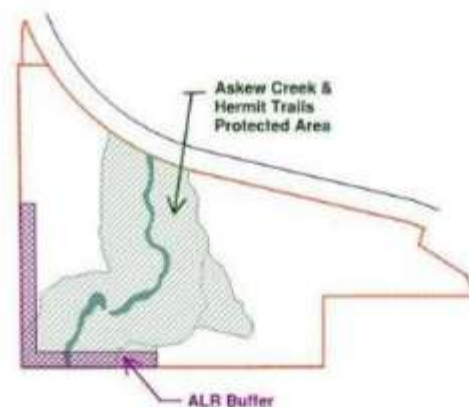


Figure 7: Protected Areas



Figure 10: Chicanes introduced along with rain management techniques



Figure 8: Management technique during construction



Figure 11: Slope Adaptive Design



Figure 9: Askew Creek

Development Practices to Protect the Environment***Slope Protection and Site Adaptation***

A key goal of the Plan is protecting the natural environment in the course of land use and development. This requires environmentally responsible development practices and the integration of natural features into development design. Existing terrain and drainage patterns will be maintained as much as possible by adapting the access roads and housing forms and main floor levels to suit the natural contours and existing site grades. Retaining walls will be minimized where possible and should not exceed 1.2m in situations where retaining walls are the only reasonable solution.

Another key goal is to integrate or protect unique or special natural features of the site such as landforms, rock outcroppings, mature trees and vegetation, drainage courses, hilltops and ridgelines. By doing so the development should maintain the aesthetic and scenic quality of the site within the community of Chemainus.

Site Management

Prior to each development, a comprehensive construction management plan will be provided to govern erosion, and sediment control, identification and restriction of construction zones to protect the park, identification of animal movement corridors and bird habitat to be protected and retained, an understanding of how soil will be removed and stored, planning the location of construction materials, construction staging, construction garbage and recycling, phasing of development, and operational issues such as time restrictions, site lighting, and access.

Rain Water Management

Provision of a comprehensive rain water management plan will be developed for the whole site prior to subdivision. The plan will be used to guide all other site development. The developer will work with the municipality to establish performance targets consistent with Environmental Best Management Practices and implement what can be practically achieved based upon the site terrain and conditions. An inventory of the existing landforms, soils and drainage conditions will be compiled and form the background for the comprehensive rain water management plan; the goal is



Figure 9: Cyclist (photo Dan Burden 2006)



Figure 8: Heritage Park

to have no adverse impact on Askew Creek, adjacent properties or downstream drainage facilities.



Figure 11: Parking Pocket (photo courtesy of Dan Burden 2006)



Figure 10: Chemainus Theatre Festival

4.0 Artisan Village Design Principles

The development promises to achieve smart growth objectives. The challenges created by smart growth development are related to achieving community livability and housing affordability. This section of the plan is intended to address achieving both density and livability.

Artisan Village will provide quality urban design, and will provide opportunities for flexible space that can enhance the lifestyle of the future residents while supporting local commercial, and a variety of forms of activity (performance, production, physical, passive).

Artisan Village will provide a significant number of dwelling units to the Municipality of North Cowichan in a compact area that has ready access to a variety of services. It has a role to play in sustainable economic development of the Municipality by addressing a number of lifestyle and life stage expectations as well as offering an interesting visitor experience.

Chemainus has developed a unique and individual character, celebrating its history, location and its people. By doing so Chemainus has created additional economic diversity to the region by attracting tourists to view its celebratory murals and enjoy the local theatre.

Chemainus is characterized by human scale buildings and streets, and has views of Stuart Channel, Thetis and Kuper Islands, and the distant mountains of the mainland. The Artisan Village site embodies physical beauty around Askew Creek and some local history that includes Charlie Abbott's unique hand on the landscape known as The Hermit Trails. The design of the development will celebrate these facets of Chemainus, keeping the streetscapes at a human scale, providing slope adaptive designs that work with the natural forms of the site, and using local materials, textures and colours on the buildings and in the landscape.

Development Vision**Figure 12: Development Vision**

Buildings are to be located on disturbed sites as indicated in Figure 3. The actual building layout is subject to the design and subdivision process taking into consideration the urban and building design concepts outlined in this CDP.

Transition

Artisan village is close to the commercial centre of Chemainus and the future residents will have ready access to grocers, pharmacists, shops, restaurants and a variety of services including health related services and facilities. Residents of Artisan Village will have ready access to adjoining neighbourhoods, municipal parks and trails, and centralized services by utilizing interconnecting trails, sidewalks and streets.

To service lands beyond, registration of a Statutory Right of Way to accommodate a service corridor will be included through the site.

Coordination of the entrance to the site on Elm Street with the balance of the existing commercial service areas will take place and involve road works with significantly improved pedestrian, rail, and vehicular connections. The entrance will invite pedestrians into the development via a paved

Deeper into the site mixed residential, assisted living and potentially long term (complex) care facilities will be developed. Each building will have ready pedestrian access to the woodlands by way of the Hermit Trail system, over Askew Creek and to the multi family site. The Askew Creek Hermit Trail System provides the nucleus for the trail system in this development. Trail connections will radiate out from this network to connect with Elm Street, Victoria Road, Chemainus Greenway, Cowichan Valley Trail, Askew Wilderness Park, to the municipally owned parks, residential on River Road, and schools as well as the central business core.

Diagram illustrating a street cross-section with various elements and their widths:

- Red building facade (5.0m wide)
- 1.0m wide sidewalk
- 2.0m wide pedestrian zone (with two people)
- 3.0m wide car lane (with a car)
- 1.0m wide pedestrian zone (with one person)
- 1.0m wide pedestrian zone (with one person)
- 2.0m wide multi-use zone (with a person)
- Tree
- 1.0m wide sidewalk (with two people)
- Total width of the main street area: 15.0m

Figure 13: Conceptual Street Cross Section

Internal Streets

The main streets of Artisan Village will be designed to encourage an open, vibrant, transparent streetscape utilizing safety principles so that users will feel safe and comfortable walking, cycling, or using a scooter. The primary street will eventually run through to River Road, providing alternative access for River Road residents to downtown Chemainus. All private and public streets on the site will address all users of the site, the streets are the main movement corridors that give priority to pedestrians and provide the interconnections to the community at large. They will include deliberate linkage with the trail system. It is the intent to design these streets to ensure that traffic is slow moving.

Continuity with the planned trail, bio-swale, road, and sidewalk system from the south through the property is anticipated.

The building sites will be oriented (fronting) to the public right of way helping to create people connectivity. To provide pedestrian comfort, buildings and landscaping will be the primary features. Landscaping will be used to provide a buffer between pedestrians and vehicular traffic and between pedestrians and street oriented individual residential front entrances. Cycling will consider both the commuter and the recreational user.

Parking, garbage, service entrances, loading areas, and mechanical systems will be placed away from public right of ways, will not be located in front yards, and will be underground. When parking cannot be underground, parking garbage, service entrances, loading areas and mechanical systems will be located to the rear or side of a building, and will be well-landscaped, and if not enclosed in the principal building, will have decorative fencing and be well-landscaped.

Parking stall quantities for this site will take into consideration the close proximity to the central business area and not overwhelm the development. To address the impacts of reduced parking, a commitment to addition trails (see Parks and Trails Amenity section under Land Use), connection of trails between and through each individual development, major commitment to active transportation, transit stops, and improved pedestrian connections at Elm Street and Chemainus Road intersection, and, in the future, Chapman, Chemainus, Old Victoria Road.

Bicycle will be provided in two forms: 1. for residents and staff; and, 2. for visitors. Where underground parking exists, resident and staff bicycle parking will be provided in secure bicycle rooms or in expanded mesh compounds or a similar appropriate option within or very near the underground parking. Optionally, bicycle parking might be provided in individual unit storage rooms or bicycle lockers near the vehicle parking areas.

Where underground parking exists, resident and staff bicycle parking will be provided in secure bicycle rooms or in expanded mesh compounds or similar appropriate option within or very near the underground parking. Optionally, bicycle parking might be provided in individual unit storage rooms or bicycle lockers near the vehicle parking areas.

A master signage and wayfinding plan, which will take into consideration the various uses and wayfinding through the site and to the surrounding areas, will be provided. The plan will include details about the location of signs, permitted materials reflecting the "artisan" nature of the community, and will be sized to suit the pedestrian scale of the planned community. No individual pylon signs will be permitted except for residential apartment style buildings. These pylon signs will not exceed 1.2 meters in height and will be designed to suit the "artisan" village nature of the site

and will be well landscaped at its base; they will only contain the name of the building and the street address.

Public Art

Public art on the site will celebrate the historic significance of the Hermit and his trails and Chemainus history and character. Public art will be added to the site to create interest and draw pedestrians through the site. Public art will be provided at the entrance to the Hermit Park, and the entrance to the development at Elm Street. Within a number of small pocket parks created at significant trail, sidewalk, and road intersections throughout the development pedestrian amenity will be built with stone features to echo structures built by the Hermit. The locations for public art will be determined at time of subdivision.



Figure 16: Local Example of



Figure 16: Train Shelter

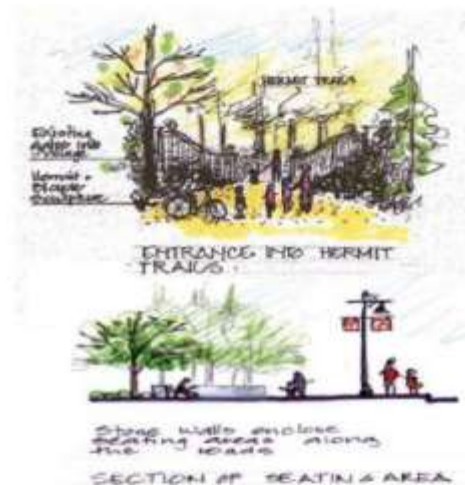


Figure 16: Entrance and Street Sketches

Building Design

The six over-arching and interrelated principles of building green will be used wherever possible for building placement and construction. These include optimizing the potential of the site while considering solar aspect, location of agricultural lands, minimizing energy usage, conserving and protecting water, utilizing environmentally preferable products where possible, enhancing indoor environmental quality, and optimizing operations and maintenance practices.

Buildings will have an enduring quality reflecting the best qualities of the forms and styles of the local and unique area. Architecture will have distinct bottom, middle, and top; will have human scale proportional massing and both horizontal and vertical articulation. The colours, materials, and scale will be contextual (culturally and historically) with the location and function of the building. Along the public right-of-way the buildings will be well fenestrated, animated, and provide a sense

of entry. Exterior building finishes are: natural and man made materials such as rock, wood, hardiplank, and fibreglass shingles; vinyl siding will not be used.

Building Design will have structures that are slope adaptive and have expressive, sloping roofs that mimic land forms and maintain the slope adaptive nature of the building (for example, cascading roof lines.)

Individual dwelling units will front onto public road, strata road, or open space wherever possible and will have individual at grade connections to the fronting road, strata road, or open space.

Recognizing that parking typically will be located underground or in the rear, consideration will be given to reducing the front yard setbacks for the ground floor portion of a building to help create an active, vibrant, transparent, safe and comfortable street and to provide for greater flexibility for site design.

Site design for the subdivision and each building will take into consideration natural forms, features, solar aspect, and views. The site design will also take into consideration the negative impacts of adjacent rural to reduce potential conflicts – the ALR lands adjacent to the property should not be negatively pressured by new residents due to reasonable farm practices.



Figure 17: Photos of Hermit Trail and Fencing Details

Landscaping

Landscape Character

The goal is to conserve and restore the native forest ecosystems. The landscape design will be natural and informal using native species where possible, with drought resistant exotics added in some areas. Cultivated, decorative and non-indigenous planting and lawns will be actively discouraged. Naturalized landscapes will be utilized in the design to reduce water use and enhance wildlife. All plants and planting will be required to meet the current British Columbia Landscape Standard prepared by the British Columbia Society of Landscape Architects and British Columbia Landscape and Nursery Association.

Design elements will be based on the Hermit trail details and fencing already on the site, see Figure 23.

All exterior lighting will be non-glare, and full cut-off, "dark skies" compliant.

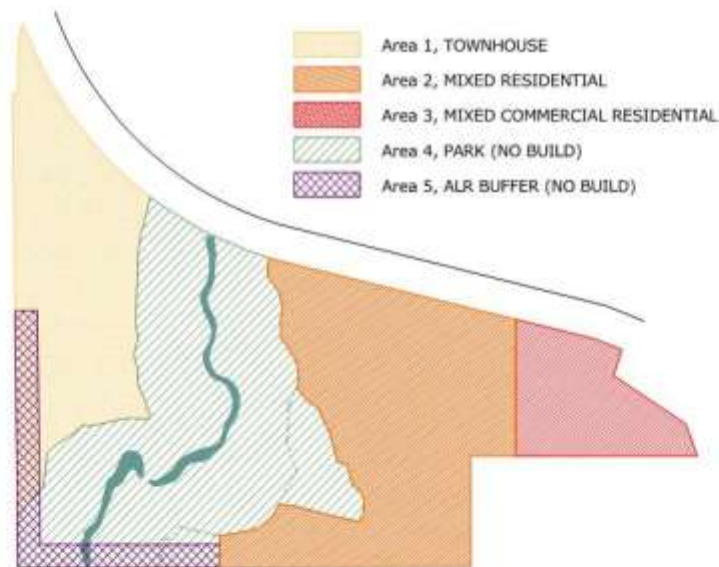


Figure 18: Areas 1 to 5

7.0 Land use

General Provisions

Figure 25 shows the general land use and layout for the site. Permitted uses will include multi-family residential in the form of townhouses and apartment condominiums, assisted living and long term seniors' facilities, and mixed commercial. Approximately 40% of the site is within protected areas. Phasing of the development is expected to begin with Area 1. Build-out will likely take 10 to 15 years. Areas 1, and 2 have both a minimum and maximum density. Area 3 has a mix of commercial and residential uses.

Affordable Housing

Ten percent (10%) of the developed housing units (not including assisted living or long term care) will be provided for the purpose of affordable housing. The units will be of a variety of tenure types (rental, ownership, families, employee, couples and/or seniors) depending on the nature of each individual development.

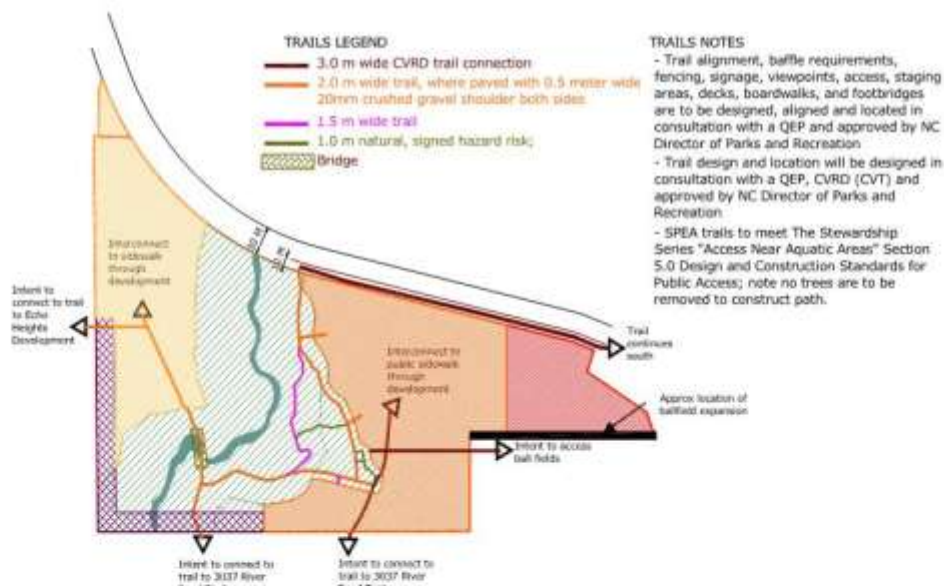


Figure 19: Trails Proposal

Parks and Trails Amenity

In addition to provision of the Askew Creek SPEA, and Hermit Trails as park, the developer will extend the existing system of trails throughout the site to link the historic Hermit Trails to Chemainus Town Centre, Askew Wilderness Park, proposed Chemainus Greenway, and the various residential buildings with trails throughout the development.

The network of trails (see Figure 25) will be a series of mixed surface trails that will also connect to sidewalks along tree lined streets and will include clearly marked safe road crossings. Small pocket parks with seat walls and benches will be located along the trail system the frequency of which will be determined at subdivision and development permit. The intent of the seating areas is to support the older and very young trail users by allowing for sitting and resting places therefore the frequency will reflect best practice for this purpose.

Provision of public parking and access to Hermit Trail Park from the planned public road will be built at the same time as the public road. Phasing and coordination of trail enhancements will be determined during the subdivision process. The Hermit Park and Askew Creek SPEA will be turned over to the Municipality prior to issuing any Development Permits.

A 7.5 meter strip of land along the north-east end of the municipal ball parks will be provided to the Municipality of North Cowichan to enhance the ball park.



Figure 20: Examples of Form



Figure 21: Steeples Assisted Living, VIHA

Land Uses for Area 1

Multi-family Residential

The western portion of the Artisan Village site is the closest to schools and is intended for family oriented housing, which would be comprised of town and stacked town houses. The mix is designed to be a combination of "affordable," "attainable" housing and "medium" family income housing. Various forms of parking include carports, garages, cluster, and on-street parking all following the principles outlined under the Urban Design section of this plan. Access to this part of the property is from Chapman Road.

Community Garden and Recreation

In addition to the separately identified trails and park, this area will also include for amenities such as community garden, and/or passive recreation areas. The trail system will allow access to the municipal park and St Joseph's School.

Density

The minimum density for this area of the site is 25 dwelling units per developable¹ hectare with a maximum density of 50 dwelling units per developable hectare.

Estimated Area

The developable area of Area 1 is approximately 2.8 hectares.

¹ Developable in this case will be the parcels created by subdivision that will not include the SPEA/park areas nor the public right of way.

Zoning

The zone (based on Residential Ground-Oriented Multi-Family Zone [R7-A]) will primarily include for stacked and row townhouse uses, a minimum density requirement, building front yard setbacks adjustments to provide building location flexibility along public and strata roads, to enhance pedestrian experience, to allow flexibility in the location of parking. Under consideration is a front yard setback for townhouse units of 2.5 m where cars are parked in the rear of the dwelling unit.

Land Uses for Area 2**Multi-family Residential**

The eastern portion of Artisan Village has ready access to the Willow Street commercial and service core that includes retail, grocery, pharmacy, and professional offices. This portion of the site features affordable, and market, mid and high density housing as well as extended care or assisted living seniors' housing. Housing is comprised primarily of townhouses to a maximum of 2.5 stories, stacked townhouse to a maximum of 3 stories, and apartment buildings to a maximum of three and four stories in height; this housing is designed to appeal to singles and couples looking for an alternative to the single family home. Consideration will be given to building fee-simple townhouses along the public road as an alternative to strata townhouses. Access to this portion of the development is from Elm Street and Chemainus Road.

Assisted Living and Long Term Care

The seniors' housing option provides a combination of care/assisted living and independent living choices in apartment style buildings with personal service care, commercial kitchen, dining room, recreation, office, staff support, and medical support. Resident and staff parking will be a combination of clustered, covered, underground and on-street. Buildings and parking will follow the principles outlined under the Urban Design section.

Density

The minimum density for this area of the site is 30 dwelling units per developable hectare with a maximum density of 100 dwelling units per hectare for apartment dwelling units.

Assisted Living Unit, with gross floor area (GFA) of less than 60m², will have an equivalency ratio of 2:1 calculated dwelling units per hectare. Complex care unit, with GFA of less than 30 m², will have an equivalency ratio of 3:1 calculated dwelling units per hectare.

Estimated Developable Area

The developable area of Area 2 is approximately 3.5 hectares.

Zoning

A new zone that takes elements from existing R7-A and Residential Multi-Family Apartment Zone [R8] zones is needed to allow primarily for the minimum and maximum density; consideration for mixed townhouse and apartment complexes; smaller front yard setbacks for town homes (min 2.5 m) where parking is located in the rear, and a maximum building height for the apartments to accommodate 4 stories and minimum roof slopes of 5:12.



Figure 22: Photos of Chemainus

Land Uses for Area 3

The entrance to Artisan Village at the far eastern side of the development is envisioned as a small commercial/residential link between the Chemainus commercial and service core and the proposed residential neighbourhoods in the central part of the property. Accessed from Elm Street, the concept is to preferably provide a live/work neighbourhood that has an arts and crafts, or artisan related commercial, office and studio space. A total of approximately 20,000 square feet of main floor commercial space is anticipated. Increases to the commercial space may be considered appropriate upon the completion of a Chemainus wide commercial space needs assessment and/or in conjunction with a Chemainus Neighbourhood Plan.

Apartments will be provided over the commercial areas, so that people may live above their businesses or utilized as condos.

The design of this area will follow the Urban Design section of this plan. The intent is to continue the "old town" historic character and style. Buildings will be clad with quality materials that reflect the best of Chemainus "main street" character, will allow for weather protection for pedestrians and sidewalk seating. Parking will be close by but away from the storefront entrances, accommodated in open-air clusters and in underground parking garages. In keeping with the heritage style, buildings will be articulated and varied so as to promote a sense of individual shops and a safe comfortable pleasant pedestrian focus. Goods and Services traffic movement will be anticipated throughout the site and taken into consideration when designing the programming of each site.

Area 4 - Stonehill Comprehensive Development Plan

1.0 INTRODUCTION

Stonehill is a new neighbourhood for the District of North Cowichan planned to ensure it has a strong "sense of place" and identity. The Stonehill community will be a blend of the West Coast theme with elements of traditional architecture and an emphasis on community and interactivity. The roads will be pedestrian friendly, the atmosphere safe.

The planning of Stonehill has been guided by a series of planning principles, which are outlined in this document. Given the strategic location of the development to adjacent open space and wildlife areas, walking and biking trails have been carefully and logically placed to create a new and expandable trail system for North Cowichan.

Stonehill is located in the South Area of the District of North Cowichan off Maple Bay Road between The Properties and Coronation Hill neighbourhoods and north of Providence Farm, See **Figures 1 & 2, Regional and Local Context Plan**. The property is approximately 53.4 ha. (132 ac.).

The Stonehill neighbourhood provides a mix of regular and small lots, patio homes and townhomes for a maximum of 300 principle dwelling units developed in phases over time. The average population of the community will be approximately 2.5 persons per household and the neighbourhood will have approximately 750 residents.

Approximately 43% of the Stonehill neighbourhood will consist of open space including natural greenways, parks, trails and riparian buffer zones and neighbourhood parks. The network of footpaths and trails will link together the development areas within Stonehill to the neighbouring properties, trails and roads.

The developer will extend Donnay Drive to the property's eastern boundary. Donnay Drive will be the main access to Stonehill. Access to Maple Bay Road will be for emergency uses only.



Figure 1 – Regional Context Plan

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Appendix 1 – Anticipated Plant List

Deciduous Trees

Vine Maple (*acer circinatum*)
Big Leaf Maple (*acer macrophyllum*)
Red Alder (*alnus rubra*)
Pacific Dogwood (*cornus nuttallii*)
Black Hawthorn (*crataegus douglasii*)
Pacific Crabapple (*malus fusca*)
Bitter Cherry (*prunus emarginata*)
Cascara (*rhamnus persiana*)

Coniferous Trees

Shore Pine (*pinus contorta contorta*)
Scots Pine (*pinus sylvestris*)
Douglas Fir (*psuedotsuga menziesii*)
Western Yew (*taxus brevifolia*)
Western Red Cedar (*thuja plicata excelsa*)
Western Hemlock (*tsuga heterophylla*)

Ferns

Deer fern (*blechnum spicant*)
Sword fern (*polystichum munitum*)

Climbers

Western honeysuckle (*lonicera ciliosa*)
Wisteria (*wisteria sinensis*)

Shrubs/Groundcovers

Strawberry Tree (*arbutus unedo*)
Red twigged Dogwood (*cornus stolonifera*)
Beaked Hazelnut (*corylus comuta*)
Salal (*gaultheria shallon*)
Ocean Spray (*holodiscus discolor*)
Lavender (*lavendula angustifolia*)
Oregon Grape (*mahonia nervosa*)
Indian Plum (*oemleria cerasiformis*)
Mock orange (*philadelphus lewisii*)
Pacific Rhododendron (*rhododendron macrophyllum*)
Red-flowering currant (*ribes sanguineum*)
Nootka Rose (*rosa nutkana*)
Red Elderberry (*sambucus racemosa*)
Evergreen huckleberry (*vaccinium ovatum*)
Red Huckleberry (*vaccinium parviflora*)
Davids Viburnum (*viburnum davidii*)

Grasses/Perennials

Switch Grass (*pannicum virgatum* "Heavy Metal")
Fountain Grass (*pennisetum alopecuroides*)
New Zealand Flax (*phormium tenax*)
Mexican Feather Grass (*stipa tenuissima*)



Figure 2 – Local Context Plan

2.0 BACKGROUND

2.1 Official Community Plan

The Stonehill property is designated in the District of North Cowichan's Official Community Plan (OCP), as shown on Map 12, as being within the Urban Containment Boundary. This designation is part of the OCP's growth management strategy that focuses new residential development of varying densities and different housing types where existing infrastructure and community amenities are available in close proximity.

There will be significant public benefit resulting from the development. There will be considerable parks and trails dedicated and constructed throughout Stonehill (approximately 43% of the property). Trails will be constructed through the property connecting new neighbourhoods and adjacent lands. Approximately 11 acres is proposed to be dedicated to BC Parks to supplement the existing Mt. Tzouhalem Ecological Reserve. Donnay Drive will also be constructed through the subject property. Contributions to affordable housing will be made through the commitment to construct perpetually affordable home ownership units and with contributions to the District's housing reserve fund.

2.2 Comprehensive Development Plan (CDP)

The OCP requires that for developments over 4 ha (10 ac) in size a comprehensive development plan be created and adopted as part of the OCP. The purpose of the Stonehill Comprehensive Development Plan is to establish the principles and objectives required to implement the project vision for the property. The plan outlines the current physical and environmental characteristics, projected population and demographics, housing types, density, affordability, uses, transportation links, community uses, infrastructure improvements, provisions for open space and parks, and phasing. The CDP must be reviewed together with the CD Zone.

2.3 History

The Stonehill Property was purchased by Norm Stone of Hillcrest Logging in the 1950's and developed as a private enterprise, with a sawmill and horse paddocks. There are roads and trails that Mr. Stone developed throughout the property making easy access to any part of the property. Mr. Stone also created a large pond at the entrance to the property with stone walls and a stone bridge to a small island. There was also an orchid green house and an aviary located by the pond.

3.0 STONEHILL COMMUNITY CONCEPT

The Stonehill vision is to create an inclusive, environmentally friendly, residential community, see **Figure 3, Land Use Plan**. The community will be designed for a range of housing types suitable for young families to seniors. Layout of the residential areas is designed to preserve and enhance the existing landforms and vegetation wherever possible.

3.1 Planning Principles and objectives

The Stonehill community will be designed, developed and implemented based on the following principles and objectives:

- Create a new neighbourhood that is compatible with and meets or exceeds the goals and objectives of the District of North Cowichan;
- Create a neighbourhood that meets or exceeds the goals of the Official Community Plan;
- Create a neighbourhood that has a distinct identity with a quality environmental and architectural style;
- Create a Comprehensive Development Zone that will allow Stonehill to develop, based on the plan objectives, with the flexibility to adapt to market demands;
- Develop a Parks, Open Space and Landscape Management Plan, which defines strategies to integrate the natural environment with development and guides the development and long term protection and maintenance of the parks and trails network;
- Provide a park and trail network that integrates with North Cowichan's Trail Master Plan and provides significant green spaces and parks;
- Create a network of paths, sidewalks and trails that links neighbourhoods (internally and to adjacent lands), provides access to parks and opens space areas and encourages walking, cycling, and other self propelling means of transportation and includes barrier free elements;
- Enhance access to transit;
- Protect the most sensitive ecosystems through buffers, dedication, and education;
- Minimize impact on existing ecosystems through sensitive siting and using best management practices;
- Preserve and enhance general habitat, biodiversity values and natural environment regimes;
- Reduce water consumption through xeriscaping using native plants, and low consumptive water fixtures;
- Develop a rainwater management plan that maximizes on site retention and fosters rainwater infiltration;
- Improve energy efficiency and encourage the use of renewable resources such as natural materials including wood, bamboo, and aggregates.



Stonehill Project - Windcrest Homes

Figure 3 – Land Use Plan

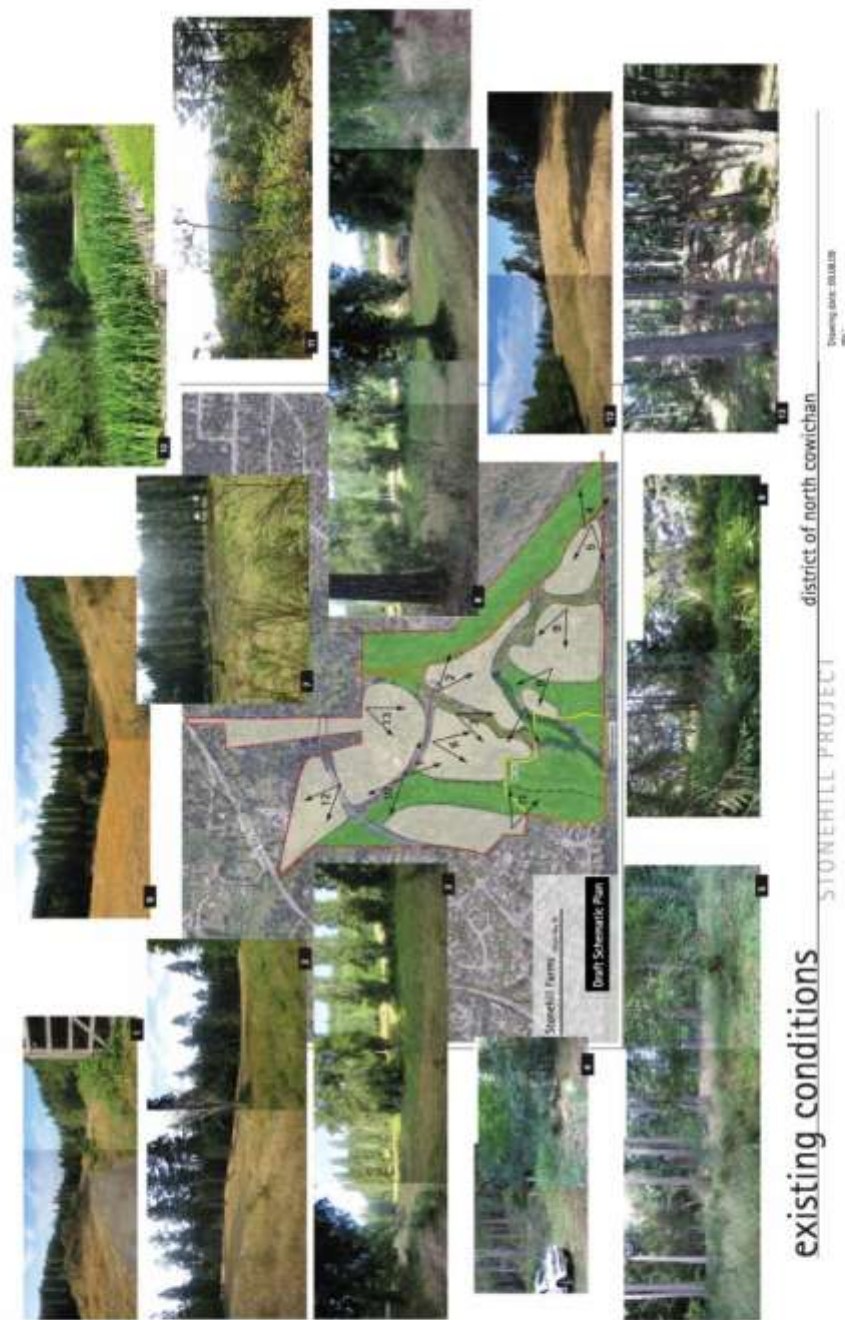


Figure 4 – Existing Conditions

4.0 ARCHEOLOGICAL MANAGEMENT

Madrone Environmental Services Ltd. (Madrone) completed an archaeological assessment of the property in accordance with the Archaeological Branch, Ministry of Tourism, Culture and the Arts *Heritage Conservation Act* (HCA) permit 2009-0360. This archaeological impact assessment (AIA) was considered necessary to (1) relocate and evaluate the extent of archaeological site DeRv-29, (2) to identify and assess any other identified archaeological resource on the property, and (3) to provide the appropriate recommendations for the management of future impacts to identified archaeological resources.

Archaeological site DeRv-29 is located in proximity to where the driveway connects with Maple Bay Road and is shown in the monitoring area outlined in Figure 3 in Appendix III. Any future ground altering activities in this area will be monitored by an archaeologist under an archaeological site alteration permit. This will be a requirement of subdivision approval.

Aside from the existing archaeological site this assessment did not identify any additional cultural materials or soils associated with archaeological sites. Two historic culturally modified trees (CMTs) were identified and recorded along the southern property boundary. The CMTs while not protected under the HCA are still considered to have traditional use value for the Cowichan Tribes and as a result the trees will be left standing with a small buffer to protect them.

Based on the archaeological assessment no further archaeological study is anticipated for the remainder of the property unless something is discovered during development in which case requirements of the *Heritage Conservation Act* must be met.

5.0 RIPARIAN AREAS & FISH HABITAT

The Stonehill Farm property consists of the upper reaches of Tzouhalem Creek, which originates on steep slopes associated with Mount Tzouhalem and flows in a southerly direction through agricultural land towards the Cowichan River. All identified drainages exhibit a seasonal flow regime, with limited fish habitat attributes. There is the potential for fish to be present in the lower reaches of Tzouhalem Creek and the Tzouhalem Creek tributary on a seasonal basis, however the waterfalls on both systems represent barriers to the upstream movement of fish.

Due to a lack of permanently wetted habitat resident fish do not occur anywhere on the property. While the drainages on site represent marginal fish habitat, surface connectivity to confirmed fish habitat (Cowichan River) exists. During initial assessments in 2005, juvenile coho salmon (*Oncorhynchus kisutch*) were observed in Tzouhalem Creek approximately 1km downstream of the southern property boundary.

A "subdivision stage" riparian assessment was completed in accordance with the *Riparian Area Regulation* (RAR) for all applicable drainages on site. The assessment included confirming connectivity of all drainages (including the open water pond) to downstream fish habitat. The assessment established a 10m Streamside Protection and Enhancement Area (SPEA) for Tzouhalem Creek and the tributary drainage. Due to the scale of this assessment, as individual properties are developed in Riparian Assessment Areas (RAAs), more focused RAR assessment reports will be completed to address site specific features.

An isolated pond occurs in the northwestern portion of the property. Given its isolated nature and absence of connected spawning habitat for the fish to regenerate naturally, there is an extremely low potential that these stocked fish still exist in the pond. Fish sampling carried out in 2005 throughout the pond returned no fish.

A 15m no vegetation disturbance zone is established adjacent to the high water mark of the pond. Beyond the expected impacts of the road extension through the riparian area, the 15 m buffer shall remain intact to preserve the value of the riparian vegetation to wildlife (including amphibians).

Any development in or around any riparian area will be guided by the Parks, Open Space and Landscape Management Plan and Environmental Management Plan. This plan will include strategies for limiting incursion into the riparian areas, strategies for irrigation, and strategies to limit the potential hazard, to the riparian area, of leachates from pesticides, herbicides, fertilizers or landscape materials (ie: bark mulch, gravel), sediment and erosion control.

6.0 ECOSYSTEMS & ENVIRONMENTALLY SENSITIVE AREAS

The study area is located in the Coastal Douglas-fir moist maritime subzone (CDFmm) on eastern Vancouver Island (Green and Klinka 1994). Most of the site has been disturbed in the recent past through logging, road building and farming activity (mainly pasture land). The forested areas that exist on the steeper slopes above the flat, central region of the assessment area are dominated by healthy stands of mature second growth Douglas-fir (*Pseudotsuga menziesii*), western redcedar (*Thuja plicata*) and bigleaf maple (*Acer macrophyllum*).

A total of thirty-six terrestrial ecosystems polygons were delineated as part of the environmental assessment for the subject property. Of these, twenty-four are forested and twelve are non-forested. Four of the polygons contain Garry oak (*Quercus garryana*) communities, which tend to be classified as Environmentally Sensitive Ecosystems (ESAs) due to their limited occurrence in BC and association with rare plants.

Five Environmentally Sensitive Ecosystems (ESAs) were identified on the upper eastern slopes through the provincial *Sensitive Ecosystem Inventory* mapping process. The eastern slopes of the study area are adjacent to the Tzouhalem Ecological Reserve which protects Garry oak woodlands and wildflower meadows. This area has the potential to contain rare plants. Three at-risk vascular plants are known to occur in the meadows and woodlands of Mt. Tzouhalem and their distribution range is in the vicinity of the eastern slopes of the property. Further assessments are required if development is proposed in the sensitive ecosystem areas.

Riparian setbacks and mature forest retention strategies are intended to sustain the ecological integrity of the site. The mature forests on the property are considered to have moderate to high ecological value because of their connections to the riparian ecosystems and surrounding forests to the south, north, and east.

Retention strategies shall include conserving portions of at-risk ecosystems such as rocky outcrops where feasible, leaving vegetated corridors along riparian areas; and conserving mature forest patches and veteran trees and snags. These retention features will complement linkages with riparian setbacks on the subject property and with adjacent forested communities on surrounding properties for the purpose of conserving available habitat and vegetation resources. Retention strategies shall be detailed in the Environment Management Plan and implemented at the subdivision and site design phase of the project and are aimed at complementing the housing development. These areas are designated as development permit areas pursuant to the Official Community Plan and therefore subject to related regulations and requirements.

7.0 WILDLIFE

Madrone assessed the property for the presence of suitable habitat for three provincially red-listed, six blue-listed, and three yellow-listed high profile wildlife species. These focal species were selected based on the BC Conservation Data Centre (CDC) tracking lists known distributions, records from the general area, and habitat availability on the property. Four of the focal species were also federally listed under the Species at Risk Act (Northern Goshawk, *laingi* subspecies and Marbled Murrelet are considered Threatened; Great Blue Heron and Red-legged Frog are listed as species of Special Concern). Riparian surveys carried out in September 2009 confirmed the presence of Red-legged Frogs on the property. This species was found in residual pools along the creek lines and also in adjacent riparian habitat. No other occurrences of at-risk wildlife were observed on the property.

Overall, the area assessed contained low to moderate suitability for the focal species. No critical or highly suitable habitat for focal red and blue-listed wildlife species was identified during field assessments. Four invasive wildlife species were identified during field assessments: Bullfrog, European Starling, Grey Squirrel and Raccoon.

Mature forest and sensitive ecosystem retention areas that are connected to adjacent forested habitat will provide habitat linkages and ecosystem function for wildlife in general. The site-specific dimensions of the wildlife corridors and retention areas will be detailed in the Environmental Management Plan and Parks, Open Space and Landscape Management Plan to be considered during the subdivision and design-phase of the project. The intent of connected corridors is to maintain the biodiversity values in the surrounding landscape.

8.0 DEMOGRAPHICS

The District of North Cowichan is located in the Cowichan Valley Regional District (CVRD). According to the 2006 census, the Municipality's population was 27,557, approximately 35% of the region's population of 76,929.¹

In 2006 there were 11,290 dwelling units in the Municipality. The numbers of housing units are estimated to increase by 315 dwelling units per year to a total of 16,009 by 2021.

Statistics Canada estimates the average household size in the District of North Cowichan to be 2.4 persons per household. While the North Cowichan report estimates 1.7 - 2.1 persons per household due to the decline in the family formation segment of the Municipal population.²

For this development the population was conservatively estimated at 2.5 persons per household.

9.0 RESIDENTIAL DEVELOPMENT

The Stonehill neighbourhood will include a variety of housing types, (small and large single family lots, some with secondary suites, and townhomes) to a maximum of 300 principle dwelling units.

The Comprehensive Development Zone will establish regulations related to siting, density, maximum height, parking, etc. The land use pattern was developed in response to the goals of protection of significant ecosystem features, physical site topographic constraints, access limitations and economic and engineering realities. Where possible, areas designated as 'significant' in the Madrone report, were incorporated within the CDP in a meaningful and sustainable manner. Further detailed site study will be undertaken through the subdivision approval process with regard to the design and exact locations of road systems, lots, building envelopes and environmental protection areas.

The exact number of units for each housing type will be determined as the various phases of the project proceed and as the market dictates. It is anticipated that Stonehill will be fully developed within approximately ten to twelve years.

General Site and Building Guidelines are outlined below:

Streetscape

- Meandering streets are encouraged.
- Sidewalks shall provide pedestrian access along boulevards.
- Large trees shall be preserved, where possible.
- Native or naturalized plants and street trees shall be used in boulevard landscaping. See Figure 5 - Neighbourhood Models for further detail;
- Vehicle traffic areas shall be kept to minimum allowable widths, with parallel street parking being provided in pullout areas;
- Building envelopes shall be staggered along the street frontage to avoid creating a "row housing" presence to the street;

Building Design

- Colours, materials, and scale will reflect the surrounding location and function of the building.
- Exterior building finishes will consist of natural and man-made materials such as rock, wood, hardplank and fibreglass shingles: vinyl siding will not be used.

¹ Economic Development Cowichan - Regional Economic Overview - "Cowichan Progress" - 2008. Cowichan

² District of North Cowichan - Population and Housing Forecasts, Beverly Suderman, May 2008.

Site Planning

- Existing terrain and drainage patterns shall be maintained as much as possible.
- Unique or special natural features of the site including rock outcroppings, drainage courses, hilltops and ridgelines shall be integrated or protected as much as possible.
- Solar aspect and views will be taken into consideration with subdivision and layout.
- The use of retaining structures shall be minimized
- Exterior mounted area, site, street, and building lighting shall be non-glare, full-cut-off "dark skies"
- Best practices for erosion and sediment control, construction management shall be utilized.
- Barrier free and CDPTED elements will be incorporated into the site planning.

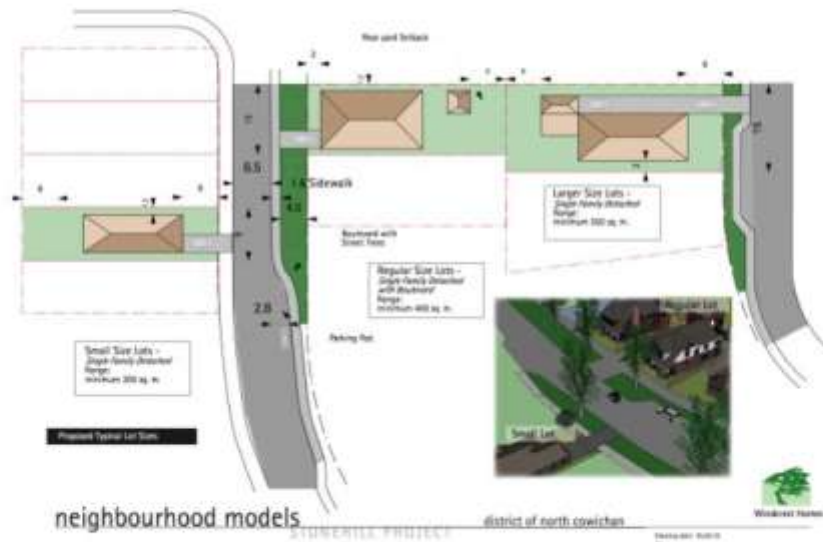


Figure 5 Neighbourhood Model

Landscape Planning

- No development is being proposed within or adjacent to the most critical sensitive ecosystem areas.
- Preserve native landscape communities within developed areas wherever possible and practical.
- Incorporate green infrastructure into subdivision/development design and layout including street trees, bioswales, rain gardens, dry streams, stockpiling and reusing existing top soils.
- Create an attractive, cohesive landscape throughout the development.
- Use water resources efficiently following xeriscaping principles that include the use of low water plants, soil improvements, efficient irrigation, use of mulches and appropriate maintenance.
- New landscaping shall be blended into the surrounding natural areas using native or naturalized species.
- Use of invasive or noxious plant species is not supported.
- Transition areas between parks/open space and residential development shall be carefully managed.
- On-site sources for planting materials such as topsoil and leaf mulch shall be used over imported

material.

- Interface wildfire risks shall be managed according to the Assessment Report.

9.1 Coronation Hill lots (Area A)

Coronation Hill lots will reflect the existing Coronation Hill residential area (to the west) in lot size and design. These homes will be designed and constructed to the highest standards and will require detailed planning and subsequent approval from the developer through a building scheme. The average lot size will be 850 square metres.

9.2 Regular single family lots (Areas C, D and F)

Regular single family lots will be located throughout the project terrain and will vary in size from 550 square metres to 800 square metres for Two family dwelling lots. Two family dwellings lots will be permitted on corner lots, exclusively, to take advantage of driveway and entry separation. The average density for regular lot detached housing is approximately 15 units per hectare (six units per acre). Secondary suites are permitted on single family lots exclusively.

9.3 Small lots (Area B)

Small lots will be located on the flatter topography and they are intended to provide a more affordable housing alternative. Housing options include detached single family dwelling units on lots with a minimum size of 325 m². Secondary suites will not be permitted in this area. The small lots will also be located more central to the neighbourhood area.

9.4 Townhouse (Area C, E, and F)

The Townhouse properties are located, generally, around the central neighbourhood and areas where higher densities supporting the areas are preferable. The maximum density is 30 units per hectare (12 units per acre) with a minimum lot size of 2000 m². A maximum of five attached dwelling units per building will be established;

9.5 Density

The maximum number of principle dwellings is 300. Secondary suites which are permitted on regular single family lots in Areas C, E, and F are not considered principle dwellings and are not included in this total. The numbers of units in each of the areas will be determined by the developer based on market conditions.



Figure 6 – Housing Precedents



Figure 7 – Community Concept

10.0 AFFORDABLE HOUSING

Ten percent (10%) of the principle dwelling units in Area B (small lots) will be established as affordable home ownership units. Contributions to the housing trust fund in the amount of \$500 per principle dwelling unit will be provided through the subdivision approval process for each phase. A Housing Agreement bylaw will be adopted in order to secure these amenities. Small lot subdivisions and secondary suites provide additional affordable housing options.

11.0 PARKS & OPEN SPACE

Stonehill is located adjacent to Providence Farm and BC Parks Ecological Reserve - Mt. Tzouhalem both areas being significant recreational, environmental and open space features in North Cowichan (see **Figure 9, Parks and Open Space Plan**). A goal for this development is to enhance existing green space values and provide valuable corridors within the community and connections to adjacent open spaces. Approximately 43% of the subject property will be retained as parks and open space.

11.1 Park Donations

11.1.1 Park - Addition to BC Parks

7.6 ha (19.5 acres) of forested land on the eastern portion of Stonehill is proposed to be dedicated to BC Parks and added to the Mt. Tzouhalem Park Reserve lands. This area incorporates valuable wildlife habitat and unique terrain.

11.1.2 Area 1 (Sawmill)

The developer is proposing to dedicate over 6 ha (15 acres) of land on the northern boundary of Providence Farm. The existing original Stone Family mill site is within this area and will be retained for its heritage and educational values.

11.1.3 Nature Park

Approximately 8.5 ha (21 ac.) of undisturbed land is proposed to be dedicated as nature park. Within these areas trails will be constructed linking North Cowichan's trail system and the various neighbourhoods within Stonehill.

11.1.4 Community Parks

Several parcels of developable land are proposed to be dedicated as Community Park. Where topography allows, park spaces will be developed for neighbourhood use including paths and small play equipment. These areas will be designed in conjunction with the District of North Cowichan to meet District standards.

11.1.5 Pathways

A network of pathways is proposed throughout Stonehill linking internal neighbourhoods to each other, community amenity spaces and to the regional trail corridors.

11.2 Open Space

11.2.1 Creek and ESA Buffers

Significant green belt corridors will be retained for habitat protection along the various watercourses throughout the property. Enhancement measures will be developed on a case by case basis through

the Environmental Management Plan. Trails will be located outside the streamside protection and enhancement areas with limited visual access to the creeks at appropriate locations such as the waterfalls.

11.2.2 Trail Network Design

The trail and pathway network within Stonehill will be laid out in the Parks, Open Space and Management Plan and will be designed to meet District of North Cowichan standards. The Plan will confirm trail widths, materials, drainage and siting throughout the development approval process. Where trails are in close proximity to sensitive environments appropriate fencing and signage will be erected to protect the areas and educate the trail users.

11.2.3 Trail and Open Space Signage

The trail and open space network will be supported by a comprehensive signage program. Place identifiers will mark local parks and trail heads. Wayfinding markers will clearly direct trail users within Stonehill and to adjacent open space corridors. An interpretive signage system will highlight significant historic and environmental features within the project.

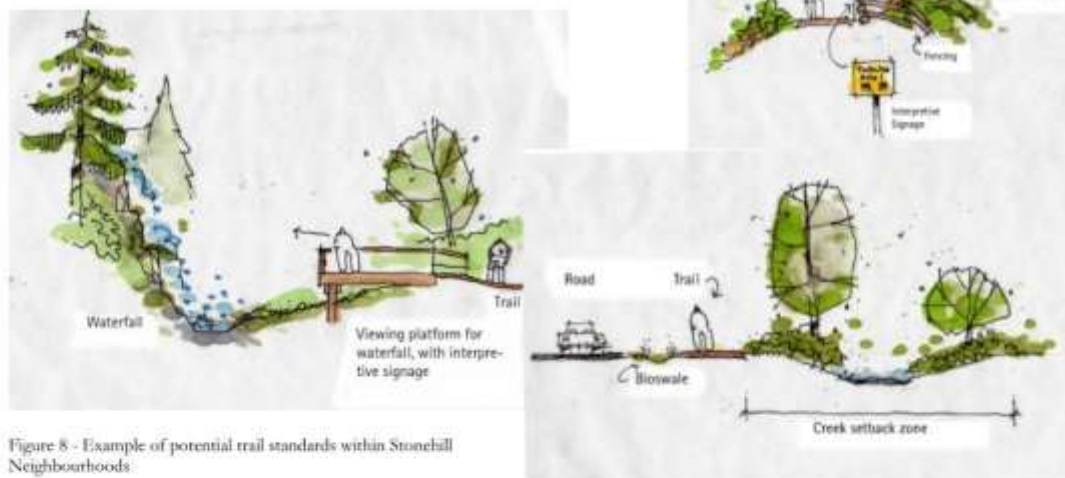


Figure 8 - Example of potential trail standards within Stonehill Neighbourhoods

11.3 Parks, Open Space and Landscape Management Plan

Throughout the development phases all park and open spaces will be transferred to the appropriate jurisdiction: municipal, regional or provincial. A comprehensive Parks, Open Space, and Landscape Management Plan (POL Management Plan) will be developed prior to any subdivision or development of the land and is intended to ensure the ongoing health and integrity of these public investments.

The purpose of the POL Management Plan is to provide guidelines to protect and enhance the natural values of the land while enabling some development to proceed and the Stonehill development to be viable.

The primary goals of the POL Management Plan are to:

- Protect existing sensitive ecosystems
- Protect and enhance habitat opportunities for fish, plant and wildlife
- Provide opportunities for circulation and recreation which is non intrusive and compatible with the existing landscape values
- Encourage careful development that protects and enhances natural environmental values
- Develop opportunities for community education of natural environments

The POL Management Plan will establish the locations and extent of trails and parks based on their intended use, 'best practices', accessibility and design standard, connections and any long term maintenance requirements for the subsequent property owner.

Due to the various sensitive ecosystems scattered around the subject property controlled recreational access will be established for some of these areas. The legal mechanism by which this will be achieved will be discussed through the Parks, Open Space and Landscape Management Plan and secured through the development approval process and include dedicating public parkland to various jurisdictions. Ownership or management agreements may be considered with Providence Farms for a portion of the open spaces of the site.

Within recreational areas adjacent to or containing the most sensitive areas protection shall take a three-pronged approach. These three prongs will be further defined in the POL Management Plan:

Controlled Access:

Locate and develop designated travel corridors located where people want to go, with access to places of interest.

Where trails pass through sensitive areas, adequate boundaries or barriers will be established through well-designed fencing, edging or railings. Companion signage will be utilized to explain the importance of remaining on the designated trails.

Develop several semi-enclosed viewing platforms located on the upper bluff will dissipate interest in more sensitive rocky outcroppings in the region.

Mountain bikes and equestrian uses will be prohibited.

Trails will not be designated as off leash areas.

All users will be encouraged to remain on designated trails at all times.

Education:

The two main elements of this approach include communication and self policing.

Effective public education of the unique characteristics and challenges associated with the site will help to establish a level of awareness and stewardship of the environment.

Interpretive signage will be an integral part of open space development.

Information pertaining to the importance of protecting sensitive ecosystems will be installed in strategic locations such as staging areas.

Where they exist use existing information brochures about the significance of the various sensitive ecosystems found in our region circulated to the adjacent neighbourhoods and made available at trailheads and staging areas.

Maintenance and Monitoring

A long term maintenance and monitoring plan shall be established in the Parks, Open Space and Landscape Management Plan for the long term protection of these features.

Using the benchmark of the existing conditions for comparison the long term health of sensitive ecosystems can be monitored, (by the appropriate jurisdiction). As practiced in other large park networks, POL management plans must be flexible to respond to issues as they arise over time. Trail realignment, landscape rehabilitation and assertive education may be required in the future if landscape values are compromised by human interaction.

Figure 9 – Park and Open Space Plan



Stonehill Project - Windcrest Homes

12.0 INFRASTRUCTURE

12.1 Water Supply

The municipal water system is being modelled to determine if the correct level of service can be provided to existing and proposed homes for domestic and fire flow. (see Figure 10).

The installation of these works including any off-site upgrades will be paid for by the developer.

12.2 Sanitary Sewer

The developer must request inclusion into the local sewer service area according to the North Cowichan Sewer Master Plan. The development will be serviced using a gravity sewer system and a pressure system, both municipally owned. The municipal sanitary sewer system is being modelled to confirm system capacity and requirements for any offsite improvements. (see Figure 11).

The installation of these works including any off-site upgrades will be paid for by the developer.

12.3 Fire Protection

The North Cowichan (Maple Bay) Volunteer Fire Department will provide fire protection for the Stonehill Lands.

12.4 Rainwater Management

Rainwater management for the development will use the existing pond and natural watercourses as well as several constructed methods. Ground water recharge trenches will be constructed at the top of slopes where feasible to allow runoff to be directed to the ground and absorbed and treated. Features such as ponds, wetlands, bioswales, rain gardens, and dry streams will be constructed within the site to ensure no net increase in stormwater runoff (volume and peak flows) (see Figure 12). A comprehensive stormwater management plan shall be prepared by the developer prior to any subdivision, development or alteration of land. The Plan will need to identify downstream capacity and impacts as well as any off site improvements.

The installation of these works including any off-site upgrades will be paid for by the developer.

12.5 Hydro, Telephone, Cable and Gas

All utilities and all service connections to buildings will be underground as required by the North Cowichan.

13.0 WILDFIRE INTERFACE PLAN

13.1 Objective

Strathcona Forestry Consulting prepared the Wildland Urban Interface Fire Hazard Assessment for the Stonehill Development. The assessment identified an interface fire hazard ranging between moderate to high. Forested slopes along the southwestern and eastern boundaries of the property pose an elevated interface fire risk and therefore require monitoring and mitigative measures that shall be incorporated into the development approval and ongoing management of the lands. As development progresses fire hydrants meeting current fire flow standards, accessible reservoirs, clearing for roads, development areas and the creation of fire breaks, and roads and vehicle accessible trail networks and the incorporation of other recommendations of the assessment will downgrade the fire risk for the subject property.

The objective of the plan is to ensure that development within interface fire hazard areas are managed such that:

The risk of damage to property or people from interface fire hazards is minimized; and

The interface fire hazards are mitigated while still addressing environmental issues.

A follow up assessment will be completed prior to any subdivision approval confirming the status of the fire hazard.

14.0 TRANSPORTATION

14.1 Main Collector Road

The main collector road for Stonehill will link with Donnay Drive, an arterial route. It will be designed to accommodate parking in pods, street trees, attractive lighting and views throughout the site.

14.2 Project Road Network

The road network within Stonehill will be designed to follow the contours of the land, retain existing vegetation where possible and safely move people around the site. Traffic calming measures will be integrated into the detailed design of the road profiles (see Figure 13).

14.3 Transit

The location and geometry of the collector road will be planned to facilitate usage by transit services. Sidewalks, trails and pedestrian linkages between neighbourhoods facilitate easy access to future transit services.

15.0 IMPLEMENTATION

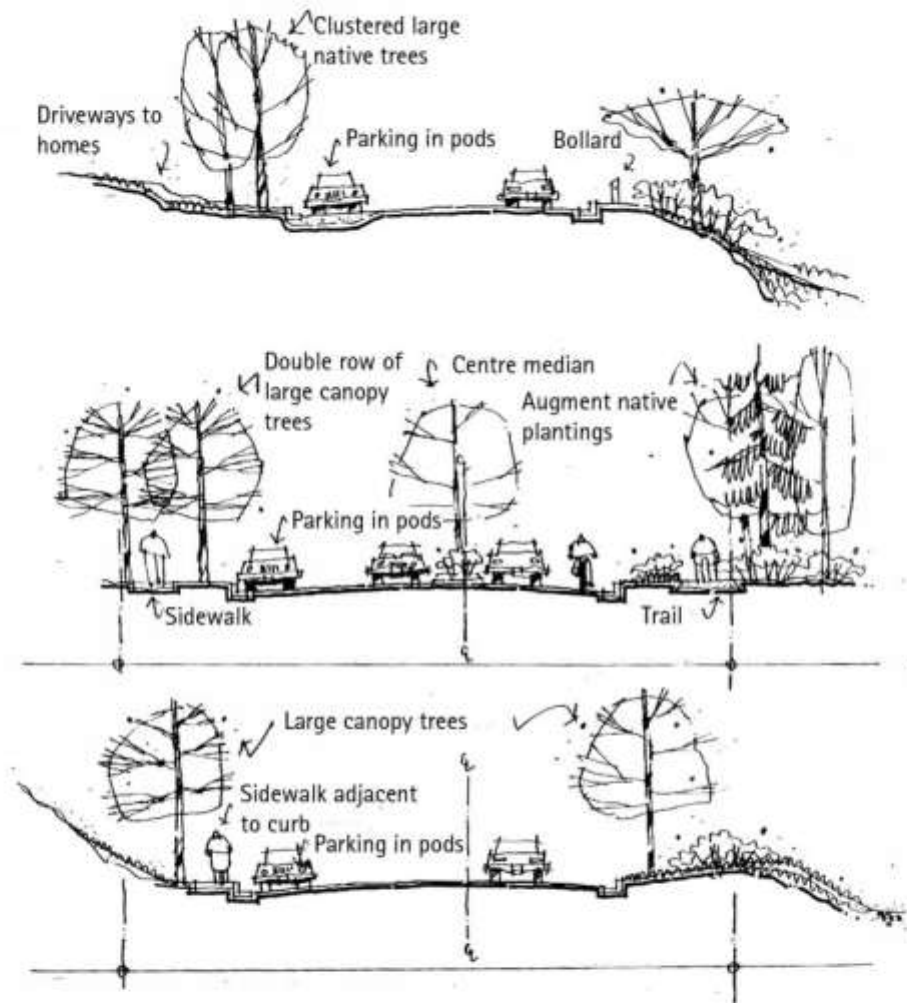
15.1 Land Use Bylaws

15.1.1 Stonehill Neighbourhood

A Comprehensive Development (CD) Zone is proposed to be adopted for the Stonehill neighbourhood in conjunction with the CDP. The CD zone will establish the densities, uses and setback requirements, allowing flexibility for the different uses proposed in the neighbourhood plan. A phased development agreement between the landowner and the District of North Cowichan is also proposed to be adopted by bylaw at this time. This development agreement between North Cowichan and the Land Owner gives assurances that the landowner will provide the services and amenities in the agreed upon time frame.

15.2 Phasing

Market conditions and the implementation of access and services will determine the phasing of Stonehill. The quality of services and amenities shall be consistent throughout all development phases of Stonehill. It is anticipated that the completion of all phases of development will take ten to twelve years.



Local Road Standards with parking in pods

Appendices

Appendix I Environmental Assessment

Appendix II Wildfire Interface Plan

Appendix III Archaeological Review

Appendix IV Geotechnical Review

Figure 10



Figure 11



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Figure 12



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Figure 13

