

TOWN OF LAKE COWICHAN

OFFICIAL COMMUNITY PLAN

Bylaw No. 910-2011

A Bylaw to adopt the Official Community Plan.

WHEREAS Section 876 of the *Local Government Act* provides that a local government may adopt and amend one or more official community plans to guide decisions on planning and land use management;

AND WHEREAS Section 875 of the *Local Government Act* provides that a local government may have a community plan prepared or revised and such plans shall be expressed in writing and may include plans, maps, tables or other graphic material and shall include statements and map designations for the area covered by the plan;

AND WHEREAS In accordance with the *Local Government Act*, the Council has undertaken the necessary consultations and other steps required for the adoption of the new official community plan.;

NOW THEREFORE, the Council of the Town of Lake Cowichan in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as "Town of Lake Cowichan Official Community Plan Bylaw No. 910-2011".
2. For the purpose of expressing the policies for the development of the Town of Lake Cowichan, the Municipal Council hereby adopts the Town of Lake Cowichan Official Community Plan and the plan maps and appendices, marked Schedule "A", which shall be an integral part of this bylaw.
3. If any section, subsection, sentence, clause or phrase contained within this bylaw is, for any reason, held to be invalid by the decision of any Court of competent jurisdiction, the invalid portion shall be severed and the decision that it is invalid shall not affect the validity of the remainder of the bylaw.
4. The "Town of Lake Cowichan Official Community Plan Bylaw No. 673, 1998", and all amendments thereto, are hereby repealed on adoption of this bylaw.

READ THE FIRST TIME on the 20th day of September, 2011.

READ THE SECOND TIME on the 20th day of September, 2011.

PUBLIC HEARING HELD PURSUANT TO THE LOCAL GOVERNMENT ACT on the 25th day of October, 2011.

READ THE THIRD TIME on the 25th day of October, 2011.

RECONSIDERED, FINALLY PASSED and ADOPTED by the Municipal Council of the Town of Lake Cowichan on the 25th day of October, 2011.

Ross Forrest
Mayor

Joseph A. Fernandez
Corporate Officer



Town of Lake Cowichan Official Community Plan



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1 Introduction

Purpose of the Official Community Plan

This document constitutes the Official Community Plan for the Town of Lake Cowichan and is prepared in accordance with the provisions of the *Local Government Act* of British Columbia. It establishes a framework of policies and guidelines for land use and development within the Town. Each section contains goals which will be met by carrying out the objectives and policies.

The intent of the Plan is to assist residents and Council in achieving long term, sustainable development objectives that are consistent with community values and priorities. This Plan is intended to protect and enhance areas within the Town of Lake Cowichan. It is also intended to give residents some certainty as to what kinds of developments may be permitted in the community. It is a guide for residents, property owners, business people, developers and investors to assess the appropriateness, scale and potential of their prospective developments in Lake Cowichan. In cases where a development is proposed that may be harmful, the burden of proof lies with those proposing the action, rather than with those advocating protection. This precautionary principle is a keystone of the objectives and policies of this Plan.



2 Community Vision

*Our vision is to create
a vibrant, healthy, sustainable community
that exists in harmony with the natural environment,
enjoys a balanced economy,
supports all generations and
provides the opportunities
to satisfy diverse social needs.*



Stone Park



3 Context

3.1 Plan Area

The Plan area (as shown on the map on Schedule "A") is comprised of approximately 950 hectares. The Community Plan area borders Cowichan Valley Regional District's Electoral Area "F" (Cowichan Lake South/Skutz Falls) and Electoral Area "I" (Youbou/Meade Creek). The surrounding jurisdiction and the Lake Cowichan First Nation Reserve are not included within the Plan area.

The Town is located in the Cowichan Valley on southern Vancouver Island, approximately a thirty minute drive west of Duncan. The Cowichan Valley Highway (Highway 18) connects the Town to the Trans-Canada Highway. From there, one can travel to Victoria or Nanaimo and connect to other transportation routes. Lake Cowichan is the gateway to the West Coast, which includes the beautiful wilderness areas such as Carmanah Walbran Provincial Park and trailheads to the West Coast Trail at Bamfield and Port Renfrew.



Lake Cowichan sits on the east end (the "foot") of Cowichan Lake, the second largest lake on Vancouver Island. The Cowichan River runs from Cowichan Lake, through town, to Cowichan Bay.

The Town is located within a maritime climatic zone, and generally experiences warm, dry summers and mild, wet winters. The average annual snowfall is around 14 cm, although it can vary significantly from year to year. The area can be subject to severe wind storms. Summer temperatures are warmer than those of the coastal areas, with average temperatures around 25 degrees Celsius or higher.



3.2 History

Until the end of the 19th century, the pristine waters of Cowichan Lake had been under the stewardship of the area's aboriginal people, who called it 'Kaatza', meaning 'Great Lake'.

At the turn of the century the forest around the lake had already been discovered by the outside world. Soon the area became a small logging community, exporting a treasure trove of huge logs. Harvested logs were floated down the adjoining Cowichan River to points of delivery.



Houses appeared on the lakeshore, creating a small community that was originally called Sutton Creek before the turn of the 20th century. In 1910 news of a rail line resulted in a name change to Riverside and then to Cowichan Lake. In 1922, the community came to be known as Lake Cowichan.

Timber was in worldwide demand so the community prospered through two World Wars. The Depression had little effect overall on the isolated community, which, in the year 1944, became incorporated as a Village.

A Community Plan was unheard of. The rules were sparse until the newly elected Council enacted a few needed ordinances. A community plan was prepared in 1974 by British Columbia's Department of Municipal Affairs.



In the year 1996, the village became a town requiring substantial rules and regulations befitting the needs of an increasing population. Thus, an updated community plan became a necessity to responsibly and fairly address the needs of the growing Town. In the late 1990s the Town prepared its own Official Community Plan. It was adopted by the Town Council in January of 1999.

3.3 Economy

Historically the economy was built and sustained by the logging industry which began in the late 19th century. Large saw mills operated in Lake Cowichan and in the surrounding area for many years until the closing of the Youbou Mill in 2001.

The industries were served for much of the first half of the 20th century by two railways, the Esquimalt & Nanaimo and the Canadian National Railway. The railways spurred the development of the Town and by 1912 it boasted a railway terminus, hotel, government fish hatchery and its own mail service.

Over the past several decades tourism has become a significant component of the economy. An increasing number of workers are also commuting to Duncan and as far as Victoria for jobs. In many respects, Lake Cowichan is becoming a “bedroom” community.

Retail trade now comprises the largest sector of the labour force at 14.9%, eclipsing the still sizable, but declining, logging and forest products sector at 14.6%. Accommodation and food services comprise 13.5% of the workforce; healthcare and social assistance 6.9%; and professional, scientific and technical services 3.8 %.

Unemployment was relatively high in 2001 at 16.6%, declining somewhat to 12.5% in 2006. Many high school graduates need to look for work beyond the Town. Overall, however, the total labour force has grown from 1270 in 2001 to 1440 in 2006, an increase of 13.4%.

3.4 Population Change & Demographics

Statistics Canada reports that the 2008 population of Lake Cowichan was 3,015. The population increased from 2,964 in 2007 at the same growth rate as the provincial average of 1.7%. In the period 2001-2006, it grew by 4.3%, which was lower than the BC-wide growth of 5.3% and the CVRD growth of 6.8%. Between 1986 and 2006 the population grew from 2,170 to 2,948, an increase of 794 people representing a 37% increase over the 20 year period (see Figure 3.1).

Stats BC estimate a population growth rate averaging about 1% per year for the Cowichan Valley over the next 20 years. Lake Cowichan, given its smaller population base and historical growth rate of 1.5%, may grow at a slightly faster rate than the Valley as a whole. An average 1% rate of increase will project a population of 3,808 with an average annual increase of 34 households per year over the 20 year planning time frame. An average rate matching the historical rate of 1.5% represents an average annual increase of 53 households per year and a population of 4,276 by 2030 (see Table 3.1 and Figure 3.2). Future growth in population of the Town, as well as with the rest of the region, may be attributed to migration from other locations.



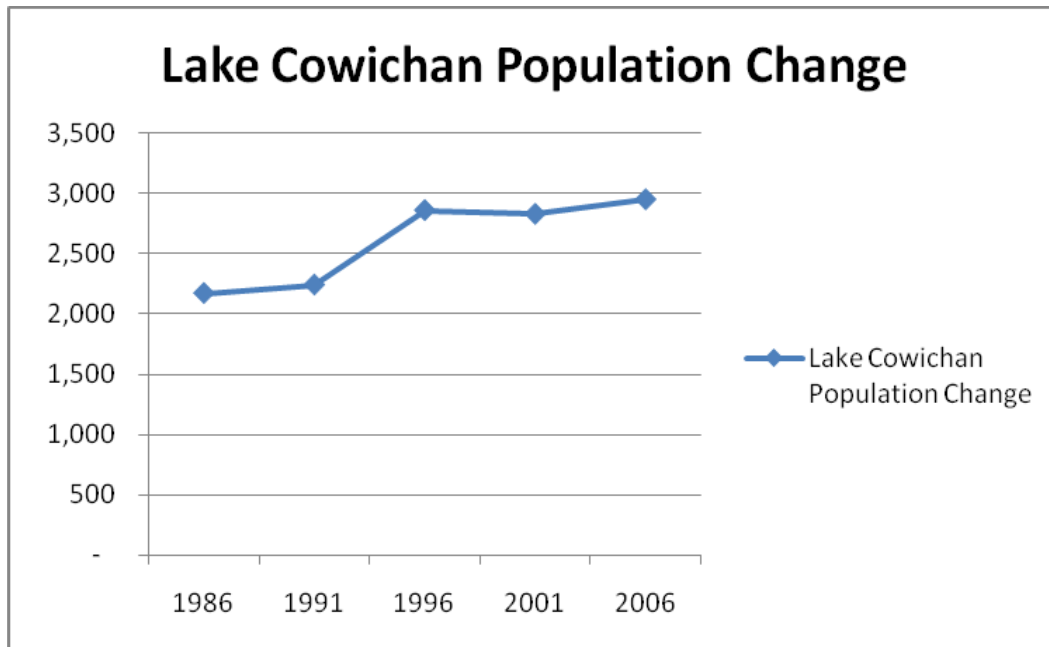


Figure 3.1 Lake Cowichan Population Change

Population Growth Projections			
	1.5% Annual Average	1% Annual Average	
2010	3,141	3,099	
2015	3,430	3,287	
2020	3,725	3,473	
2025	4,013	3,650	
2030	4,276	3,808	
2035	4,498	3,939	
2040	4,713	4,059	
2045	4,929	4,182	
2050	5,109	4,283	

Table 3.1 Population Growth Projections



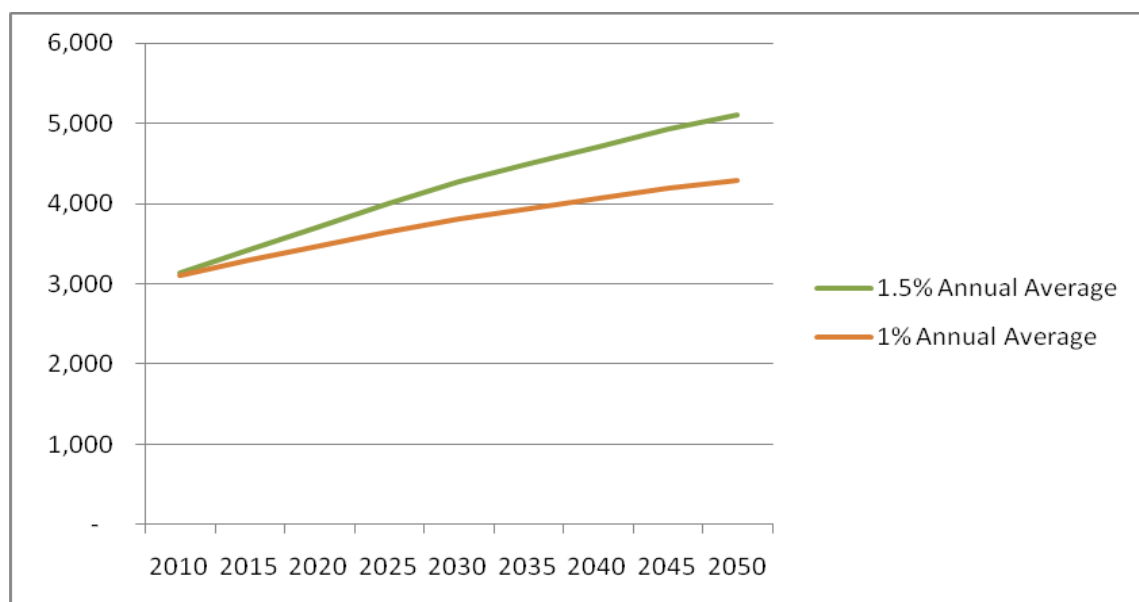


Figure 3.2 Population Growth Projections

Note for Figure 3.2: Growth rates based on BC Stats' annual averages for the Cowichan Valley Region. Derived annual growth rates are applied to Lake Cowichan. BC Stats project only to 2035. Growth rates to 2050 simply extend the final year's projected rate to 2050 using 0.9% for the 1.5% average; 0.6% for the 1% average.

The population demographics of Lake Cowichan are characterized by an aging population. Approximately 40% of the residents are over the age of 50. The attractiveness of the area to retirees has significant implications for the type and location of housing, as well as services and the design of the built environment. Also, the 2006 census showed there were 810 families that had children living at home. The average household size is 2.24, slightly lower than BC as a whole and consistent with Vancouver Island.

School enrollment has seen a significant drop over the past decade. While once there were several elementary schools around the lake, there are now only two, Palsson and AB Greenwell. These elementary schools have had varying configurations, but have mainly been K/5. Up until 2002, grade 5 students attended Stanley Gordon Middle School for grades 6/8, but this closed as of June 2002. At this time, Lake Cowichan Secondary changed its configuration from 9/12 to 6/12. In 1998 there were 1063 students enrolled in K-12. School District 79 figures for 2010 show a substantial drop to 532. A report prepared by Yates, Thorn & Associates projects a modest increase by 2023 to 692 students.¹ (See Figure 3.3, prepared by Yates, Thorn & Associates)

¹ Project Identification Report: Lake Cowichan Elementary School, School District 79, April 2009



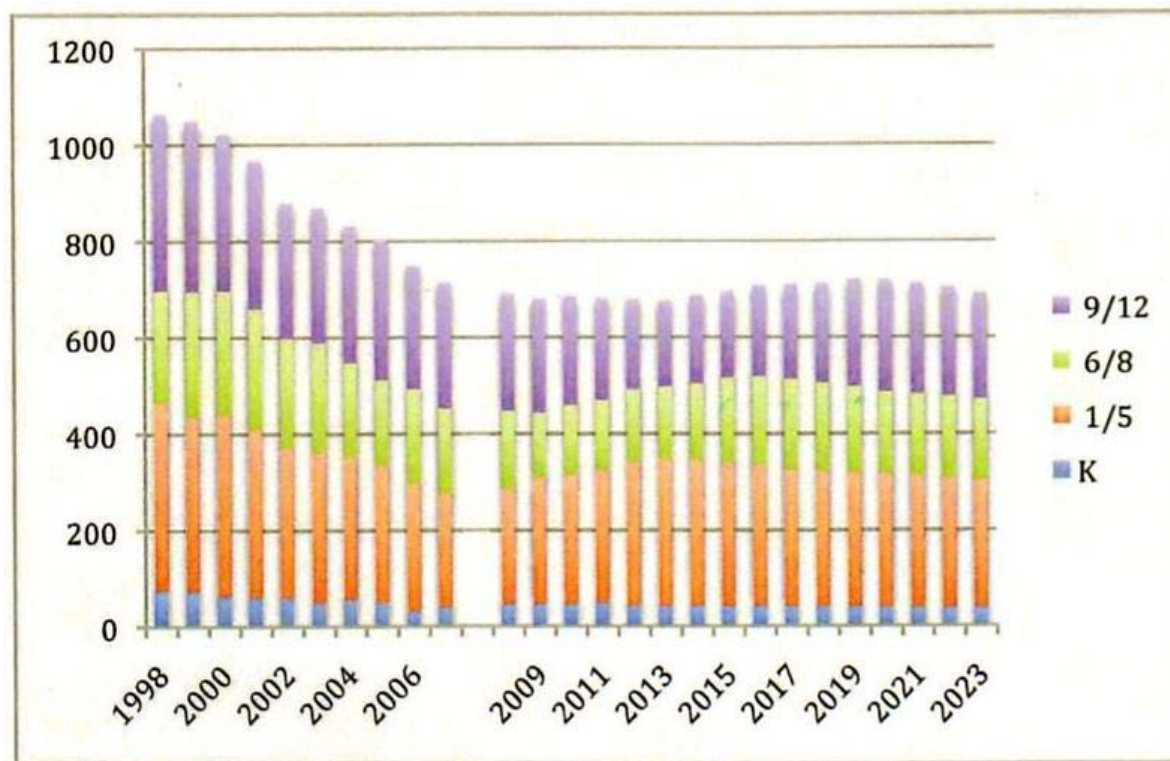


Figure 3.3 Projected Enrolments to 2023 for the Cowichan Lake Area

3.5 Housing Stock & Future Demand

A large portion, or 60%, of the houses in Lake Cowichan were built before 1980. The 1990s saw a high rate of residential construction. Another 30% was added to the housing stock after the slow period of the 1980's. Since 2004, there has been an average of 27 new residential dwellings constructed each year.

The 2006 Canada Census and local data show that the Town of Lake Cowichan has 1260 occupied private dwellings, of which 75% are single family dwellings, 12% multi-family dwellings, and the remaining 13% comprising of duplexes, semi-detached and movable dwellings.

Existing approved development will provide for approximately 380 additional dwelling units: a 7 to 11 year supply. Additionally, there is sufficient zoned land to accommodate an additional 4,700 units at maximum permitted densities. These numbers only reflect total potential units and not the extent to which affordable, rental, special needs and seniors housing needs may be met. Policies need to be strategically implemented to ensure that appropriate housing is available for all household types, special needs and income groups.

3.5.1 Affordable and Special Needs Housing

a) *Affordable Housing*

The Canada Mortgage and Housing Corporation (CMHC) suggests that no more than



30% of gross household income should be spent on housing. Affordable housing provides a means to reduce the proportion of household income dedicated to mortgage payments and rent.

Social Planning Cowichan reports² that within the Cowichan Valley Regional District, 41% of renters spent over 30% of their gross household income on rent. These figures are even higher in Lake Cowichan, where 54.4% spend more than 30% of their income on rent. Within the Cowichan Valley Regional District 15% of home owner's spend over 30% of their income on housing³.

b) Special Housing Needs

i) Housing Needs for Women and Children

Social Planning Cowichan identifies safety, poverty, rent prices and home security as top issues to be addressed in considering the housing needs of women and children.

Scaled to income housing choices such as subsidized apartments are very limited. Discussions with women experiencing housing issues and agencies assisting them, point to very few safe, affordable housing options. The only two subsidized housing complexes for women and families have long waiting lists. The Duncan Lions Housing Society and the M'Akola Housing Society are the only 'scaled to income' housing choices for low-income women and families.

While affordable housing is essential, 'quality' housing is just as important, community agencies note. Green spaces play grounds, neighbors and pleasant, safe surroundings were identified as key housing components for women and families.

ii) Housing for People with Disabilities, Including People with Mental Illness and Addictions

According to Social Planning Cowichan the Cowichan region has the largest per capita number of people with developmental or disability challenges in the province (18-19% compared to 14-16% of the BC population). Lack of appropriate housing and a lack of recognition for the need are troubling concerns for some community agencies. Most people rely on income assistance and are unable to afford market rents. The few affordable housing complexes that do exist do not serve singles or couples with disabilities.⁴

² Social Planning Cowichan, "Inadequate Shelter in the Cowichan Valley," spring, 2007.

³ Canada Census 2001.

⁴ Jim Harnden, Cowichan disAbility Resource Centre, interview, 2010.



iii) Seniors

In 2001, 16.9% of the population living in the CVRD were seniors (12,190). This number is higher than for the rest of BC (13.6%). It is estimated that between 2001 and 2031, Cowichan residents over 75 years will grow by 7,714 (147%) and the number of people 55 to 64 years will grow by 4,747 (61%). Women outnumber men, a trend that is expected to continue. As seniors age they need a continuum of care ranging from independent/supportive living to assisted living to residential care. One non-profit organization, the King George Seniors Affordable Housing Society (which operates Evergreen Place), provides affordable housing for seniors in Lake Cowichan.

3.6 Plan Framework

3.6.1 Legislative Authority

The authority for the Council of a Municipality to prepare or revise an Official Community Plan is set out in Section 876 of the *Local Government Act*. While an Official Community Plan does not commit the Council to undertake any of the projects suggested or outlined herein, all bylaws, enactments, permits issued, and works undertaken by the Town of Lake Cowichan shall be consistent with the provisions of this Plan.

Under the terms of the *Local Government Act*, an Official Community Plan is a statement of broad social, economic and environmental objectives to be achieved. As the guiding document for Zoning and Subdivision Bylaws, the *Local Government Act* specifies that a Plan shall include designations and land use policies regarding the provision of public facilities (schools, parks, etc.), preservation of significant natural, scenic and recreational areas, and expressions of policy for residential densities in the community, provision of services, and distribution of major land uses. This Plan includes the four land use designations of: Residential; Commercial and Tourism; Recreation, Parks and Institutions; and Development Permit Areas.

The Local Government Act also requires that the Official Community Plan include the location of sand and gravel deposits located within the Town. There is a provincially identified sand and gravel deposit located adjacent to Lake View Park Campground. This deposit is currently under the jurisdiction of the Town.

3.6.2 Relationship of the Official Community Plan to other Town Bylaws and Plans

The Official Community Plan is the primary guiding document for the creation and implementation of the Zoning Bylaw, Subdivision Bylaw, and various related land use oriented Bylaws such as the Sign Bylaw. It provides direction for more detailed transportation planning, specific parks and trail plans, downtown revitalization strategies and a range of functional plans the Council may wish to consider such as ones addressing renewable energy or economic development.



The Zoning Bylaw is arguably the most relevant in terms of the implementation of land use policies, particularly those related to specific land use designations in this plan. The relationship of this plan's land use designations to specific Zone districts is summarized in Table 3.2 below. Generally, land use designations of this plan are broad in scope and reflect multiple objectives; Zone districts are more specific and reflect more narrow purposes. Typically there are several Zone districts which may implement one land use designation as shown on the Land Use Map.

Table 3.2 OCP Plan Land Use Designations and Implementing Zone Districts		
Official Community Plan Designation	Zoning Bylaw	
	Districts that implement OCP Designation	Symbol
Downtown	Multi-Family Residential	R-3
	General Commercial	C-1
	Mixed Use Commercial	C-1-A
	Business Commercial	C-4
	Lakefront and Riverfront Commercial	C-3
	Public Use	P-1
Urban Neighbourhood Compact	Urban Residential	R-1
	Multi-Family Residential	R-3
	Mixed Use Commercial	C-1-A
	Public Use	P-1
Urban Neighbourhood	Single Family Residential	R-1-A
	Suburban Residential	R-2
	Medium Density Residential	R-5
	Mobile Home Park Residential	R-4
	Modular Home Residential	R-4-A
	Lakefront and Riverfront Commercial	C-3
	Public Use	P-1
Neighbourhood Centre	Local Commercial	C-2
	Public Use	P-1
Highway Commercial	Highway Commercial (<i>proposed</i>)	
Tourist Commercial	Lakefront and Riverfront Commercial Zone	C-3
	Mixed Use Commercial	C-1-A
	Water Recreation	W-1
Institutional	Public Use	P-1
Parks and Open Space	Public Use	P-1
Urban Reserve/Comprehensive Development	Comprehensive Development	CD
	Public Use	P-1
Industrial	Light Industrial	I-1



3.6.3 Plan Process

In 2002, Council saw a need to identify what should be retained in the Official Community Plan (adopted January, 1999), as well as what revisions should be made to accommodate a community in flux. Changes in the forest industry were leading to slower growth in Lake Cowichan, affecting the economy and the needs of the residents.

Work on a new Official Community Plan was begun on March 17th, 2003 by the Advisory Planning Commission. Continual changes in the make-up of the Commission lengthened the review process. This was not entirely unbeneficial; new members invigorated the process and provided useful input.

The current Advisory Planning Commission consists of Chris Rolls, Chair, and members Janeen Bakewell, Hazel Beech, Rita Dustow, Pat Weaver, and Les Bowd.

Bill 27, the “Green Communities” Act, required communities to identify within their Official Community Plans policies, targets and actions to reduce greenhouse gas emissions. A deadline of May 31, 2010 encouraged the Town to address this matter in advance of the remainder of the Official Community Plan update. Accordingly, policies, targets and actions were discussed by the Sustainable Community Development Committee on April 13th, 2010, a community meeting on April 14th, 2010 and a public hearing and Council adoption on April 27th, 2010.



4 The Natural Environment

4.1 Introduction

The Plan area has, in close proximity, a diverse natural environment that includes wetlands, streams and rivers, rocky bluffs, diverse lakeshores, and mountainous steep slope areas. These areas provide critical habitat for a wide variety of fish, birds, other wildlife, and plant species, and provide the basis for the high quality of life for its residents. The rich resource of land base is also characterized by competing land uses, including residential, commercial, light industrial, institutional, and recreational uses. While all forms of human activity have some impact on the natural environment of the region, the challenge is to ensure that land use occurs in such a way that respects and preserves natural ecosystems.



Beach at Lake Cowichan

Hazardous lands such as steep slopes and along watercourses require special attention, particularly as these lands are also viewed as desirable for development. These lands are identified within Watercourse Protection Development Permit Area (DPA-1) and the Natural Hazard Lands Development Permit Area (DPA- 2). All development proposals will be subject to clear guidelines and careful scrutiny.

It is necessary to acknowledge that many federal and provincial agencies, such as the Ministry of Environment, the Ministry of Forests, the Ministry of Agriculture, Food and Fisheries, the Ministry of Energy and Mines, the Ministry of Transportation and Infrastructure, and the Ministry of Health, all have a role in managing land and water resources, and within their respective jurisdictions, have legislative authority that supersedes local government bylaws.



4.2 Goal

To preserve, maintain and enhance areas which are of natural, scenic, cultural, heritage and recreational value.

4.3 Objectives

- a) To identify, protect and enhance natural areas, including stream corridors, for the long term benefit of natural ecosystems, including fish, wildlife and plant habitat.
- b) To encourage the rehabilitation of damaged natural aquatic spawning and rearing areas in consultation with the local and senior levels of government, community groups and property owners.
- c) To reduce and prevent air, land and water pollution.
- d) To maintain the water quality of Cowichan Lake and the Cowichan River.
- e) To minimize the impacts of natural hazards on human life and activity.
- f) To ensure a healthy water balance approach to rainwater management for all development.

4.4 Policies

- 1) For the purposes of this Plan, environmentally sensitive areas include areas identified as sensitive ecosystems in the provincial Sensitive Ecosystem Inventory (SEI), all watercourses, including lakes, rivers, streams, wetlands, and the riparian habitat areas associated with them. The Town will identify other sensitive habitat areas that will require protection in the future.
- 2) All development and land alteration within the Watercourse Protection Development Permit Area (DPA-1) will be carefully scrutinized in accordance with the development permit area guidelines.
- 3) To reduce the threat of flooding, in evaluating all development proposals within the Plan area where it is believed there may be some potential deleterious impact on neighbouring watercourses, the developers shall be required to:
 - i. Provide details of the anticipated increased runoff from land clearing and site development;
 - ii. Outline a program of storm water retention by which an increase in site runoff from the subject parcel may be prevented or minimized, and water quality and quantity improved; and
 - iii. Undertake any other environment impact assessments or geotechnical studies as may be required.
- 4) New development and land alteration on steep slopes over of 30% shall be restricted with respect to the degree of "cut and fill," slope stability, hydrological considerations and aesthetic considerations in accordance with the Natural Hazards Development Permit Area (DPA-2) guidelines.



- 5) All development proposals will achieve a water balance in a manner that maintains pre-development hydrology.
- 6) Council shall not support the establishment of any major water using industry, should that industry's rate of water consumption jeopardize the fish bearing capability of watercourses in the area or the water supply of the Town.
- 7) Encourage the return of the bottom of Cowichan Lake to the Crown.
- 8) Encourage and support conservation efforts by groups to identify, improve and rehabilitate areas with good potential for fish and wildlife habitat.
- 9) Manage and, where possible, eradicate invasive non-native plant species.



5 Climate Protection

5.1 Introduction

Subsequent to the passage of Bill 27 (Green Communities Act), Section 877 of the Local Government Act requires Official Community Plans to include community-wide targets, policies and actions for the reduction of greenhouse gas emissions in the area covered by the plan. Corporate targets addressing municipal operations are voluntary.

Bill 44 identified province-wide targets as follows:

- (a) by 2020 and for each subsequent calendar year, BC greenhouse gas emissions will be at least 33% less than the level of those emissions in 2007;
- (b) by 2050 and for each subsequent calendar year, BC greenhouse gas emissions will be at least 80% less than the level of those emissions in 2007.

The legislation is not prescriptive. Local governments may choose to set their own targets and are encouraged to establish secondary, community supported targets.

The Town of Lake Cowichan is a signatory of the BC Climate Action Charter, which commits the Town to monitor and report on corporate (local government operations) and community emissions, and to be carbon neutral by 2012.

The goals, objectives, targets and policies set forth in the Official Community Plan have been considered and reviewed by the Advisory Planning Commission, the Town Council, and Town staff in consultation with community stake-holders.

5.2 Goal

To minimize the Town's impact on climate change by reducing corporate and community-wide greenhouse gas emissions.

5.3 Objectives

- a) To monitor and reduce corporate and community-wide energy consumption and emissions.
- b) To consider the impacts on climate change as an important factor in decision-making related to land use, site planning, building design, transportation and infrastructure.
- c) To promote the development of renewable energy sources that will reduce reliance on energy sources that create greenhouse gas emissions.
- d) To collaborate or partner with other organizations, government agencies, communities and other stakeholders, to achieve emissions reduction goals.



5.4 Community-Wide Targets

- a) Reduce community-wide greenhouse gas emissions by 33% by 2020, and 80% by 2050, relative to 2007 levels.

5.4.1 Secondary Targets

- a) By 2020 reduce greenhouse gas emissions by achieving the following:

- (i) Reduce average energy demand for buildings:

- 1. homes by 20%;
 - 2. commercial buildings by 30%; and
 - 3. institutional buildings by 30%.

- (ii) Achieve a transportation mode share⁵ as follows:

- 1. 65% for automobile (car, truck, van) trips as driver;
 - 2. 12.5% for automobile trips as passenger;
 - 3. 15% for walking trips;
 - 4. 5% for cycling; and
 - 5. 1.5% for transit.

- (iii) Reduce the fossil fuel component of resource recovery (solid waste) by 50%.

- b) By 2050 reduce greenhouse gas emissions by achieving the following:

- (i) Reduce average energy demand for buildings:

- 1. homes by 50%;
 - 2. commercial buildings by 70%; and
 - 3. institutional buildings by 70%.

- (ii) Achieve a transportation mode share as follows:

- 1. 25% for automobile (car, truck, van) trips as driver;
 - 2. 22% for automobile trips as passenger;
 - 3. 30% for walking trips;
 - 4. 15% for cycling; and
 - 5. 7% for transit.

- (iii) Reduce the fossil fuel component of resource recovery (solid waste) by 75%.

⁵ This target is for all trips. Current available data is for commuting trips only, based on the 2006 Canadian Census. In future years it will be beneficial to gather data on all trips.



5.5 Corporate Targets

- a) Reduce corporate greenhouse gas emissions by 20% by 2012, 33% by 2020 and 80% by 2050.

5.5.1 Secondary Targets

- a) By 2012 reduce greenhouse gas emissions by achieving the following:
 - (i) Reduce vehicle fleet fossil fuel consumption by 20%;
 - (ii) Reduce facility fossil fuel consumption by 20%;
 - (iii) Reduce water supply operations energy consumption by 20%;
 - (iv) Reduce sanitary sewer operations energy consumption by 20%; and
 - (v) Reduce energy consumption of resource recovery operations by 20%.
- b) By 2020 reduce greenhouse gas emissions by achieving the following:
 - (i) Reduce vehicle fleet fossil fuel consumption by 50%;
 - (ii) Reduce facility fossil fuel consumption by 50%;
 - (iii) Reduce water supply operations energy consumption by 30%;
 - (iv) Reduce sanitary sewer operations energy consumption by 30%; and
 - (v) Reduce energy consumption of resource recovery operations by 50 %.
- c) By 2050 reduce greenhouse gas emissions by achieving the following:
 - (vi) Reduce vehicle fleet fossil fuel consumption by 80%;
 - (vii) Reduce facility fossil fuel consumption by 80%;
 - (viii) Reduce water supply operations energy consumption by 50%;
 - (ix) Reduce sanitary sewer operations energy consumption by 50%; and
 - (x) Reduce energy consumption of resource recovery operations by 80%.

5.6 Policies

5.6.1 Community

- a) The Town will encourage and promote active transportation by adding and improving walkways, trails, sidewalks and cycling facilities.
 - (i) Specific actions that may be taken include the development of an Active Transportation Plan and a "Safe Routes to School" programme.



- b) The Town will encourage and promote transit use, car-pooling, car-sharing and Transportation Demand Management⁶ strategies to reduce automobile vehicle miles travelled.
 - (i) Specific actions that may be taken include the promotion of commuter vans and internet-based ride sharing.
- c) The Town shall review its current policies, and adopt policies to give incentives or priority for development that meets high energy efficiency or green design standards (such as LEED⁷ or Built Green). This may involve the development of a policy to require or incentivize land use and building permit applications to meet green design standards.
- d) The Town shall seek funding and opportunities for partnerships to achieve reductions, foster public awareness and gain support for climate change mitigation strategies.
 - (i) Specific actions that may be taken include incentives for property owners to obtain solar hot water tanks, improve home insulation, upgrade to thermal windows, replace oil and propane heating with renewable energy sources, and to install ground source thermal heating.
- e) The Town shall consider energy consumption, efficiency and emissions when considering applications for development, rezoning and subdivision. This may be done through the development of a sustainability checklist to evaluate the impacts of new development.
- f) The Town will explore the feasibility of low CO2 emissions renewable energy or energy conservation projects, such as a resource recovery energy plant that uses organic material to create heat and energy.
- g) Specific actions may include a partnership with other communities and possibly form a Town-owned energy utility.
- h) The Town will encourage landowners to retain and plant trees and other vegetation, including the planting of rain gardens, in order to improve air quality, manage storm water runoff and offset carbon emissions.

⁶ **Transportation Demand Management (TDM)** is a general term for strategies that result in more efficient use of transportation resources.

⁷ LEED stands for Leadership in Energy and Environmental Design. It is an internationally recognized third-party rating system and benchmark for the design, construction and operation of high performance sustainable buildings. In BC, it is administered by the Cascadia Green Building Council. <http://www.cagbc.org/leed/systems/index.htm>



5.6.2 Corporate

- a) The Town shall take action to reduce energy consumption and emissions for its corporate operations, including its facilities, vehicles, and infrastructure. Chosen actions will be developed into a long term plan that will guide future actions for the Town.
- b) New Town-owned buildings will be multi-use and meet high energy efficiency and green design standards such as LEED certification. Existing buildings will undergo energy assessments and retrofits as funding allows.
- c) The Town will formulate a strategy for its vehicle fleet, through joining a green fleet program such as Energy Environment Excellence (E3) Fleets Program, administered by the Fraser Basin Council, and aim to attain a green fleet rating.
- d) The Town will continue to monitor the performance of its lighting, water and wastewater systems, and make improvements to reduce energy consumption and emissions.
- e) The Town will continue to plant trees and other vegetation, in order to improve air quality, manage storm water runoff and offset carbon emissions.



6. Housing

The provision of human shelter is a fundamental need that must be met in a variety of ways for a diverse population with diverse needs and abilities. The Province requires that this plan address the approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least five years. This plan addresses those needs broadly within a 25 year time-frame and more specifically within the five year time-frame. Furthermore, the Local Government Act requires objectives and policies addressing affordable, rental and special needs housing. Social Planning Cowichan has provided data, analysis and policy recommendations on affordable and special needs housing⁸ (see Appendix A “Lake Cowichan Fast Facts” for selected statistics).

The 2006 Canada Census and local data show that the Town of Lake Cowichan has 1260 occupied private dwellings, of which 75% are single family dwellings, 12% multi-family dwellings, and the remaining 13% comprising of duplexes, semi-detached and movable dwellings. With an estimated population in 2006 of 2,827 the average household size is 2.24, slightly lower than BC as a whole and consistent with Vancouver Island.

Stat BC estimates a population growth rate averaging about 1% per year for the Cowichan Valley over the next 20 years. Lake Cowichan, given its smaller population base and historical growth rate of 1.5%, may grow at a slightly faster rate than the Valley as a whole. An average 1% rate of increase will project a population of 3,939 with an average annual increase of 34 households per year over the 25 year planning time frame. An average rate matching the historical rate of 1.5% represents an average annual increase of 53 per year and a population of 4,500 by 2035.

Existing approved development will provide for approximately 380 dwelling units: a 7 to 11 year supply. Additionally, there is sufficient zoned land to accommodate an additional 4,700 units at maximum permitted densities. These numbers only reflect total potential units and not the extent to which affordable, rental, special needs and seniors housing needs may be met. Policies need to be strategically implemented to ensure that appropriate housing is available for all household types, special needs and income groups.

6.1 Goal

To ensure inclusive neighbourhoods that meet the needs of the all residents, including seniors and those with special needs, within close proximity to shopping, personal and medical services, financial services and public transit.

⁸ *Affordable Housing and Child Care in Lake Cowichan*, Social Planning Cowichan, February 2010.



6.2 Objectives

- a) To provide for residential development which is a logical extension of the existing community, maintains the character of the Town and provides an alternative mix of residential forms and tenures.
- b) To provide for a broad range of household types and income groups including seniors, and those with special needs.
- c) To mitigate negative impacts between varying densities of residential development while providing, where possible, an appropriate mix of residential forms within neighbourhoods.
- d) To achieve a minimum of 20% of all new housing units to be affordable in accordance with this plan's definition of affordable housing.

6.3 Policies

6.3.1 General Policies

- 1) Future residential development shall proceed as a logical extension to existing neighbourhoods and services in order to maintain the continuity, form and character of the Town.
- 2) Infill development shall be encouraged in existing residential areas to ensure efficient utilization of vacant residential lands. These areas include, but are not limited to, all "south shore" areas, the "north shore" areas of River Road and Macdonald Road, and the recently annexed Greendale neighbourhood.
- 3) Infill development must be fully serviced in accordance with the Subdivision Bylaw.
- 4) Infilling shall be encouraged in existing residential areas to ensure efficient utilization of vacant residential lands.
- 5) The maximum height of buildings shall not exceed 10.5 m in order to ensure adequacy of fire protection.
- 6) Senior's housing development is encouraged and may include, for example, assisted living, independent/supportive and residential care type facilities.
- 7) Special needs housing is encouraged in close proximity to, community services, shopping and public transit.
- 8) Affordable housing can be provided by the private, non-profit, cooperative, and public sectors separately or through partnership models.
- 9) Affordable housing includes a variety of tenure models including ownership, rental, co-housing, and cooperative.
- 10) There shall be no net loss of existing multi-family affordable housing.
- 11) Adequate provision and location of amenities such as parks, trails and recreation facilities will be made to the satisfaction of the Town.



- 12) All planning for new growth shall make provision for affordable housing, which may be achieved through any of the following:
 - i. Affordable ownership housing,
 - ii. Purpose-built affordable rental units,
 - iii. Secondary suites, or
 - iv. Setting aside land for development by a not-for-profit housing provider.
- 13) Appropriate Plan designations for housing and their complimentary Zone Districts shall be in accordance with Table 7.1.
- 14) All residual lands shall be dedicated to the Town of Lake Cowichan for public purposes which may include parks and open space, municipal or public safety buildings and minor public works such as lift stations pump stations and similarly scaled public required works.
- 15) Residential densities in Lake Cowichan shall not exceed the maximums identified in Table 7.1, except where additional density is approved in accordance with the density bonus policies of this plan.

Table 7.1 OCP Plan Designations (with Residential Uses) and Complimentary Zone Districts			
Official Community Plan		Zoning Bylaw	
Designation	Maximum Density Units/ha	Districts that implement OCP Designation	
Urban Compact/Central	40	Urban Residential	R-1
Urban Neighbourhood	20	Single Family Residential	R-1-A
		Suburban Residential	R-2
		Medium Density Residential	R-5
Downtown	100	Multi-Family Residential	R-3
Manufactured Home Park	40	Mobile Home Park Residential	R-4
		Modular Home Residential	R-4-A
General Commercial	100	General Commercial	C-1
Institutional	100	Parks and Institutional	P-1

6.3.2 Density bonus policies

- 1) Density bonuses can be utilized in the development process where more efficient use of a site would occur as a result of innovative, environmentally sensitive design and construction methods being applied. Public benefits may also include walkways, child care facilities, tree preservation, landscaping, stream preservation, environmentally sensitive area or heritage area preservation, community facilities and works or similar facilities.



- 2) Council may grant a density bonus of up to 25% for development that provides affordable housing, seniors housing, special needs housing or other public benefit.
- 3) Council may grant a density bonus of up to 25% for development proposals that dedicate a minimum of 15% of the developable portion of the site with vegetation, slopes, scenic attributes or other amenities which enhance its use as open space.
- 4) The following policies shall apply to qualifying Density Bonuses:
 - i. Where amenities such as walkways, parks or other similar forms of amenities are provided Council shall require public access be guaranteed through registration of a covenant on title;
 - ii. A restrictive covenant shall be registered in perpetuity in the name of the Town of Lake Cowichan against the title of the land, at the time of registration of subdivision, prohibiting any lot created from the original parcel from being subdivided where the aggregate average of all lot sizes does not permit further subdivision of the original parcel;
 - iii. The construction of amenities by the developer prior to registration of a subdivision or granting of a building or occupancy permit, require the registration of a covenant on title to ensure the amenity is provided, include the amenity as a requirement in a housing agreement or require the provision of a letter of credit or cash equal to the value of the amenity to be held as security to ensure the amenity is delivered;
 - iv. All provisions otherwise applicable to the lot continue to apply when bonuses are permitted;
 - v. Where development abuts a watercourse the Riparian Areas Regulations shall apply; and
 - vi. All residual lands shall be dedicated to the Town of Lake Cowichan for public purposes which may include parks and open space, municipal or public safety buildings and minor public works such as lift stations pump stations and similarly scaled public required works.
- 5) Cash in lieu of density bonuses is not permitted.



7 Downtown

Downtown Lake Cowichan lies primarily along Lake Cowichan Highway and South Shore Road and is bisected by the Cowichan River. Although primarily commercial in nature, the Downtown designation provides for the broadest range of uses within the entire Town and also includes office, multi-family residential, seniors and special needs housing, institutional, parks and recreation uses. Two of the Town's most popular parks, Saywell Park and Central Park, lie within Downtown, providing important public gathering places.

Traditional goods and services such as groceries, hardware and banking are found primarily north of the Cowichan River, along Cowichan Lake Road. Tourist oriented commerce is focused on the shores of Cowichan Lake along South Shore Road. Between these two centres are the civic oriented uses of the Town Hall, Library, and Post Office.

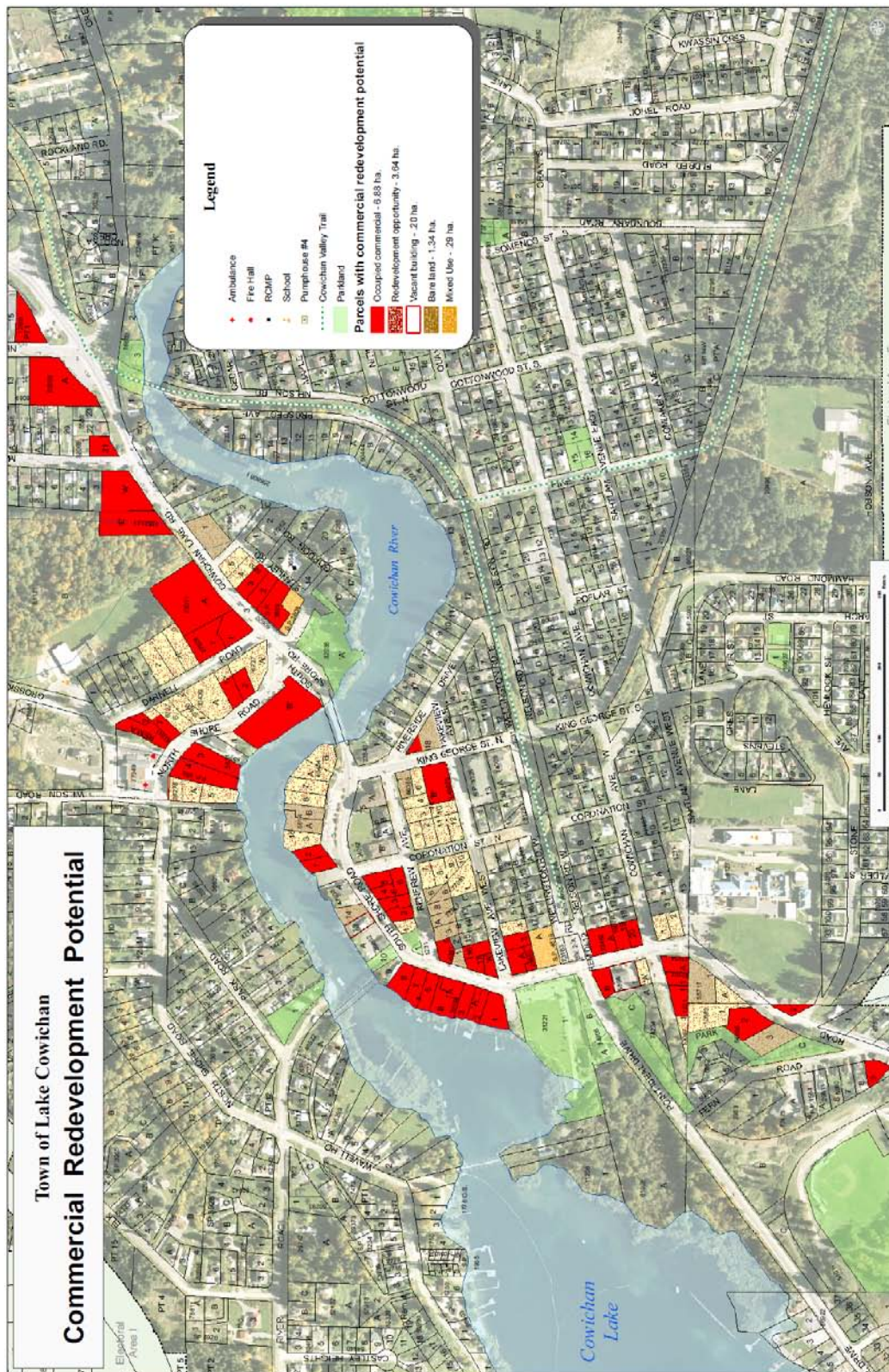


Businesses on Cowichan Lake Road

There are approximately 13 acres of commercially zoned land in the Town, most of it lying within Downtown. Slightly better than half (58%) could be considered fully developed and economically healthy. Over 40% is underutilized sites, vacant buildings, or vacant land (See Map 7.1 Commercial Redevelopment Potential).

Downtown's modest roadway profiles of a single lane in each direction with continuous sidewalks and street parking foster a pedestrian oriented environment. However, the linear fashion of development and the number of vacant lots and underutilized buildings fails to create a strong focal point.





Map 7.1 Commercial Redevelopment Potential



The Town's commercial core serves residents and visitors of the Cowichan Lake area. Residents have noted that any growth in the commercial segment should only occur if the Town's historic character is protected. Residents have expressed interest in having a distinct theme while maintaining this sense of character. This sentiment is well expressed in the Town of Lake Cowichan Downtown Revitalization Strategy published in 2005. Recommendations of this study have influenced the objectives and policies of this section and are referenced in the Downtown Development Permit Area (DPA-3).



Businesses along South Shore Road within the tourist oriented area

7.1 Goal

The promotion, revitalization and enhancement of Downtown as the focal point for commerce, culture, government, institutions and public gathering places.

7.2 Objectives

- a) To enhance the vitality of the Town through meaningful commercial development within downtown while maintaining the community's "small town" character.
- b) To revitalize downtown through redevelopment, investment in public infrastructure, and by promoting a diversity of land uses.
- c) To promote infill development of underused, vacant or blighted property.
- d) To enhance the vitality of the Town through meaningful commercial development within Downtown while maintaining the community's "small town" character.



7.3 Policies

- 1) Appropriate zoning districts include General Commercial, Mixed Use Commercial, Multi-Family Residential and Public Use.
- 2) In order to provide for affordable and rental housing in Lake Cowichan, residential uses shall be permitted on the upper floors of commercial uses in the Commercial Area. Entrances for such residential uses shall generally be discouraged from having entrances fronting on a sidewalk, street or commercial parking area so as not to detract from the commercial nature of the primary use.
- 3) Where seniors' or special needs housing is provided, housing units may be provided on the ground floor to facilitate ease of access for the client housing group. limited commercial uses such as a pharmacy, doctor's office, medical clinic, hair stylist and similarly scaled personal service uses to serve the residents of the housing development shall be permitted.
- 4) Parking and loading areas shall be screened and landscaped in order to reduce negative impacts on adjacent uses.
- 5) Maintain the stability of the Downtown and enhance its streetscape and character through thematic revitalization and development reflecting the existing scale of development and the Town's history.
- 6) Off-street parking requirements may be relaxed or waived subject to availability of public parking and the provision of facilities for pedestrians, cyclists, and transit users.
- 7) Development shall have regard for the needs of pedestrians, vehicles, public safety and aesthetics and visual stimulation.
- 8) Plan for special events that occur days, evenings, and all seasons with a range of recreational opportunities.
- 9) The guidelines of the Cowichan Valley Safer Futures Program (1998)⁹ shall be used in reviewing development proposals¹⁰.
- 10) A natural environment and resources theme is established for new development, redevelopment and street furniture.
- 11) Designate Downtown as Development Permit Area (DPA-3).
- 12) Establish a Revitalization Tax Exemption programme for Downtown redevelopment.

⁹ *Planning for Safer Communities: Summary and Checklists for Advisory Planning Commissions*, Safer Futures, Terri Dame, March 1998

¹⁰ These guidelines fully listed in Appendix 2 and are referenced in the Downtown Development Permit Area (DPA-3) guidelines.



8 Highway Commercial, Neighbourhood Centre and Tourism Areas

8.1 Introduction

Outside of Downtown, highway commercial activity is focused primarily along Cowichan Lake Road and South Shore Road. Neighbourhood centres comprise several small local commercial and recreational facilities (see Map 7.1) Tourism areas are scattered and generally near the Lake or River.

Highway commercial activity must be carefully sited and limited so as to not create negative impacts on surrounding neighbourhoods and so as to not detract from the economic health of downtown.

The plan promotes the enhancement and development of neighbourhood centres, which can serve as important “third places” where neighbours may gather, and where residents can obtain convenient, but limited services.

Tourism areas are generally scattered and typically oriented toward the lake and the river. Expanded and new tourism areas require careful planning and design consideration so as to not detract from the natural beauty of the area and public access to the lake and river.

8.2 Goal

Sustaining a viable economy through the provision of goods and services for the benefit of residents, people living in surrounding areas and visitors.

8.3 Objectives

- a) To promote infill and redevelopment of underused, vacant or blighted properties.
- b) To encourage tourism and recreational development while ensuring the preservation and protection of the Cowichan Lake and the Cowichan River.
- c) To provide an attractive, diverse and stable economic base for Lake Cowichan.
- d) To develop and support neighbourhood centres within walking distance for residents.

8.4 Policies

8.4.1 General

- 1) Encourage the remediation and redevelopment of brownfield sites.
- 2) Encourage private property investment through public investment in infrastructure such as landscaping, sidewalks and street improvements.
- 3) Review tax policies and incentives to encourage the redevelopment of vacant, underutilized and blighted properties.
- 4) Ensure all new commercial development provides for necessary upgrading of municipal services, including roads, bicycle paths, pedestrian sidewalks, trails and utilities. Where possible new hydro services shall be installed underground.



- 5) All development is subject to design guidelines (see Development Permit Area 4 – Highway Commercial, Neighbourhood Centres and Tourism Areas).
- 6) Encourage and promote affordable housing in Lake Cowichan by permitting residential use on the upper floors of commercial buildings. Residential uses shall generally be discouraged from having entrances fronting on a sidewalk, street or commercial parking area, so as not to detract from the commercial nature of the primary use.
- 7) Encourage natural buffers or similar physical barriers such as landscaping, so as to separate the commercial operations from neighbouring non-commercial uses.
- 8) Commercial development shall comply with the following criteria:
 - i. Where applicable, provision is made for public access to the water courses;
 - ii. Where marinas or wharves are proposed, an environmentally secure sewage pump out station and holding tank shall be required to enable boats to dispose of on-board sewage and to protect water quality in Cowichan Lake;
- 9) Density bonuses can be utilized in commercial developments when affordable, special needs or seniors housing is provided.

8.4.2 Highway Commercial Policies

The purpose of the Highway Commercial designation is to provide for a broad range of commercial uses which serve the requirements of the travelling public as well as the service commercial needs of the community and include a market which is broader than merely the Town itself.

- 1) Uses in this designation may include hotels, motels, automobile service and repair facilities, gasoline service stations and other commercial uses catering to the motoring public, and residents of the Town and adjacent areas, but does not permit auto body repair shops.
- 2) A commercial zone district specifically implementing the purpose and appropriate uses for highway commercial uses shall be created.
- 3) New sites designated Highway Commercial shall be required to meet the following criteria:
 - i. The use shall have access to a major road;
 - ii. The use shall not generate traffic onto residential streets;
 - iii. The use shall not generate or result in excessive noise, dust, odours, noxious fumes or have similar negative impacts on adjacent properties; and
 - iv. The site is to be developed in keeping with the character of surrounding uses and in accordance with the remainder of the policies of this plan.



8.4.3 Neighborhood Centre Policies

The purpose of a neighborhood centre is to provide a community focal point that may include limited local commercial uses such as convenience stores, coffee shops, personal services and civic or institutional uses.

- 1) Appropriate zoning designations include Local Commercial, Institutional, Parks and Urban Residential.
- 2) A neighborhood centre shall be included in the comprehensive planning of Blocks 28 (generally lying east of the developed area of the town), 177 (generally lying west and south of the Cowichan Lake Education Centre) and 200 (north of the town lagoon), the Lake View Area and any other neighbourhood designated on Map 1 – Land Use.
- 3) A neighborhood centre is encouraged for Point Ideal and other neighbourhoods designated on Map 1 – Land Use.
- 4) New Neighbourhood Centres shall meet the following criteria:
 - i. The proposed uses will not generate excessive traffic on local roads and in residential areas;
 - ii. The site shall be developed in keeping with the character of existing uses in the area; and
 - iii. Sites shall be within easy pedestrian and cycling access of existing residential areas.

8.4.4 Tourist Commercial Policies

The purpose of the Tourist Commercial designation is to provide for resorts, motels, hotel complexes, sports facilities, campgrounds and similar uses but shall not include stand alone commercial uses which would compete directly with uses located in the Downtown.

- 1) The appropriate zoning designations include "Lakefront and Riverfront Commercial."
- 2) New Tourist Commercial development shall comply with the following criteria prior to being approved:
 - i) the use has access from a major road;
 - ii) provision is made for public access to Cowichan Lake or the Cowichan River;
 - iii) where marinas or wharves are proposed, a sewage pump out station and holding tank shall be required to enable boats dispose of on-board sewage and to protect water quality in Cowichan Lake;
 - iv) a landscaping plan and site plan shall be provided by the applicant outlining all site requirements including but not limited to site access, parking, loading areas, pedestrian access to the water, building location, lighting, drainage, buffering and fencing among others; and
 - v) Tourist commercial development is discouraged from locating directly on the waterfront. Public ownership of and access to lands along the shoreline of Cowichan Lake is a priority in the consideration of the development of tourist commercial uses.



- 3) Council may designate portions of Block 177 (generally lying west and south of the Cowichan Lake Education Centre) for Tourist Commercial use subject to a comprehensive development plan for the use being received and approved by the Town and subject to the Development Permit guidelines for Highway Commercial, Neighbourhood Centre and Tourism Areas (DPA-4) and Watercourse Protection (DPA-1). The objectives and policies of Section 11 Waterfront and Section 12 Greenways of this Plan will also be applied.
- 4) All new and redeveloped sites within the Tourist Commercial designation shall be subject to a Development Permit in accordance with the guidelines of Highway Commercial, Neighbourhood Centre and Tourism Areas DPA-4.
- 5) All new and redeveloped sites within the Tourist Commercial designation shall preserve or enhance public access to Cowichan Lake or the Cowichan River.
- 6) Further to the above, all Tourist Commercial development locating adjacent to a watercourse shall be required to conform to the Watercourse Protection Areas guidelines (DPA 1) - Development Permit Areas of this Plan.



9 Industrial Development

9.1 Introduction

Historically the Town's industrial base has been founded in the logging, timber and related railway industry. Over time, the Town's industrial base has decreased significantly to the point where former industrial sites are being redeveloped for residential use.

It is desirable to have more light industry locate in the area in order to diversify the local economy, provide employment and contribute to a more stable tax base. A preference has been expressed to have light, non-polluting, value-added industry locate in Town and the surrounding area.

9.2 Goal

The enhancement of the economic viability of the Town through the diversification of the local economy and the provision of employment opportunities.

9.3 Objectives

- a) To provide support for value-added, non-polluting light industries such as renewable energy and agricultural related industries such as horticulture.
- b) To ensure a diversification of the local economic base.
- c) To minimize the detrimental effects of industrial activity on the natural environment and surrounding areas.
- d) Protect areas of sand and gravel deposits for future extraction.

9.4 Policies

- 1) When considering new industrial development Council encourages light industrial, non-polluting industries to locate in appropriate designated areas or in new areas subject to the criteria established in this chapter.
- 2) Council shall apply the following criteria when establishing Industrial designations within its boundaries:
 - i. The site is serviced with municipal water and sewer services;
 - ii. Where possible traffic should be directed away from residential areas;
 - iii. The use does not detract from the amenities of the area; and
 - iv. All requirements of other relevant governmental agencies are met.
 - v. The implementation of the *Planning for Safer Communities* guidelines.
- 3) All industrial uses shall be subject to the "form and character" guidelines of the Industrial Development Permit Area (DPA-6) policies.
- 4) A high quality of site design including extensive landscaping and visual buffers from non-industrial uses shall be required.
- 5) Council recognizes the shortage of light industry within the Town and may consider extending corporate boundaries to include currently zoned industrial lands.



- 6) Industrial activity is encouraged to re-use waste water.
- 7) Industrial uses are encouraged to use readily available materials to produce value-added products.
- 8) Known sand and gravel resources near Lakeview Campground shall continue to be protected. This shall be reinforced by transfer of ownership by the Province to the Town.



10 Recreation, Parks and Institutions

10.1 Introduction

Recreation

Recreation is recognized as an important part of Lake Cowichan for both residents and visitors. Abundant recreation opportunities are available through the provision of recreational facilities, gathering places, the parks system, and access to the natural environment. Features such as the arena, curling rink, ball fields various community parks, Community Hall, Lakeview Campground, the Cowichan Valley Trail, the Trans Canada Trail, Visitor Information Centre, Cowichan Lake and Cowichan River are essential amenities that enhance the quality of life in the community for residents and are also destinations for visitors.

The Cowichan Lake Sports Arena and the Centennial Hall, the latter by agreement, are managed by the CVRD and provides sports programs for children to adults across the region. An extensive update begun to improve the facility was completed in early 2011. The Town is currently undertaking renovations on the adjoining Centennial Park, including increasing the number of ball fields, reconfiguring the fields to include a soccer field and adding a walking trail, as well as updating the onsite facilities. A beach volleyball court was recently added to Saywell Park.

Parks

This plan designates over 68 ha (168 acres) for parks and open space¹¹. This represents primarily Town owned land, a portion of the Cowichan River Provincial Park and two parks on privately owned land with special public use arrangements (Friendship and Gillsespie Parks). 11.06 hectares (acres) of developed parks are dispersed throughout the community. This represents 3.68 hectares per thousand residents. While this is well above the accepted urban standard of 0.75 hectare per thousand residents, it is important to understand that a significant portion of these lands are undeveloped as part of the Lakeside Campground or represent natural areas that are preserved for their ecological and aesthetic functions. A major challenge facing the community is installing playground and recreational equipment in existing parks. New or expanded park facilities planned are detailed in the policy section 10.4.2 3) below. Parks and open space areas are shown on Map 5 – Parks, Open Space and Public Facilities. Existing parks are listed in Appendix B.

¹¹ Open space is primarily undeveloped land, intended to remain in a natural condition.





Lake View Park

Institutions

Community groups and volunteers play an important role in the well-being of the community. The region's forestry heritage is celebrated, and is evident in parks, public art, the Kaatza Station Museum, and festivals such as Family Heritage Days and Lake Days. The Cowichan River is also an important feature in the Town's identity and history, as it has been used for industry, transportation and recreation. The Town and its residents are committed to maintaining a safe, inclusive environment for families, youth, seniors and people with disabilities, where diversity is welcome and celebrated.

Institutional land use is not limited to recreation, but also includes community and public services such as the Town office, the Seniors' Centre, police, fire and ambulance services, and schools. Institutions and services are situated to meet the needs of residents of Lake Cowichan, visitors and the neighbouring communities of Youbou, Mesachie Lake, and Honeymoon Bay along with other residential areas bordering the Town. The downtown core along South Shore Road, between Neva Road and the Cowichan Lake Sports Arena, is the preferred location for major institutions as this area is easily accessible both to citizens who live in town as well as nearby communities.





Student drawing of Palsson Elementary School

Lake Cowichan had its own independent school district, District 66, prior to the creation of the Cowichan Valley School District 79, an amalgamation of District 66 and Cowichan School District 65. Over the years, prior to and after amalgamation, a number of schools have been closed and now lie vacant: J. H. Boyd Elementary, Stanley Gordon and A.B. Greenwell Elementary. The J.H. Boyd site was sold to a private party amidst considerable controversy as the site was originally donated by one of the Town's former mill owners. The A.B. Greenwell Elementary school building was closed due to mould infestation. Since amalgamation there has been a strong sense of a loss of community control over education programs and facilities.

As the community looks to the future there is uncertainty regarding specific programs as well as facilities. Discussions between the Town and the District are now focusing on an integrated, neighbourhood learning centre. Only two school campuses are currently open in town: Palsson Elementary School and Lake Cowichan Secondary School. Elementary school children formerly at the A.B. Greenwell site are being bussed to the Yount site in Youbou.

The Lake Area has seen significant K-12 enrolment declines from 1063 in 1998 to only 581 in 2010. A modest increase by 2023 to 692 students is expected.

No longer compelled by Provincial Statutes to summarily dispose of land through a public auction, the School Board is open to consideration of a community use for closed school sites and is willing to engage in a planning exercise to determine appropriate uses.



10.2 Goal

The provision of a diverse range of recreational opportunities and institutional facilities and services for the enjoyment and needs of residents and visitors.

10.3 Objectives

- a) To provide active and passive recreational opportunities for people of all ages and capabilities.
- b) To provide a comprehensive parks system emphasizing access to watercourses, walking, and cycling while ensuring adequate sports amenities, playgrounds, and green space.
- c) Wherever possible, to provide corridors linking forests, parks, residential areas, and amenities within the Town, and linking the Town to adjacent Electoral Areas F and I This will enable wildlife and people to move about easily and will provide recreational opportunities.
- d) To provide institutional facilities and services in a central and neighbourhood locations, easily accessed by all.
- e) To ensure all properties and facilities zoned as public use remain available for recreational and cultural activities, educational programmes, and community gardens.
- f) To support safe, strong community focused schools.

10.4 Policies

10.4.1 General Policies

- 1) Improve access for those with physical and mobility challenges.
- 2) Co-ordinate recreational, park and institutional development in accordance with the Town's Downtown Revitalization Strategy of 2005.
- 3) When additional building space is required, encourage that existing buildings, such as ones belonging to associations, religious groups, the School District, etc., be utilized for the benefit of the community.
- 4) Develop recreational facilities for and with the active participation of youth, neighbourhood, and service groups, private enterprise, the School District, the CVRD and the Town.
- 5) Support the establishment of community gardens for use by residents in a manner consistent with the Town's policies and regulations.
- 6) All lands zoned as public use shall not be converted to other uses.
- 7) Enhance and expand educational opportunities for pre-K-12 and the entire community.



10.4.2 Park Policies

- 1) Continue to develop a comprehensive parks system consisting of:
 - i. ***Community parks*** that serve the entire community with facilities such as sports fields, community centres, outdoor seating, group picnic areas, and campgrounds;
 - ii. ***Neighbourhood parks*** that are in walking distance for all residents of a neighbourhood with facilities such as playgrounds, tennis courts, and basketball courts;
 - iii. ***Special area parks*** with ecologically sensitive or unique (historical, commemorative or special use) features; and
 - iv. ***Greenway corridors*** with trails or pathways, for walking and cycling; linking forests, parks, residential areas and amenities within the Town, as well as linking the Town to adjacent Electoral Areas via facilities such as the Cowichan Valley Trail.
- 2) When considering parks development:
 - i. complement the objectives and policies of Section 12 - Greenways of this Plan;
 - ii. ensure the policies for the provision of parkland for all residential development are followed in accordance with the Local Government Act;
 - iii. endeavour to protect special features, heritage sites, and environmentally sensitive areas;
 - iv. endeavour to distribute Neighbourhood Parks equally throughout the community;
 - v. wherever possible, develop and improve facilities, including baseball and softball diamonds, soccer fields and basketball courts, at school sites in Town in conjunction or partnership with the School District;
 - vi. amalgamate any park comprising more than one land registry parcel into one parcel;
 - vii. regarding the expansion of the trail system, align with the trails illustrated on Map 2 – Mobility; and
 - viii. ensure sufficient public toilet facilities are provided throughout the Plan area.
- 3) At existing parks, consider the following improvements and additions to facilities:
 - i. Centennial Park
 - o Build and enhance existing land base as per the Centennial Park Conceptual Plan (Option 2) of September 2008 and in accordance with future amendments approved by Council.



- ii. Cowichan Park
 - Develop nature trail encompassing circumference of existing wetlands
- iii. Dashwood Park
 - Add native plants and trees to encourage the creation of a nature reserve.
 - Provide a picnic table.
- iv. Lakeview Park
 - Continue the expansion of the Floating Walkway and connecting Land Walkway.
- v. Joginder Bains Park
 - Provide picnic tables, benches, and a garbage receptacle.
 - Plant trees to provide shade.
 - Develop dog park.
- vi. North Shore Road Greenbelt.
 - Possible trail and lake access
- vii. Riverside/Duck Pond Park
 - Maintain sandy beach.
 - Maintain and enhance picnic and play areas.



Riverside/Duck Pond Park

- viii. Sahtlam Park
 - Install a drainage system.
 - Replace existing swings.
 - Add playground equipment for different age levels, including toddlers.
 - Upgrade basketball court and fencing.
- ix. Saywell Park



- Develop a waterfront viewing facility.
 - Improve the condition of walkways.
 - Provide a boat launch for non-motorized boats.
 - Provide more picnic tables and garbage receptacles.
 - Plant trees around picnic tables to provide some shade.
 - x. Stone Avenue Park
 - Maintain and enhance playground equipment and green space
 - xi. Winter Park
 - Developed
- 4) Pursue the provision of public access to all watercourses, for recreational use by residents and visitors by the following means, subject to environmental and engineering constraints:
- i. where publicly owned properties have access to watercourses, provide public access;
 - ii. where watercourses are in private tenures, negotiate, where possible, agreements with landowners for public access;
 - iii. keep road ends that front on watercourses open to the public; and
 - iv. whenever possible, secure properties or a right-of-way between the Cowichan River Bridge and Saywell Park. The intent is to establish a corridor for a riverfront walkway. This area could feature amenities and activities to attract residents and visitors and provide public parking.

10.4.3 Institutions Policies

- 1) It is the intent of the Town Council to reserve sufficient land in central and neighbourhood locations for public institutional uses.
- 2) It is the intent of the Town Council to preserve lands designated for institutional uses and to prioritize reuse of surplus schools, churches and other institutionally designated properties for other institutional uses that will meet current and future community needs.
- 3) Consider centralizing municipal functions in one building.
- 4) Should population growth warrant, consider locating satellite fire halls and auxiliary ambulance or emergency response medical stations south of the Cowichan River.
- 5) Continue to support the establishment of affordable rental housing for seniors in the Downtown Core and in selected neighbourhood locations with adequate access to services.
- 6) Continue to support the establishment of a multi-level residential care facility in the Town.
- 7) Support the establishment of a cemetery/memorial park on public land.



- 8) Support reuse of school buildings and other public properties that may be suitable for new public uses.
- 9) Support the creation of an integrated, multi-level, intergenerational learning centre campus that provides education, recreation and community services.



11 Waterfront

11.1 Introduction

The Town is defined by Cowichan Lake and the Cowichan River. Public access for the town's residents to these important bodies of water is critical for maintaining quality of life. Over the years much of the public access to the lake and the river has been transferred into private ownership, thereby eroding public access. It is the intent of this plan to regain lost access where possible and to seek new public access opportunities in areas of existing private development and in areas that may be redeveloped. The goal, objectives and policies of this section apply to all lands adjacent to the lake and the river.



Floating boardwalk on Cowichan Lake at Lakeview Park

11.2 Goal

The protection and enhancement of public access to Cowichan Lake and the Cowichan River.

11.3 Objectives

- a) To protect existing public access.
- b) To enhance and expand existing trail and boardwalk facilities
- c) To create new access points and connecting trail and boardwalk facilities

11.4 Policies

- 1) No further sales of public property and facility assets adjacent to the lake and the river.
- 2) Revise the C-3 "Lakefront and Riverfront Commercial Zone District" to reflect waterfront policies.
- 3) Improve existing access points as needed with enhanced trail, boardwalk, seating, beach facilities.



- 4) The establishment of a network of pedestrian links between uses along waterfront areas, using existing trails and sidewalks, shall be encouraged.
- 5) For all redeveloped waterfront developments, negotiate with landowners to purchase or secure right-of-way to provide for a future trail in the Downtown Core between Saywell Park and Central Park.
- 6) For all redeveloped waterfront developments, negotiate with landowners to purchase or secure right-of-way access to the waterfront.
- 7) Increase public access to fresh water for swimming and fishing opportunities.
- 8) Development of a trail within the North Shore Road Greenbelt.
- 9) In areas of existing development where a trail location is desirable, the Town shall negotiate with the landowner to acquire public access.
- 10) Develop a Waterfront Walkway Plan in consultation with waterfront landowners and residents.
- 11) Development and redevelopment must protect the water quality of Cowichan Lake and the Cowichan River.
- 12) All development adjacent to waterfront is subject to the guidelines of the Watercourse Protection Development Permit Area (DPA-1).



12 Greenways

12.1 Introduction

Greenways are a system of green spaces that are linked by corridors to form a network. These green spaces vary from areas such as developed parks and trail systems, including former railway beds, to untouched natural areas. They may also include cultural and historic sites. The network establishes connections between different types of spaces. Integrated greenway networks connect green spaces to provide movement for wildlife, as well as recreational opportunities for community members and visitors. Greenways may serve as alternative transportation routes for commuting to work, school, businesses and recreation areas. The greenways network creates buffers and protects vegetation and trees; this not only has a visually pleasing effect but also relates to the Town's objectives of preserving features of the natural environment and minimizing its carbon footprint.



Western Terminus of the Trans Canada Trail near Saywell Park

12.2 Goal

Protect and sustain a network of green spaces and corridors for the benefit of wildlife and people.

12.3 Objectives

- To create corridors and improve connections linking open spaces that form greenways network(s).
- To protect environmentally sensitive areas, including watercourses, wildlife habitats and corridors, and natural plant habitats.



- c) To ensure that land use, development, and operations respect environmentally sensitive areas.
- d) To ensure adequate greenways for the protection of the habitat and natural movement of wildlife.
- e) To foster the use of greenways as active transportation routes for non-motorized transportation, as a means of reducing greenhouse gases.
- f) To encourage the re-greening or re-planting of natural vegetation of pathways or corridors in developed areas.
- g) To promote growing an urban forest incorporating both public and private lands.
- h) To promote and foster awareness of the importance of the greenways network.

12.4 Policies

- 1) Enact regulations and policies that will enhance and protect an integrated greenways network, which will have the primary purpose of the protection of wildlife habitats and corridors. Efforts will be made to improve and enhance the greenways network, with activities affecting them conducted in an environmentally sensitive manner.
- 2) Establish a Greenways Plan with the following factors taken into consideration:
 - i. A vision for the role of greenways in the Town of Lake Cowichan;
 - ii. A review of regulations and policies regarding tree protection, forest management and the protection of parks and trail systems;
 - iii. Management objectives and policies;
 - iv. Recommended strategies and tools for implementation;
 - v. Identification of sources of funds for trails, maintenance and the planting of vegetation;
 - vi. Creation and ongoing development of trails and pathways to be used for active transportation routes; and
 - vii. Developing and maintaining linkages to the Cowichan Valley Trail and the Trans Canada Trail.
- 3) Seek partnerships with organizations, developers or individuals to promote, enhance and expand the greenways network. Partnerships may include other government bodies such as the regional and provincial levels of government; non-government organizations such as the school district, private forest companies, environmental groups and stewardship organizations; and local stakeholders including landowners and developers.
- 4) Council may consider the acquisition of land or other investments when developing the greenways network and when reviewing development applications in the Town.
- 5) Investment initiatives may include:
 - i. The acquisition of land or rights of way for greenways corridors through purchase or lease, in cooperation with the Town;
 - ii. The voluntary protection of greenways located on private property through restrictive covenants, easements, or gifting; and



- iii. The construction of physical improvements such as trails, signs and displays, riparian fencing, re-vegetation and erosion control measures.
- 6) Consider watercourse protection, the protection of environmentally sensitive areas, plant and wildlife populations, and protection of development from hazardous conditions, through the creation of Development Permit Areas. Information regarding these areas and issues will be used wherever possible to guide land use decisions.
- 7) Encourage new developments to retain trees and treed areas, through policies including density bonuses and design standards.
- 8) Increase public awareness of the need for greenways through programs such as interpretive walks, speakers and forums, brochures and publications, and news publications.
- 9) The width and location of greenway corridors shall be determined by a Qualified Professional or by Town Staff.



13 Urban Reserve/Comprehensive Development Areas

13.1 Introduction

Sound land use planning decisions requires consideration of the availability of vacant developable land both within and outside of the current Town boundaries. Relevant factors in this consideration include the Town's capacity to provide adequate infrastructure for transportation, water, sanitary sewer and rainwater management for both existing and new development.

An "Urban Reserve/Comprehensive Development Area" is established in order to provide opportunities for future commercial, industrial, recreational, residential and institutional development that benefits our community. Achieving the full benefits for the community require a comprehensive planning approach. Accordingly, lands designed within the urban reserve are also designated as Comprehensive Development Areas, requiring neighbourhood plans and comprehensive development zones crafted to suit the unique context of the land.

Urban Reserve/Comprehensive Development Areas are depicted on Map 1 – Land Use.



Table 13.1 Developable Lands Within the Town Boundaries

DRAFT: Data does not include small scale redevelopment opportunities.

Parcel ID	Folio No.	Zoning	Area in acres	Gross Density	Potential Unit Yield	Owner	Comment
Block 177	n/a	CD-1	337	0.25 unit/acre	84		Mostly forested with small campground on the lake
Block 177	956005/10/15/20	R-1	106.3	0.5 unit	53	Crown	
Block 25	SD0001-06	R-3	15	15 units	225		Appears to be part of a 465 acre parcel, most of which is in ALR outside Town boundary; acreage a rough estimate.
2975941		R-1	30	5 units	150	Crown Land Dev't Corp.	Acreage a rough estimate.
Block 200	964000	R-1	380	3 units	1,140	D.S. Johel Ind.	Environmentally sensitive
	479000	R-2	18.5	5 units	93		
Block 28		CD-1	35	5 units	175		
	921000	R-1, R-3	5	10 units	50		
	958150	R-1-A	8.9	5 units	44		
	958175	I-1	15.5		n/a		Industrial potential
	958125	R-1-A	14	5 units	70		
	957510	R-1-A	29.1	5 units	146		
Lot 1, Plan 15590	909005	P-1	13		50		
TOTAL			1,075		2,280		
Revised September 8, 2011							



The Town has over 1,000 acres of “greenfield” land zoned for development within its corporate boundaries (see Table 13.1). If developed primarily for residential purposes at medium to high densities, some 2,280 dwelling units could be accommodated: much more than is needed to accommodate population growth during the time horizon of this plan. This land could also incorporate, where appropriate in accordance with plan policies, parks, institutional uses, neighbourhood centres, industrial development and tourist oriented development.

13.2 Goal:

Comprehensively plan development that promotes a complete and healthy community, while limiting negative impacts on the natural environment.

13.3 Objectives

- a) To provide for future urban development which is a logical extension of the existing community, maintains the character of the Town and provides a mix of uses.
- b) To provide for a mix of residential, commercial, institutional, parks and open space uses which serve the entire community.
- c) To provide local employment opportunities.
- d) To provide a greater tax base for the town.
- e) To provide for affordable housing.
- f) To provide increased tourism and recreational facilities.
- g) To provide for light industrial uses.
- h) To provide for on-going health care and services for seniors.
- i) To support the establishment of a cemetery/ memorial park.

13.4 Policies

13.4.1 Comprehensive Development Planning Policies

- 1) Council shall give consideration to rezoning to “Urban Reserve/Comprehensive Development Area” for undeveloped lands within Lot 10 and Blocks 28, 177 and 200 currently zoned R1 and lacking a comprehensive development plan and amenity package
- 2) A comprehensive development plan shall be prepared by staff and approved by Council prior to review and approval of any rezoning, development permit or subdivision applications within each of Lot 10, Blocks 28, 177, and 200.
- 3) A comprehensive development plan, which shall serve as a neighbourhood plan, shall include the following:
 - i detailed land use plan that identifies environmentally sensitive lands, amenity areas, and appropriate residential, commercial, institutional and industrial areas of development in accordance with relevant goals, objectives and policies of the Official Community Plan;



- ii detailed transportation plan that incorporates all modes of travel including pedestrian, bicycle, transit and the automobile; and
- iii goals, objectives and policies.

13.4.2 Boundary Extensions and Adjustments Policies

- 1) The Town has large undeveloped areas within its boundaries. Until such time as the majority of these lands, including Block 200, Block 28, Block 177, Lot 14, Lot 10, and Section 6, are developed the Town shall generally not seek further boundary extensions for residential purposes.
- 2) Limit boundary expansions to fiscally responsible, easy to serve areas that provide a clear economic or social benefit to the Town.

13.4.3 Housing Policies

- 1) Provide opportunities and support for affordable housing by working with existing agencies, organizations, and developers to provide affordable housing options.
- 2) Revise the Subdivision Bylaw to allow clustered development and smaller lot sizes.
- 3) Continue to support the establishment of residential care facilities with a multi-level character by
 - i. Encouraging the use of surplus public property; and
 - ii. Encouraging public private partnerships.

13.4.4 Tourism and Recreation Policies

- 1) Provide opportunities and support for expansion of the tourism and recreational industries through:
 - i. Encouraging the development of year-round tourist accommodation such as hostels, campgrounds, cabins and resorts in Blocks 28 and 177;
 - ii. Encouraging the establishment of a park for the use of motorized recreational vehicles;
 - iii. Encouraging the development of an eco-tourism facility;
 - iv. Encouraging the development of year-round recreation; i.e. climbing wall, laser tag, Wii games etc.;
 - v. Encouraging further development of walking, hiking and cycling trails that provide access to the tourism and recreational industries; and
 - vi. Encourage the establishment of natural conservation areas.

13.4.5 Miscellaneous Policies

- 1) Support the establishment of a cemetery/memorial park in the Cowichan Lake area by approaching the Cowichan Valley Regional District with the following plan:
 - i. Through a joint partnership with the CVRD, identify and obtain (if not currently publicly-owned) suitable land to establish a cemetery/memorial park; and



- ii. That the cemetery/memorial park be non-sectarian with its use being available to all persons irrespective of religion or any other categorization.
- 2) Council recognizes the shortage of industrially designated land within the Town and may consider the redesignation of lands located on the west half of Section 6 from Urban Reserve /Comprehensive Development to Industrial for light industrial purposes during the life of this plan subject to adequate servicing, including fire protection, being provided.



14 Transportation

14.1 Introduction

The transportation network comprises major roads, collector roads, local roads, sidewalks, trails and transit services. Existing transportation facilities and proposed improvements are designated on Map 2 - Mobility.



Logging trucks are part of the traffic mix on Cowichan Lake Road

This plan supports movement of people via public transit, pedestrian trail ways and bicycle routes or paths. Bus transportation facilitates for travel to and from the surrounding communities is available and has seen service improvements and ridership increases in recent years. The trail system should form an integral part of the local transportation system as well as part of the public parks and greenways network to facilitate better use of these facilities. This plan incorporates a bicycle facility and trail plan, shown on Map 2 – Mobility.

Building upon recommendation of the Downtown Revitalization Strategy of 2007 and the Roadway Network Study of 2007 (Boulevard Transportation Group) the Town is considering the preparation of a comprehensive Active Transportation plan. The intent of such a plan would be to encourage active forms of transportation such as walking and cycling and to link major destinations, existing major trail corridors such as the Trans Canada Trail and surrounding communities. The plan shall address the needs of cyclists, pedestrians, users of motorized personal mobility devices, drivers and skaters. The active transportation system should form an integral part of the Town's entire transportation system as well as part of its public parks network.

14.2 Goal:

The development of an active, safe and efficient transportation system for the movement of people and vehicles within Town.





Foot bridge across Cowichan River
between Ohtaki Park and Riverside/Duck
Pond Park

14.3 Objectives

- a) To maintain and develop a transportation network that provides safe and efficient movement for pedestrians, cyclists, transit users, automobiles, and freight (logging trucks).
- b) To provide integrated inter-modal connections for all transportation modes.
- c) To develop and improve parking facilities for all modes of transportation.

14.4 Policies

- 1) Upgrading the existing street network to meet current municipal standards.
- 2) Adopt “complete street” standards to ensure safe access for all transportation modes and for people of all capabilities.
- 3) Build a comprehensive network of safe pedestrian and bicycle facilities using Town funds, grant funds and developer required improvements in accordance with applicable Town Bylaws.
- 4) Improve pedestrian connections throughout the Town, along watercourses and in residential areas.
- 5) Ensure safe access for all is provided in the design and modification of all streets, sidewalks and pathways.



- 6) Council may consider establishing new parking standards and regulations in the Town's commercial core in order to address uniformity of standards and efficiency of enforcement.
- 7) Council may lobby the Province for a second crossing of the Cowichan River in order to enhance public safety by alleviating logging truck traffic and providing a second emergency access point.
- 8) Encourage the continued expansion of the Regional Transit system within the Town, to provide service to the surrounding communities as well as to Duncan.



15 Servicing

15.1 Introduction

The Town of Lake Cowichan is responsible for providing and regulating water and sewer servicing, storm water, solid waste management and fire protection.

The potable water supply is drawn from Cowichan Lake and stored for distribution in the reservoir on Indian Road.

The sewage treatment plant is located in the easterly extremity of the Town at Grants Lake Road and Hudgrove Road. Treatment plant upgrades are planned in order to meet new requirements of the Vancouver Island Health Authority for the year 2015.



Darnell Road under construction

Currently, the Town is working to decrease the inflow and infiltration of storm water runoff. Integrated stormwater management techniques that incorporate a water balance model are applied to all new development.

Solid waste is managed and collected by the Town and disposal is in accordance with the Cowichan Valley Regional District (CVRD) solid waste management plan. The Town is interested in reconceiving “waste” as a resource and will explore resource recovery for energy and compost.

The Town of Lake Cowichan has a volunteer fire department with all equipment located in one fire hall. There is a fire service agreement with Areas “F” and “I”, for the Town to provide fire protection services to these adjacent areas. Mapping undertaken by the CVRD identifies the majority of lands surrounding the Town boundary as having an “extreme” hazard risk, meaning that the forest will support an aggressive crown fire and fire suppression will not be successful.



15.2 Goal

The efficient and effective delivery of municipal services.

15.3 Objectives

- a) To ensure that development takes place in a logical and orderly manner that enhances the efficient delivery of services and to ensure that the Development Cost Charges cover costs of necessary upgrades and expansion requirements of municipal services;
- b) To ensure adequate future quantity and quality of domestic water supply;
- c) To achieve a “water balance” rainwater (stormwater) management regime;
- d) To ensure adequate water pressure for fire protection;
- e) To ensure that liquid waste is managed in a safe manner;
- f) To ensure that solid waste is managed to minimize negative impacts;
- g) To reduce the volume of waste generated by improving recycling systems and reviewing other recycling options;
- h) To maintain and improve the high standard of fire protection; and
- i) To co-ordinate servicing upgrades with road/transportation plans such that underground works and services are in place before road improvements are undertaken.

15.4 Policies

- 1) All area watercourses and wetlands will be protected against activities that could reduce their suitability as a source of domestic water supply.
- 2) Cowichan Lake is regarded as a potential long-term supply of water for the Cowichan Valley and, as such, efforts must be directed towards preventing contaminants from entering the Lake, river and wetlands.
- 3) The feasibility of obtaining additional sources of potable water need to be examined.
- 4) The town commits to upgrading current infrastructure as per planning studies conducted to date.
- 5) The Town continuously upgrades and expands its infrastructure to meet requirements of new developments so as to avoid imposing additional financial burdens to current tax payers.
- 6) Control and monitoring measures should be in place to ensure the continued satisfactory operation of the sewage treatment and disposal systems.
- 7) The Town is conducting a study to ascertain servicing capabilities of the sewer system for a population of 4,500, the projected population by 2035.
- 8) The Town ensures that the sewage effluent meets the standards required under the Environment Management Act.
- 9) The discharge of contaminants into any watercourse and wetlands or sensitive areas is prohibited.



- 10) All sewage effluent disposed of by means of a community owned and operated treatment facility should, as a minimum standard, be required to incorporate primary and secondary treatment.
- 11) Encourage studies that evaluate the re-use of grey water.
- 12) Solid waste should be managed in a way that protects wildlife. For example, this may include bear proof garbage containers provided at tourist facilities.
- 13) The dumping of refuse in any area other than in designated receptacles is prohibited. All refuse that is not recycled or collected by a public or private agency will be taken to a Regional District waste transfer station.
- 14) Viable opportunities should be pursued with a view to using solid waste as a means of providing alternate power within the concepts of Green Communities and Smart Growth Principles.
- 15) Explore financially viable and environmentally sound opportunities for waste disposal, with expansion of the recycling program to include composting and curbside collection of organic material.
- 16) A storm water management study and plan is recommended.
- 17) Require new development to achieve an appropriate post-development water balance for rainwater that matches pre-development hydrology.
- 18) Recognize the extreme and high fire hazards that exist at the urban and wild land interface. Mapping undertaken by the CVRD identifies the majority of lands surrounding the Town boundary with an "extreme" hazard risk, meaning that the forest will support an aggressive crown fire and suppression will not be successful.



Lake Cowichan Municipal Office



16 Urban Agriculture

16.1 Introduction

Urban agriculture is the practice of cultivating, processing and distributing food in or around a village, town or city. It can also involve aquaculture, agro-forestry and horticulture. The benefits of urban agriculture include improved access to healthy, local food; enhancement of food security, the community building and the repair of natural ecological systems. Animal husbandry has seen a reintroduction in all urban areas across Canada and the USA in recent years.

16.2 Goal

To enhance food security within the Town.

16.3 Objectives

- a) To promote and support community gardens;
- b) To promote and support vegetable gardens in residential and commercial yards; and
- c) To promote agriculturally based industry.

16.4 Policies

- 1) Community gardens shall be promoted in appropriate locations throughout the Town on public and private land.
- 2) Private vegetable gardens shall be encouraged in front, side and backyards.
- 3) Fruit trees shall be encouraged on private and public lands where appropriate.
- 4) The Town shall support agriculturally based industry to locate within its boundaries and shall also consider use of its own lands for such activity.
- 5) Consideration of bylaws to allow animal husbandry shall be at the discretion of Council.



17 Development Permit Areas

17.1 Introduction

Section 919 of the Local Government Act provides that the Town of Lake Cowichan may designate Development Permit Areas for the purpose of:

- 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; and
- j) establishment of objectives to promote the reduction of greenhouse gas emissions.

The Local Government Act requires that the Community Plan must describe the special conditions or objectives that justify the designation, and specify guidelines respecting the manner by which the special conditions or objectives will be met. The Act provides that specified activities may be exempt from a requirement to obtain a Development Permit.

These development permit areas established by this Plan include the following:

- 1. Watercourse and Streamside Protection
- 2. Natural Hazard Lands
- 3. Greenhouse Gas Reduction (Climate Protection)
- 4. Downtown
- 5. Highway Commercial, Neighbourhood Centre and Tourism
- 6. Multi-family
- 7. Industrial



The areas described in this Section and shown on *Map 3 – Watercourse and Streamside Protection Development Permit Area (DPA 1)* , *Map 4 – Natural Hazard Lands Development Permit Area– (DPA 2)* and *Map 5 - Development Permit Areas 4, 5, 6 & 7 (Downtown, Highway Commercial, Neighbourhood Centre and Tourism, Multi-Family Residential, Comprehensive Development Area)* are hereby designated as Development Permit Areas. Development Permits will be required for all development projects locating wholly or partially within the Development Permit Areas. Unless specifically exempted by this plan, no building or land alteration permit shall be issued prior to the issuance of a development permit.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.2 Goal

To implement the goals, objectives and policies of the Official Community Plan by establishing appropriate Development Permit Areas with justification, objectives, guidelines and exemptions.

17.3 Objectives

- a) Maintain the form and character of present and future commercial, residential and industrial development areas.
- b) To promote downtown and commercial area revitalization.
- c) Protect all environmentally sensitive areas.
- d) Protect development and the public from hazardous conditions.
- e) Protect and improve the habitat of fish, aquatic animals, birds, wildlife and plants.
- f) Protect the Town's domestic water source.
- g) Protect the climate by promoting the reduction of greenhouse gas emissions.



17.4 Watercourse and Streamside Protection Development Permit Area– (DPA 1)

The area shown on *Map 3 – Watercourse and Streamside Protection Development Permit Area (DPA 1)* and identified as Watercourse Protection Development Permit Area (DPA 1) is for the purpose of establishing objectives and guidelines for the protection of the natural environment, its ecosystems and biological diversity and for promoting the reduction of greenhouse gas emissions.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

Residents of Town have expressed a strong interest to maintain the water quality of Cowichan Lake, the Cowichan River as well as the six smaller streams, two small lakes, the Cowichan River side channel within the Town boundaries and several wetlands which are or could be productive trout habitat. In addition, maintaining access to the Lake and River when development occurs is viewed as being a primary requirement with area residents. Residents have also expressed concern over the possibility of development locating on the shores of the Lake or River.



A young couple enjoys a comfortable spot along the Cowichan River

Four reaches of the Cowichan River are within the Town boundaries - the Upper Pool, the Co-op Reach, the Big Pool and the Upper River Reach, as well as the Block 28 Relic Side channel. Other watercourses in Town include Tiny Creek/Greendale Brook, Stanley Creek, Birdcage Spring, Atchinson Creek, Beadnell Creek, Neva Creek (East Branch of Beadnell Creek), Hatchery/Oliver Creek, Tern Creek, Maple Leaf Brook, Beaver Creek and its associated deltaic wetlands, Money's Creek and wetlands including the wetland's tributaries Greenwell/100 Houses Creek, South Money's Creek and Ravine Creek; Cowichan Lake, including its four reaches - the Beaver Creek Deltaic, wetlands, the Island Shake reach, Point Ideal and North Shore Road, Kwassin Lake and Grant's Lake.



Although Cowichan Lake and the Cowichan River are the most visible watercourses the significance of the remaining creeks, streams, lakes and wetlands need to be recognized. Many serve as spawning or rearing areas and through those functions provide critical habitat for salmonids.

17.4.1 Categories

Section 919.1(1) (a) of the Local Government Act for the protection of the natural environment, its ecosystems and biological diversity; and

Section 919 (1) (g) of the Local Government Act for promoting the reduction of greenhouse gas emissions.

17.4.2 Justification

Watercourses and their adjacent riparian areas provide habitat and travel corridors for fish and other wildlife. They also act as natural water storage, drainage and purifying systems. As well, they serve as an aesthetic and recreational amenity for citizens and visitors alike. "Riparian Areas" are the areas of land and vegetation adjacent to watercourses that need to remain in a largely undisturbed state in order to maintain healthy watercourse environments. Riparian areas also help to protect private property from flooding and potential loss of land due to channel erosion and instability. It is in the public interest to regulate activities in watercourses and their riparian areas for the purposes of habitat protection, flood prevention and erosion control. Development can contribute to changes in the riparian area through loss of trees and vegetation and the alteration of natural processes. These changes may greatly diminish the ability of the riparian area to function as described. The Watercourse Protection Development Permit Area is intended to minimize the impacts of redevelopment and new development along watercourses and to maintain or restore important riparian functions and ecosystems.

17.4.3 Objectives

- a) To protect watercourses and their riparian areas, and the adjacent upland areas that exert an influence on watercourses, from development.
- b) To restore and enhance watercourses and their riparian habitat for wildlife movement and the natural features, functions and conditions that support fish and wildlife processes.
- c) To create an awareness among Town residents and residents of adjacent Electoral Areas of the significance and importance of fish habitat.

17.4.4 Guidelines

Development permits issued in any part of this Development Permit Area as depicted on Map 3 - Watercourse and Streamside Protection Development Permit Area will be in accordance with the following:



- a) No development shall occur within a Streamside Protection and Enhancement Area (SPEA) except for the following:
- i works authorized by the Department of Fisheries and Oceans or a regulation under the Fisheries Act (Canada); and
 - ii works and activities that comply with the laws, regulations and best management practices of the Water Act, for example bank repairs, stormwater outfalls, road crossings, footbridges and pipeline crossings.
- b) The width of the SPEA, shall be determined in one of the following three ways:
- i As specified on Map 3 measured 30 metres horizontally from and at right angles to the Top of Bank of the watercourse except where the watercourse is located in a ravine; in which case the SPEA extends beyond the Top of Bank for the distance specified on Map 3 and includes the area between the Top of Bank and the natural boundary; or
 - ii where not specified on Map 3, or when believed to be less than 30 metres, determined by a Qualified Environmental Professional (QEP) acting in accordance with the Riparian Areas Regulations of the Fish Protection Act; or
 - iii as part of a variance, by a Qualified Environmental Professional (QEP) acting in accordance with the Riparian Areas Regulation of the Fish Protection Act.
- c) Additional measures may also be required depending on the degree of potential impacts of the development on the SPEA and the condition of the SPEA including, but not limited to:
- i planting of native vegetation and removal of invasive non-native vegetation within the SPEA in accordance with an approved restoration plan;
 - ii maintaining hydrologic characteristics that emulate the pre-development state of land;
 - iii minimize impervious surfaces;
 - iv return the stormwater runoff from impervious surfaces of the development in accordance with the Water Balance Model adopted by the Province;
 - v environmental monitoring during the construction phase;
 - vi developing and implementing a soil erosion and sediment control plan as part of site design and construction to prevent the discharge of sediment laden water into the watercourse;
 - vii protecting the root zones of trees located within the SPEA and those identified for retention outside the SPEA during construction;
 - viii installation of a permanent fence to demarcate the SPEA;
 - ix abating windthrow hazard outside the SPEA;
 - x registering of a conservation covenant over the SPEA; and
 - xi dedication of the watercourse to the Town of Lake Cowichan.



17.4.5 Exemptions

Notwithstanding requirements for Permits by other applicable regulatory authorities, the following development activities are allowed to occur in this Development Permit Area without a development permit:

- a) gardening and yard maintenance activities within an existing landscaped area, such as mowed lawns, minor pruning of trees and shrubs, planting vegetation and minor soil disturbance that does not alter the general contours of the land;
- b) emergency procedures to prevent, control or reduce flooding, erosion or other immediate threats to life or property do not require a development permit, including:
 - i emergency flood or erosion protection works;
 - ii removal of hazardous trees by Town staff or upon the recommendation of a certified arborist;
 - iii clearing of an obstruction from a bridge, culvert or drainage flow; and
 - iv repairs to bridges or safety fences;
- c) emergency actions for flood protection and clearing of obstructions by anyone other than Town staff must be reported to the Public Works Department immediately;
- d) trail construction;
- e) construction, repair and maintenance of works by the Town or its authorized agents and contractors, or by utilities with which the Town has signed a memorandum of understanding;
- f) subdivision of lands containing a natural buffer strip where:
 - i minimum lot areas are met exclusive of the Riparian area, as required under the Zoning Bylaw;
 - ii no development activities (such as grading, clearing, trenching, installation of pipes, etc.) relating to the creation of lots or provision of services for those lots will occur in the Development Permit Area; and
 - iii all requirements made under the Subdivision Bylaw for identifying and marking watercourses, natural boundary, Top of Bank and other watercourse-related features are met; and
 - iv ecological restoration and enhancement projects undertaken or authorized by authorized Town personnel.



17.5 Natural Hazard Lands Development Permit Area– (DPA 2)

The area shown on *Map 4 – Natural Hazard Lands Development Permit Area– (DPA 2)* and identified as Hazardous Lands Development Permit Area– (DPA 2) is for the purpose of establishing objectives and guidelines for the protection of development from hazardous conditions.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

Hazard lands are lands with physical characteristics which may lead to property damage or loss of life if improperly built on. Hazard lands within the Town include areas prone to flooding and erosion, lands with steep slopes, unstable soils, organic soils and areas with a high water table. Development in these areas should only be permitted under approvals which require environmental damage and risk to life and property to be minimised.

Threat of flooding appears to be the most serious natural hazard within Town. Flood incidents are dependent on precipitation levels as well as temperature, depth of snow pack in the surrounding mountains and the rate of melt of the snow pack. The benchmark year for flooding in Lake Cowichan is 1968. At the time, the discharge rate into the Cowichan River from Cowichan Lake was five and one-half times above average flows. This resulted in extensive flooding in the downtown area. Based on 1968 data, the Ministry of Environment, Parks and Lands has identified the 200-year flood plain for the Town, 167.33 m GSC. Recognising existing levels of development, particularly in the commercial core as well as in areas along the Cowichan River, prohibiting development in the floodplain may be difficult to achieve. As a result, when new development or redevelopment occurs, Council shall encourage appropriate flood proofing measures to be undertaken. Presently, all new structures erected on flood-prone lands must be elevated so that living areas are a minimum of 0.5 metres above the 200-year floodplain.

Other hazards in the community include lands subject to slides and slumping. These hazard lands include lands with steep slopes, areas of unstable soils and areas of frequent springs and groundwater seepage. An area immediately north of Cowichan Lake running parallel to the Lake is an extensive ridge with slopes generally in excess of 30%. In addition springs and seepage occur in this area which tends to accentuate the existing steep slope hazard of the area as these factors reduce the stability of the soils.

In areas where slope-based hazard lands have not been formally mapped by senior governments, the following criteria will be established as a means of determining hazard slope lands:

- a) all lands with gradients exceeding 30%;
- b) all lands within 30 metres of undeveloped slopes with gradients exceeding 50%; or
- c) all lands within 30 metres of developed slopes with gradients exceeding 30%.



17.5.1 Category

Section 919.1 (1) (b) of the *Local Government Act* (Natural Hazard).

17.5.2 Justification

Although the natural features and steep slopes of the lands within Lake Cowichan provide opportunities for attractive development, they may create hazardous conditions for development and subject the public to unnecessary hazards. The Town has adopted the guidelines in this section in order to provide for appropriate development and to protect the public from hazardous conditions in areas subject to potential hazard.

The policies included in this section are intended to provide protection to developers and the public in regards to future development in the Town. It is recognized there are developments which have been approved in hazard land areas and it is only when these areas are proposed for redevelopment that the guidelines noted herein will apply. Much of the Commercial Core of the Town is located within the 200-year floodplain established by the Ministry of Environment, and is one area where existing development is located in a hazard area. Nonetheless existing uses will not be subject to the policies of this section. It is only when redevelopment occurs in areas designated under this Development Permit Area that the guidelines will apply. The guidelines apply to any undeveloped hazard lands within the Town upon adoption of this Plan by Council.

17.5.3 Objectives

- a) To protect development and the public from hazardous conditions.
- b) To provide guidelines to developers for protecting development and the public from hazardous conditions.
- c) To create an awareness among residents of Lake Cowichan of the significance of hazard lands.
- d) To prohibit development from occurring in the area where slope instability hazard exists.
- e) To safeguard private property from potential damage.
- f) To coordinate protection of hazard lands with the Watercourse Protection guidelines and the Greenways Vision policies of this Plan.

17.5.4 Guidelines

17.5.4.1 Comprehensive

- a) Any area prone to flooding or erosion, lands with steep slopes, unstable soils, organic soils and areas with a high water table are hazard lands subject to the development permit requirements of this section. Council shall require appropriate site specific engineering, biological and/or other studies to define any constraints and limitations to development on the subject area, as may be required.
- b) No buildings or structures shall be erected, or sites altered or excavated, in areas identified as hazard lands without proper mitigating measures being identified. To avoid



potential hazards from natural conditions, no buildings and structures shall be sited, nor site excavation works shall be undertaken unless the proposed works are completed in accordance with requirements established in a report signed and sealed by a practicing geotechnical engineer, registered as a Professional Engineer licensed to practice in British Columbia ascertaining the proposed works have minimal negative impact on the subject lands. Similar reports may also be required from registered professionals qualified in other disciplines such as fisheries, forestry, wildlife biology and terrestrial ecology, among others to ascertain minimal impact on those resources.

- c) All required reports and construction (as-built) drawings pertaining to work in hazard lands shall be certified by a licensed, practicing Professional Engineer and submitted to the Town for review prior to the issuance of an occupancy permit.
- d) Where existing vegetation is required to be maintained in order to control surface run-off and storm water on lands subject to natural hazards a remediation plan shall be submitted for review and approval of the Town Engineer.
- e) A development permit may require such other works be performed as are deemed appropriate to preserve or enhance the natural features of the site identified as hazard.
- f) Access improvements on or adjacent to hazard lands shall be constructed in a manner which has minimum impact on the affected site.
- g) Boundaries of sensitive and hazardous areas should be physically marked on the ground by qualified professional prior to any site development or other disturbance. No removal of markings until Town staff reviews and verifies.

17.5.4.2 Flood plain

- a) All development or redevelopment within the 200-year flood plain shall ensure that post development rain water hydrologic regime remains unchanged from pre development conditions. Rain water flow shall be measured in terms of both total volume and the rate of flow.
- b) Use of site development techniques that mimic the natural hydrologic regime to the greatest extent possible in accordance with the Water Balance Model adopted by the Province.
- c) Any proposed project on a previously undeveloped site shall accommodate development in a way that minimizes clearing and re-grading.
- d) For all redevelopment projects, development shall be concentrated in previously-disturbed areas to the maximum extent possible.
- e) Fill may only be used for landscaping, site grading provided the fill does not adversely affect flood storage capacity on or adjacent to the site.
- f) Rain water storage capacity shall be added on or off site to the equivalent of any capacity decrease caused by development or redevelopment.
- g) Where applicable, the applicant shall replace or install walkways or driveways with materials such as crushed stone or gravel to allow stormwater to infiltrate into the ground and to reduce the velocity of floodwaters as it moves across the ground.



- h) All buildings shall incorporate one foot of freeboard for the building's lowest habitable floor.

17.5.4.3 Steep slopes

- a) Significant excavation or filling to accommodate buildings or structures or to alter existing slopes shall not be undertaken, nor shall any building or structure be erected, constructed or placed in areas subject to bank instability or potential damage from bank instability. To avoid areas subject to unstable slopes, buildings and structures shall be sited in accordance with building setbacks and other requirements as determined by a geotechnical engineer registered as a Professional Engineer in British Columbia.
- b) All lands shown on Map 4 Natural Hazard Lands Development permit Area (DPA 2) with slopes of greater than 10% shall be subject to slope stability studies to determine where hazardous conditions exist prior to any development being permitted. These studies shall include but not be limited to identifying areas of slope equal to or greater than 30%, areas of springs and seepage and organic soils, the 200 year flood plain, and any areas with a high water table, and other studies as required. Reports shall be prepared, signed and sealed by a qualified practising engineer, licensed to practise in British Columbia. If fish habitat areas are potentially affected by proposed development, Council shall require a report prepared by a qualified fish biologist specifying how the proposal will meet all applicable Federal and Provincial regulations.

17.5.5 Exemptions

- a) No exemptions from the requirements of a Development Permit may be granted by Council.



17.6 Greenhouse Gas Reduction (Climate Protection) Development Permit Area (DPA-3)

On May 27, 2010 the council adopted greenhouse gas reduction targets, objectives and policies as an amendment to this Official Community Plan. Achieving the targets requires a bold and comprehensive approach to reviewing all new development and all redevelopment in light of reducing greenhouse gas emissions.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.6.1 Categories

Section 919.1(1) (g) of the *Local Government Act* to protect the climate by promoting the reduction of greenhouse gas emissions

17.6.2 Justification

To achieve greenhouse gas reduction targets as set forth in this plan and required by the Province.

17.6.3 Objectives

- a) To reduce community-wide energy consumption and emissions.
- b) To consider the impacts on climate change as an important factor in decision-making related to site planning, building design, and landscaping.

17.6.4 Guidelines

- a) Subdivisions are subject to the approval of a Greenhouse Gas Reduction Development Permit which must be granted as a prerequisite to approval of a Preliminary Lot Arrangement.
- b) All commercial and multi-family development which otherwise require a development permit within Development Permit Area 4 (Downtown), Development Permit Area 5 (Highway commercial, Neighbourhood Centre and tourism) and Development Permit Area 6 (Multi-family) are subject to the approval of a Greenhouse Gas Reduction Development Permit.

17.6.4.1 Site planning

- a) Site density for subdivisions should be maximized.
- b) Building footprints should be minimized in order to allow for maximum green space.
- c) Lots should be oriented to maximize solar orientation of building envelopes.
- d) Buildings should be oriented to maximize solar gain.
- e) Subdivisions should be laid out to minimize the length and amount of infrastructure such as sewer lines, water lines and roads.



- f) Subdivision layout shall accommodate active transportation options and transit.
- g) Subdivisions shall be laid out to maximize site connectivity to nearby amenities and services.

17.6.4.2 *Building and Structure Guidelines*

- a) Whenever possible, renewable energy sources should be used in large scale structures.
- b) Where feasible, buildings should have a south oriented roof to maximize solar gain and to allow for future use of solar hot water panels.
- c) Opportunities for natural ventilation and airflow should be incorporated into the building.
- d) Building materials should encourage thermal massing and seasonal thermal energy storage.
- e) Physical building envelopes should be highly energy efficient.

17.6.4.3 *Landscape Guidelines*

- a) Vegetation should require minimal irrigation.
- b) Enhanced landscaping should be located along the south and west facing site boundaries to create shade.
- c) If possible, opportunities for rainwater recycling should be included in landscape design.
- d) Maximize the use of porous materials throughout landscaping.
- e) Water features must use recirculation systems as opposed to once through systems.
- f) Large-scale developments and subdivisions should incorporate opportunities for local food production

17.6.5 Exemptions

- a) A development permit shall not be required and the policies of Sections 17.6.4 inclusive of 17.6.4.1 to 17.6.4.3 shall not apply to the following works:
 - i. Minor cosmetic improvements to buildings and subdivisions creating three (3) or fewer lots.



17.7 Downtown Development Permit Area (DPA 4)

The area designated on *Map 5 - Development Permit Areas 4, 5, 6 & 7* as Downtown Development Permit Area (DPA 4) is so designated in order to provide guidelines for the form and character of all development within the area.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.7.1 Categories

Section 919.1(1) (b) of the *Local Government Act* (Revitalization of an area in which a commercial use is permitted).

Section 919.1(1) (f) of the *Local Government Act* (Form & Character).

17.7.2 Justification

Lake Cowichan's Downtown area has a distinct character which is indicative of the nature of the community. It includes commercial, residential, institutional and public and parks and waterfront uses. The significance of the Downtown area to the community as the commercial core, and the heritage value of the existing buildings and streetscape, requires that new development be subject to the guidelines.

Residents wish to have the character of the Commercial Core Area strengthened through the addition of residential uses above the commercial uses in a manner that enhances the character of downtown.

17.7.3 Objectives

- a) To ensure that new development and redevelopment which occurs in Downtown Lake Cowichan are compatible with the form, scale and character of existing development.
- b) To strengthen the downtown as the primary commercial focus of the Town.
- c) To realize the heritage, economic, culture and architectural potential of this area.

17.7.4 Guidelines

- a) New development should be brought as close to the street line as possible to take advantage of the street frontage, thereby making the use and the street an active and dynamic place. Where possible, commercial buildings with residential uses located on an upper floor, should have access from the front and side. Side access should be primarily for residential uses above commercial, except where a lot is situated on a corner.
- b) Additional site and building design requirements may be imposed through the Development Permit process to provide for improved traffic and pedestrian circulation and to comply with the community objectives set out in the Plan
- c) All new or renovated structures, signs, street lighting and other streetscaping features shall maintain the natural resources and outdoor recreation theme.



- d) Development shall generally reflect the bulk, mass, character, shape and form of adjacent buildings and acknowledging architectural, design and historic features of the area.
- e) The extensive use of natural materials for exterior finishing is required for all uses. e. g., timber, board and battens, clapboard (hardiplank permitted), shingles, shakes, stone, bricks etc
- f) Vinyl siding is prohibited.
- g) Buildings shall be designed in keeping with the west coast climate with particular attention given to rain related design with overhangs to protect walls and windows and covered walkways to protect clientele from the elements.
- h) Colours shall reflect the natural environment of the Cowichan Lake area. Primary and bright neon colours may only be used for trim and accents;
- i) The design of buildings should acknowledge the varying influence of sunlight during the day and seasonally, and take advantage of natural light
- j) Hand-crafted signage of professional quality is encouraged whereas roof mounted signs are prohibited. Permitted signs are to be constructed from individually raised, externally illuminated and non-illuminated letters and shall conform to the Town's Sign Bylaw.
- k) Exterior storage, service and refuse areas shall be landscaped and should be fenced and buffered so as to minimize intrusions on adjacent uses.
- l) The preferred surface areas for pedestrians and parking areas include stamped paving, brick, or stone.
- m) Parking and other works and service requirements may be reduced or altered in special circumstances through the Development Variance Permit process where strict compliance with the bylaws would unduly restrict appropriate development or would undermine the character of the area.
- n) Modified building setbacks may be required for development through the Development Permit process to provide for improved visual building massing and traffic and pedestrian circulation.
- o) Vehicular and pedestrian access shall be safe, clearly articulated, and Pedestrian and vehicular traffic movements should be separated.
- p) Creation of sidewalk extensions into the parking lanes of the street to create mini public spaces shall be encouraged where pedestrian crossings are located.
- q) Provide for the planting of vegetation, decorative street furniture (i.e. lighting, benches, and refuse containers) and appropriate landscaping.
- r) Barrier free design principles shall be used, for buildings, structures and uses in the Downtown.
- s) The guidelines of the Cowichan Valley Safer Futures Program shall be used in reviewing development proposals (See Appendix C for a project review checklist). Issues covered include:
 - i) public consultation process;
 - ii) overall design; and



- iii) specific design issues of isolation, visibility, lighting, signage, maintenance, management.
- t) All development shall use on-site, low-impact, shielded lighting to provide for safety and security as well as to reduce glare and spillage onto adjacent sites.

17.7.5 Exemptions

- a) A development permit shall not be required and the policies of Section 17.7.4 shall not apply to the following works:
 - i. construction within a building that does not require exterior alterations.
 - ii. replacement of exterior finishes using the same or similar materials and colours.
 - iii. replacement of signage with no change in location, size, or type of signage.
 - iv. single family and two-family (duplex) homes.
 - v. any development excluded from the requirement of a Development Permit by Council.



17.8 Highway Commercial, Neighbourhood Centre and Tourism Areas Development Permit Area (DPA-5)

All lands zoned Commercial outside of the Downtown Land Use Area (DPA 4) and all lands designated as Neighbourhood Centre on *Map 5 - Development Permit Areas 4, 5, 6 & 7 (Downtown, Highway Commercial, Neighbourhood Centre and Tourism, Multi-Family Residential, Comprehensive Development Area)* are designated as **Highway Commercial, Neighbourhood Centre and Tourism Areas Development Permit Area (DPA-5)** in order to provide guidelines for the form and character of Highway Commercial, Neighbourhood Centre and Tourism Areas.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.8.1 Category

Section 919.1(1) (b) of the *Local Government Act* (Revitalization of an area in which a commercial use is permitted).

Section 919.1(1) (f) of the *Local Government Act* (Form & Character).

17.8.2 Justification

It is residents' desires and Council's intent, to oversee and guide the form and character, of, commercial development along highways, in neighbourhoods and tourism areas in a manner that is compatible with surrounding neighbourhoods and reflects high design standards.

17.8.3 Objective

- a) To ensure that new commercial development and redevelopment along highways, in neighbourhoods and tourism areas are compatible with the form, scale and character of surrounding development.

17.8.4 Guidelines

- a) Development will promote compatibility with surrounding neighbourhoods through landscaped buffers, building massing, and building setbacks.
- b) All new or renovated structures, signs, street lighting and other streetscaping features shall maintain the natural resources and outdoor recreation theme.
- c) Development shall generally reflect the bulk, mass, character, shape and form of adjacent buildings and acknowledging architectural, design and historic features of the area.
- d) The extensive use of natural materials for exterior finishing is required for all uses. For example, timber, board and battens, clapboard (hardiplank permitted), shingles, shakes, stone, bricks etc.
- e) Vinyl siding is prohibited.



- f) Buildings shall be designed in keeping with the west coast climate with particular attention given to rain related design with overhangs to protect walls and windows and covered walkways to protect clientele from the elements.
- g) Colours shall reflect the natural environment of the Cowichan Lake area. Primary and bright neon colours may only be used for trim and accents;
- h) The design of buildings should acknowledge the varying influence of sunlight during the day and seasonally, and take advantage of natural light
- i) Hand-crafted signage of professional quality is encouraged whereas roof mounted signs are prohibited. Permitted signs are to be constructed from individually raised, externally illuminated and non-illuminated letters and shall conform to the Town's Sign Bylaw.
- j) Exterior storage, service and refuse areas shall be landscaped and should be fenced and buffered so as to minimize intrusions on adjacent uses.
- k) The preferred surface areas for pedestrians and parking areas include stamped paving, brick, or stone.
- l) Parking and other works and service requirements may be reduced or altered in special circumstances through the Development Variance Permit process where strict compliance with the bylaws would unduly restrict appropriate development or would undermine the character of the area.
- m) Modified building setbacks may be required for development through the Development Permit process to provide for improved visual building massing and traffic and pedestrian circulation.
- n) Vehicular and pedestrian access shall be safe, clearly articulated, and Pedestrian and vehicular traffic movements should be separated.
- o) Creation of sidewalk extensions into the parking lanes of the street to create mini public spaces shall be encouraged where pedestrian crossings are located.
- p) Provide for the planting of vegetation, decorative street furniture (i.e. lighting, benches, and refuse containers) and appropriate landscaping.
- q) Barrier free design principles shall be used, for buildings, structures and uses in the Downtown.
- r) The guidelines of the Cowichan Valley Safer Futures Program shall be used in reviewing development proposals (See Appendix C for a project review checklist). Issues covered include:
 - i. public consultation process;
 - ii. overall design; and
 - iii. specific design issues of isolation, visibility, lighting, signage, maintenance, management.
- s) All development shall use on-site, low-impact, shielded lighting to provide for safety and security as well as to reduce glare and spillage onto adjacent sites.
- t) Additional site and building design requirements may be imposed through the Development Permit process to provide for improved traffic and pedestrian circulation and to comply with the community objectives set out in the Plan



17.8.5 Exemptions

- a) A development permit shall not be required and the policies of Section 16.8.4 shall not apply to the following works:
 - i. construction within a building that does not require exterior alterations;
 - ii. replacement of exterior finishes using the same or similar materials and colours;
 - iii. replacement of signage with no change in location, size, or type of signage;
 - iv. single family and two-family (duplex) homes; and
 - v. any development excluded from the requirement of a Development Permit by Council.



17.9 Multi-family Development Permit Area (DPA 6)

All multi-family development, regardless of location and Zoning District, as well as the areas depicted as Multi-Family Residential **Development Permit Areas** (DPA 6) on *Map 5–Development Permit Areas 4, 5, 6 & 7 (Downtown, Highway Commercial, Neighbourhood Centre and Tourism, Multi-Family Residential, Comprehensive Development Area)* are so designated in order to provide guidelines for the form and character of all multi-family residential development within Lake Cowichan.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.9.1 Category

Section 919.1(1) (f) of the *Local Government Act* (Form & Character).

17.9.2 Justification

Council and residents wish to oversee and guide the form and character of multi-family development within the area. Multi-family residential development includes apartments, town houses, row houses and similar forms of residential development.

17.9.3 Objectives

- 1) Develop new multi-family residential uses compatible with existing development.
- 2) Provide for affordable and rental housing in the community by permitting residential uses above commercial development in the Commercial Core Area.
- 3) Maintain the scale, character and form of multi-family residential development within the development permit area.

17.9.4 Guidelines

- (a) New multi-family residential development is to relate positively to existing development in terms of its scale, bulk, mass, character, shape and form.
- (b) A proper transition from less intensive use to more intensive use and vice versa shall be provided between new multi-family residential developments and adjacent uses.
- (c) So as to preserve the existing character of residential areas the form, architectural style, colour, texture and finish materials of buildings, among others, shall be varied when new multi-family uses locate in the area.
- (d) Buildings shall be encouraged to be designed in keeping with the west coast climate. Particular attention shall be given to rain related design including overhangs and covered walkways. The design of buildings should also acknowledge the varying influence of sunlight during the day and on a seasonal basis and should take advantage of natural light.
- (e) The use of natural materials for exterior finishes, including board and battens, clapboard, shingles, shakes, bricks, etc., shall be encouraged for all uses locating in the area except where prohibited for safety reasons. Effort shall be made to incorporate varied roof lines with new development e.g., pitch, height, facade, etc.



- (f) Landscaping, buffering and fencing shall be required as a condition of the development permit issued for multi-family residential developments so as to provide privacy for residents of the building and for adjacent property owners.
- (g) On-site pedestrian and vehicular traffic shall be separated and proper access and egress to and from the site shall be provided. Barrier free design principles shall be given in providing for site and building access. Vehicular traffic shall be generally directed away from local residential streets.
- (h) Exterior public storage, service, refuse, loading and parking areas shall be landscaped and buffered so as to minimize intrusions on adjacent uses. In addition, these uses shall be hard-surfaced with concrete, asphalt, brick, stone, stone pavers or similar materials.
- (i) Exterior lighting for multi-family residential uses should be oriented away from adjacent properties and directed onto the site under development.
- (j) Council shall require the implementation of the guidelines of the Planning for Safer Communities guide and of the principles of the Crime Prevention Through Environmental Design (CPTED) concept in all new multi-family residential developments, including building and road design, streetscaping and landscaping, street lighting and amenity design that promotes personal safety, visibility accessibility and access to emergency services, in conjunction with other agencies. Developers shall be responsible for demonstrating how the guidelines of the Planning for Safer Communities guide have been incorporated into site and building design prior to obtaining approval from Council. This demonstration must be by a Qualified Environmental Professional.
- (k) Parking and other works and service requirements may be reduced or altered in special circumstances through the Development Permit process where strict compliance with the bylaws would unduly restrict development or would undermine the character of the area.
- (l) Additional building setbacks may be required for development through the development permit process to provide for improved visual building massing and traffic and pedestrian circulation.

17.9.5 Exemptions

- a) A development permit shall not be required and the policies of Section 16.9.4 of this Plan shall not apply to the following works:
 - i) Duplexes and triplexes;
 - ii) Any development excluded from the requirement of a Development Permit by Council.



17.10 Industrial Development Permit Area (DPA 7)

The area designated on *Map 5 Development Permit Areas 4, 5, 6 & 7 (Downtown, Highway Commercial, Neighbourhood Centre and Tourism, Multi-Family Residential, Comprehensive Development Area)* as Industrial Development Permit Area 7 is for the purpose of establishing objectives and guidelines for form and character.

When a proposed building or land alteration activity occurs in an area designated by more than one Development Permit Area, only a single application shall be required and all relevant guidelines will be considered concurrently.

17.10.1 Category

Section 919.1(1) (f) of the *Local Government Act* (Form & Character).

17.10.2 Justification

Council and residents wish to oversee and guide the form and character of industrial development in a manner that ensures enhances neighbourhood character and minimizes detrimental impacts.

17.10.3 Objectives

- a) To ensure that industrial development is compatible with the form and character of the surrounding neighbourhood.
- b) To minimize detrimental impacts of industrial activity on surrounding neighbourhoods.

17.10.4 Guidelines

- a) Exterior storage, service and refuse areas shall be landscaped and should be fenced and buffered so as to minimize intrusions on adjacent uses.
- b) Buildings and structures shall be sited and oriented in such a manner so as to permit adequate ingress and egress for large delivery vehicles
- c) Vehicular and pedestrian access shall be safe, clearly articulated, and pedestrian and vehicular traffic movements should be separated.
- d) Parking shall be screened and landscaped.
- e) Signage shall be in accordance with the Sign Bylaw.
- f) Lighting shall be of a cut-off, shielded design and be demonstrated to have no trespass onto adjacent properties.
- g) Building design shall reflect the use of natural materials (concrete and steel permissible), and be articulated to minimize the impact of large structures.
- h) Screening and buffering of the industrial use from adjacent non-industrial uses.
- i) Consideration shall be given to ensuring a compatible relationship of the lands to other buildings and uses in the area.
- j) The guidelines of the Cowichan Valley Safer Futures Program shall be used in reviewing development proposals (See Appendix C for a project review checklist).



17.10.5 Exemptions

- a) A development permit shall not be required and the policies of Section 16.10.4 shall not apply to the following works:
 - i. construction within a building that does not require exterior alterations;
 - ii. replacement of exterior finishes using the same or similar materials and colours;
 - iii. replacement of signage with no change in location, size, or type of signage; and
 - iv. any development excluded from the requirement of a Development Permit by Council.

17.11 Development Permit Area Application Requirements

Prior to issuing a Development Permit within any Development Permit Area Council requires applicants to furnish, at their expense, developments permit application which shall include:

- a) a cheque in the amount prescribed by the Town's Procedures By-law;
- b) a description of the project;
- c) survey plans indicating:
 - i) the location of the project;
 - ii) existing natural features, including vegetation and such features as water courses including water courses, bogs, springs, steep slopes and similar features;
 - iii) all existing and proposed buildings and structures;
 - iv) all existing and proposed property boundaries; and,
 - v) the location of all site improvements including proposed access and egress, site drainage, detention/retention ponds, proposed lighting, surfacing, parking areas, refuse storage areas, signage and site landscaping;
- d) building elevations for road frontage and their relationship to adjacent uses and structures;
- e) reports by a professional engineer, (P. Eng.), licensed to practice in British Columbia on:
 - i) the water and waste disposal requirements of the proposed use;
 - ii) the stability of the slope subject to the application, including topographic maps indicating contour intervals, location of slope stability and soil stability test sites, location of unstable slopes; and,
 - iii) a certificate from the engineer regarding the safety of proposed on-site and off-site structures from hazardous topographic conditions.
- f) a site profile completed under the requirements of the Waste Management Act; and,



- g) a report from the developer/applicant outlining how the requirements of Crime Prevention Through Environmental Design and the Women's' Safety Audit Report recommendations have been met.

17.11.1 Exemptions

- a) A development permit shall not be required and the guidelines within Sections 17.4 through 17.10 inclusive of this Plan shall not apply to the following works:
 - i) interior renovation of existing buildings;
 - ii) minor exterior renovations including replacement of roofing or existing windows and repairs to exterior finishes;
 - iii) changes to the text or message on existing signs and new signs less than 2 square metres in area;
 - iv) emergency repairs to buildings and structures where there is a demonstrable and immediate risk to human safety or property; and
 - v) landscaping, walkways, fences less than 1.2 metres in height.
- b) A development permit exemption under a) above does not exempt any person from securing a building permit, electrical permit, road access permit or any other requirement of a bylaw, statute or regulation.



18 Implementation

18.1 Introduction

It is the attention to implementation which determines the Plan's effectiveness. This section outlines how the Official Community Plan objectives and policies are translated into the reality of a growing community. The Town has a number of resources to ensure implementation of the Official Community Plan.

18.2 Land use Bylaws

Land use policy is implemented by means of the provisions of the Town's fundamental instruments for land use control:

18.2.1 Zoning Bylaw

Town Council shall amend its Zoning Bylaw to conform to this Official Community Plan and implement its regulations as soon as possible following the adoption of the Plan.

18.2.2 Subdivision Bylaw

Town Council shall amend its Subdivision Bylaw as required, to conform to this Official Community Plan as soon as possible after its adoption.

18.2.3 Development Procedures Bylaw

Town Council shall amend its Development Procedures Bylaw, as required, to conform to this Official Community Plan as soon as possible after its adoption.

18.2.4 Parking Bylaw

Town Council shall amend its Parking Bylaw to conform to this Official Community Plan.

18.3 Greenway and Trail Standards

The Town shall consider a Greenway plan and adoption of trail standards.

18.4 Development Permit Areas

Town Council will require Development Permits for all developments according to the objectives and guidelines established in Chapter 17 Development Permit Areas and as shown on Maps 3 and 4 -Development Permit Areas of the Plan.

18.5 Financial Program

Town Council has recognized the inseparability of the Official Community Plan and financial planning, and is committed to the utilization of its financial planning tools to implement the Plan. Given that the Plan has been prepared with full consideration of the financial implications of implementation and in conformity with the Town's Five Year Capital Expenditure Program. The Town's annual budget will be prepared to be, to the maximum extent possible, consistent with the Official Community Plan.



18.6 Other Resources for Implementing the Official Community Plan

Numerous additional resources are available to the Town to facilitate the implementation of the Official Community Plan and ensure that the contents of the Plan are current and compatible with Provincial and Federal policy.

18.7 Periodic Review of the Official Community Plan

Town Council endeavours to undertake a review of its Official Community Plan every five years subsequent to its adoption.

18.8 Board of Variance

Town Council may appoint a Board of Variance to deal with minor variances in accordance with the provisions of the Local Government Act (s. 899).

18.9 Development Variance Permits

Town Council may issue Development Variance Permits in accordance with the policies of this Plan.

18.10 Works and Services

Town Council shall update its "Works and Services Bylaw consistent with the policies of this Plan.

18.11 Development Cost Charge Bylaw

Council may consider the amending its Development Cost Charges Bylaw for areas affected by this Plan. Development Cost Charge Bylaws may be adopted on an area, service or area and service basis.

18.12 Other Plans

Council may consider the adoption of a Parks Master Plan, a Downtown Revitalization Plan, a Cowichan Lake/Cowichan River Management Plan, and a Greenways Plan & Trail Standards in conjunction with a Multiple-Use Pathway/Walkway Master Plan.

An Active Transportation Plan should be considered in order to achieve greenhouse gas emission reduction targets and to meet transportation objectives.

Wherever possible this Plan shall reflect the objectives of Official Community Plans for the adjacent Electoral Areas including but not limited to policies regarding Cowichan Lake, the Cowichan River, greenways and preservation of community character.

18.13 Amendments to this Plan

Amendments to this Plan may be considered by Council in accordance with the relevant provisions of the Local Government Act.



18.14 Communication with Regional District

Council will maintain ongoing communication with the Cowichan Valley Regional District in order to ensure up-to-date information on planning and development is provided to the Regional District.

18.15 Communication with Provincial and Federal Agencies

Town Council will maintain ongoing communication with the appropriate Provincial and Federal Ministries as required in order to ensure up-to-date interpretation of provincial and federal interests and policies.

18.16 Planning and Other Studies

Town Council will continue to utilize the resources of appropriate Provincial and Federal ministries to supplement the land use planning function in Town:

- a) To ensure provision is made for unfettered public access to the waterfront and the shoreline.
- b) To ensure Cowichan Lake and the Cowichan River as well as other watercourses and wildlife habitat, are protected and enhanced.
- c) To ensure the continued diversity and stability of the Town.



19 Definitions

In this Bylaw:

“accessible” means that a disabled person, without assistance from another person, is able to approach, enter, pass to and from and make use of an area and/or its facilities;

“active transportation” means the use of the following sustainable forms of transportation: walking, cycling, wheelchairs or mobility aids, inline skates and skateboards;

“affordable housing” means housing which has a market price or rent that does not exceed 30% of income households which have income that is 80% or less than the median household income (as determined by BC Stats) for the Town of Lake Cowichan;

“agriculture” means growing, rearing, producing or harvesting agricultural crops or livestock and includes the processing on a parcel of the primary agricultural products harvested, reared or produced on that parcel and the use and storage of associated farm machinery, implements, and agricultural supplies;

“assisted living” means a combination of housing and hospitality services, as well as a range of support services including assistance with personal activities such as grooming, bathing or taking medications. Housing units typically provide meals, housekeeping and laundry services, social and recreational opportunities and 24 hours emergency response systems. Residents are capable of directing their own care, but require some assistance performing daily activities. Housing units may be large or small in scale and may be delivered by private or non-profit organizations. Services may be delivered privately or be delivered and subsidized through VIHA. Some Assisted Living buildings are registered with the Assisted Living Registrar;

“buffer” means a feature or area that is designed to separate or protect two land uses. Examples include treed areas between commercial parcels and residences and natural vegetated areas between riparian areas and nearby development (see also “natural buffer”);

“building” means any structure, wholly or partly enclosed by a roof or roofs supported by walls or columns, which is used or intended to be used for supporting or sheltering any use accommodating persons, animals, chattels or things;

“carbon neutral” means achieving net zero carbon emissions by balancing a measured amount of carbon released with an equivalent amount sequestered or offset, or buying enough *carbon credits to make up the difference*;

“climate change” means a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods. In the latter sense climate change is synonymous with global warming. Possible affected weather conditions include temperature, precipitation and wind;

“community garden” means a site, operated by volunteers, where, through allotments, a parcel of land is used for the production of produce for the personal use of its members;



“complete street” means streets that are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to safely move along and across a complete street;

“council” means the Council of the Town of the Lake Cowichan;

“cycling” means the use of human powered cycles, or motor-assisted cycles which have a motor rated at less than 500 watts and are not capable of speeds in excess of 32 km/hr on level ground without pedaling;

“density bonus” means a system whereby a developer may be allowed to increase density in return for the provision of amenities or housing that benefit the municipality;

“developable” means the portion of a site that remains available for development after environmentally sensitive land, park land, and other required dedications or reservations are set aside and restricted from development;

“development,” when used in the context of Watercourse and Streamside Protection Development Permit Area– (DPA 1), means any activity occurring within 30 metres of fish habitat and referred to in Section 920 (1) of the Local Government Act, including the:

- removal, alteration, disruption or destruction of vegetation;
- removal, deposit or distribution of soils;
- construction or erection of buildings and structures;
- creation of non-structural impervious or semi-impervious surfaces;
- construction of roads, trails, docks, wharves and bridges;
- development of utility corridors;
- expansion of existing landscaping;
- provision and maintenance of sewer and water services; and
- subdivision as defined in section 872 of the Local Government Act;

“disabled person” means a person who has a loss, or a reduction of functional ability and activity, and includes a person in a wheelchair and a person with sensory disability;

“ecosystem” means the sum total of vegetation and animals and the physical environment in which they interact;

“environmentally sensitive area” means an area requiring special management attention in order to protect fish and wildlife resources in natural systems;

“fill” means soil, sand, gravel, rock or other material that can be used to alter the contours of land;

“fish” means all life stages of salmonids, game fish and regionally significant fish;

“fish habitat” means that the watercourse is either fish bearing, or is connected by surface flow to a watercourse that is fish bearing;

“fish bearing” means the aquatic environment and the immediately surrounding terrestrial environment that combined, afford the necessary biological and physical support systems required by fish species during various life history stages;



“floodplain” means a plain bordering a river and subject to flooding;

“freeboard” means the additional elevation of a building’s lowest floor above predicted flood elevations by a small additional height (generally 1-3 feet above BC Building code requirements);

“greenways” mean corridors or protected open spaces that are publicly or privately owned and managed for conservation and recreation purposes;

“habitat” means the area or environment where an organism or ecological community normally lives or occurs;

“hectare” or “ha” means an area of measurement comprising 10,000 square meters, or roughly equivalent to 2.47 acres;

“heritage theme” means that which reflects the history of the Town including the forest industry and railway;

“high water mark” means the natural boundary as defined in this Bylaw (see “natural boundary”);

“human powered vehicle” means a vehicle powered solely by human power and may include vehicles such as bicycles, roller skates and skateboards;

“inclusive neighbourhood” means a neighbourhood where everyone experiences a sense of societal belonging regardless age, ethnicity, circumstance, disability or economic status;

“independent/supportive living” means a combination of housing and hospitality services for retired adults who are capable of directing their own care. Housing units typically provide a combination of private living space with a lockable door, monitoring and emergency support, optional meal services, housekeeping, laundry, social and recreational opportunities. Housing units may be large or small in scale and may include rented, owned or life-leased options. The Independent and Supportive Living category includes privately owned, non-profit and subsidized housing options;

“infrastructure” means the physical systems the Town provides to the community including roads, water, sewer and utilities, which are considered essential for the community;

“infill” means an increase in the residential or employment density; redevelopment of previously developed areas; or utilizing vacant land within a developed area;

“Lake Cowichan” means the Town of Lake Cowichan;

“landscaping” means any combination of trees, bushes, shrubs, plants, flowers, lawns, bark mulch, decorative boulders and gravel, decorative paving, planters, foundations and sculptures, decorative fences and the like, arranged and maintained to enhance and embellish the appearance of a property or, where necessary, to effectively screen a lot, site, or storage yard;

“landscaped area” when used in the context of Watercourse and Streamside Protection Development Permit Area– (DPA 1), means an area significantly altered by human activity where there is the continuous maintenance of no vegetation, cultivated vegetation and/or landscape materials, including but not limited to stones, boulders, cobbles, pavers and decorative concrete;



“m²” means a measure of area in square metres;

“manufactured housing” means a manufactured structure, CSA approved with a Z240 or A277 rating, which was constructed in 1980 or newer, and assembled as a unit which contains one dwelling unit with bathroom facilities, and specifically excludes travel trailers, campers or other vehicles exempt from the provisions of the Mobile home Act;

“manufactured home park” means any parcel of land under one ownership which has been planned, divided into manufactured home lots, and improved for the placement of manufactured homes for permanent residential use, containing three or more manufactured home spaces or upon which is located three or more manufactured homes and includes all buildings, structures, or accessories used or intended to be used as equipment for the manufactured home park;

“motorized personal mobility device” means any relatively small motorized chair with three or four wheels that is designed for people with limited mobility;

“natural boundary” means:

(a) the visible high water mark of any lake, river, stream or other body of water where the presence and action of the water are so common and so long continued in all ordinary years as to mark upon the soil of the bed of the lake, river, stream or other body of water a character distinct from that of its banks, in vegetation, as well as in the nature of the soil itself; and

(b) the edge of dormant side channels of any lake, river, stream or other body of water;

“natural environment” means natural and semi natural areas, both land and water, that may be within developed or undeveloped areas, publically or privately owned. These include areas of natural, scenic, cultural, heritage and recreational value;

“natural features” means functions and conditions that include but are not limited to:

- streams and their active floodplains;
- the multi-canopied forest and ground cover adjacent to streams that moderates water temperatures;
- provides a source of food, nutrients and organic matter to streams;
- establishes root matrices that stabilize soils and stream banks, thereby minimizing erosion;
- buffers streams from sedimentation and pollution in surface runoff;
- large organic debris that falls into the stream or streamside area, including logs, snags and root wads;
- natural sources of stream bed substrates; and
- permeable surfaces that permit infiltration to moderate water volume, timing and velocity and maintain sustained water flows in streams, especially during low flow periods;

“non fish bearing habitat” means aquatic and adjacent terrestrial habitat not recognized under the provincial *Riparian Areas Regulation*, which includes:



- marine foreshore; and

- a ditch, spring or wetland that is not connected by surface flow to fish bearing habitat but which the Town recognizes as possessing important ecological and wildlife values;

“open space” means lands in a natural or developed state and intended solely for public recreational use or the preservation of natural areas;

“parcel” means any lot, block or other area in which land is held or into which it is subdivided, including water lease lots and strata lots, but not including a highway;

“park” means areas that provide active or passive recreational opportunities, or areas set aside for archaeological, historical, cultural or conservation purposes;

“Plan” means the Town of Lake Cowichan Official Community Plan;

“plan area” means the area of land and water surfaces covered by the Town of Lake Cowichan Official Community Plan;

“precautionary principle” means that, for proposals that could potentially cause harm to human health or the environment, precautionary measures should be taken, even if some cause and effect relationships are not fully established scientifically. It also acknowledges that uncertainty is inherent in managing resources, and recognizes that it is usually easier to prevent environmental damage than to repair it later.

“Province” means the government of the Province of British Columbia, Canada;

“public use” means land, buildings or facilities provided by a government, an agency of government or a non-profit for public parks and recreational facilities, education, health, welfare, administration, safety, communications or public works;

“Qualified Environmental Professional (QEP)” means an applied scientist or technologist, acting alone or together with another qualified environmental professional, if:

- The individual is registered and in good standing in British Columbia with an appropriate professional organization constituted under an Act, acting under that association's code of ethics and subject to disciplinary action by that association;

- The individual's area of expertise is recognized in the assessment methods as one that is acceptable for the purpose of providing all or part of an assessment report in respect of that development proposal; and

- The individual is acting within that individual's area of expertise;

“ravine” means a narrow, steep-sided valley with slope grades greater than 3:1 (33%);

“residential care facility” (formerly called nursing homes) provides accommodation, care and supervision for retired adults who are no longer capable of directing their own day-to-day activities. Residential Care settings typically provide a combination of housing and hospitality services, as well as extensive support services. These settings include intermediate care facilities, multi-level care facilities, extended care hospitals and private hospitals. Residential Care units must be licensed and services may be delivered by private or non-profit organizations. Some units offer government subsidized care options;

“riparian area” (also known as “natural buffer strip”) means a specified area where the surrounding terrestrial environment that links aquatic to upland terrestrial ecosystems and



includes both existing and potential riparian vegetation and existing and potential adjacent upland vegetation that exerts an influence on the watercourse;

“school district” means the School District No. 79;

“secondary suite” means an accessory dwelling unit contained within or attached to a single family residential dwelling;

“setback” means the minimum permitted horizontal distance required under the zoning bylaw between a building or structure and a specified parcel line or the high water mark of a watercourse;

“Sensitive Ecosystem Inventory (SEI)” means a series of documents and maps prepared by Fisheries and Oceans Canada and the BC Ministry of Environment that identify rare and fragile ecosystems that may be threatened within natural areas on southeast Vancouver Island; they are classified into different ecosystem types;

“sewage treatment” means treatment of waste water or liquid waste to remove solids and other contaminants in order to meet effluent standards. It can involve physical, chemical and/or biological processes;

“Smart Growth” means a collection of development and land use principles that aim to ensure that growth is fiscally, environmentally and socially responsible, and encourages complete, compact communities;

“soil” means the mixture of mineral and organic constituents of earth and includes sand, gravel rock or other substances of which land is composed;

“special needs housing” means housing specially designed or adapted for those with particular physical or social needs, such as those of the elderly or disabled, or with specialist staffing support such as those with a mental health problem;

“Streamside Protection and Enhancement Area (SPEA)” means the area adjacent to a watercourse that links aquatic to terrestrial ecosystems and includes both the riparian area and the adjacent upland area that exerts an influence on the watercourse, the width of which is determined in Guideline b) of Section 16.4. Watercourse and Streamside Protection Development Permit Area– (DPA 1);

“structure” means any construction fixed to, supported by, or sunk into land or water, but not concrete paving or asphalt paving or similar surfacing of a parcel;

“subdivision” means:

- a) a subdivision as defined in the Land Title Act; and
- b) a subdivision under the Strata Property Act;

“sustainability or sustainable development” means meeting the needs of the present without compromising the ability of future generations to meet their needs. Sustainability is based on the efficient and environmentally responsible use of natural, human and economic resources;

“top of bank” means the first significant break in a ravine slope where the break occurs such that the grade beyond the break is flatter than a 3:1 slope for a minimum distance of 15 metres measured perpendicularly from the break, and the break does not include a bench



within the ravine that could be developed;

“Town” means the Town of Lake Cowichan;

“urban agriculture” means the growing, processing, and distribution of food and other products through intensive plant cultivation and animal husbandry in and around communities;

“water balance” is a hydrologic concept that refers to the relationship of the four components of natural rainfall water flow: 1) the interflow of water soaking into shallow ground and moving slowly through soils to streams, 2) the percolation of water vertically into deep groundwater, 3) evaporation from surfaces and transpiration from leaves, and 4) surface runoff, water flowing over the ground;

“watercourse” includes any of the following that provides fish and non-fish bearing habitat

- a pond, lake, river, stream, creek, or brook;
- any of the above, whether it contains water or not;
- a spring or wetland that is connected by surface flow (including portions that may be within a conduit or culvert) to something referred to as above;

“wetland” means land that is inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal conditions does support, vegetation typically adapted for life in saturated soil conditions, including swamps, marshes, bogs, fens, estuaries and similar areas that are not part of the active floodplain of a watercourse;

“wetland boundary” means the high water mark or water level in wetlands, ponds, and lakes that is reached during annual winter flood events, as indicated by the presence of soil subject to regular inundation and/or vegetation that is typically adapted for life in submerged, semi-submerged or saturated soil conditions;

“wildland urban interface” means an area of land where residential and other types of development are found in close proximity to forested areas, where a forest fire is likely to become an interface fire capable of consuming developed and forested areas simultaneously; and

“zoning” is regulation of the use of land by the means of a zoning bylaw and in accordance with the Local Government Act.



Appendix A -- Lake Cowichan Fast Facts (Housing)

Number of Households spending 30% to 99% of household income on monthly housing costs		
	Tenant-Occupied Households	Owner-Occupied Households
Town of Lake Cowichan	91	175
Area F: Cowichan Lake South/Skutz Falls	50	90
Area I: Youbou/Meade Creek	25	70

Source: 2006 Census Profile (Pg 30 of 31), BC Stats

In Lake Cowichan 11.9% of 2230 households spend 30-99% of their income on housing.

- 32% of 285 or 91 are rental tenants
- 18% of 970 or 175 are owner occupied homes

Source: 2006 Census Profiles, BC Stats

Using After-Tax Income for Lake Cowichan				
	Individuals 15 + Years		Male Lone-parent	Female Lone-parent
	Male	Female		
2006 Median Income	\$26,897	\$16,259		\$20,736
Affordable Monthly Rent for Median Income	\$672	\$406		\$518
2006 Average Income	\$29,189	\$18,742		\$28,423
Affordable Monthly Rent for Average Income	\$730	\$456		\$711

Source: 2006 Census Profile (Pg 26 & 28 of 31), BC Stats



Average Monthly Payments on Homes in 2006				
	Single Occupancy		One-Family	
	Rent	Owner Major Payments	Rent	Owner Major Payments
Town of Lake Cowichan	\$613	\$709	\$709	\$759
Area F: Cowichan Lake South/Skutz Falls	\$423	\$692	\$448	\$712
Area I: Youbou/Meade Creek	\$639	\$734	\$679	\$767

Source: 2006 Census Profile (Pg 30 of 31), BC Stats

2006 Employment by Industry												
	Retail		Manufacturing		Health Care & Social Assistance		Construction		Education		Accommodation & Food Services	
Town of Lake Cowichan	14.9%	215	6.3%	90	6.9%	100	9.7%	140	5.2%	75	13.5%	195
Area F: Cowichan Lake South/Skutz Falls	12.1%	105	7.5%	65	11.6%	100	15.0%	130	1.7%	15	3.5%	30
Area I: Youbou/Meade Creek	15.6%	85	6.4%	35	4.6%	25	10.1%	55	2.8%	15	7.3%	40
% of Total Labour Force 15 years or over, or # of persons 15 years or over (of the area indicated)												

Source: 2006 Census Profile (Pg 23 of 31), BC Stats



King George Seniors' Affordable Housing Society

Box 587, Lake Cowichan, BC, V0R 2G0

Phone # 250-749-0190

Contact: Marg Beldessi

Monday-Friday 8:00-12.00 noon

- Evergreen Place, 20 South Shore Road
- 31 units
- waitlist of approximately 25
- over the age of 55 years.

Town of Lake Cowichan

Cowichan Lake Senior Citizens' Housing Society

Box 209, Lake Cowichan, BC, V0R 2G0

Phone # 250-749-0152

Contact: Lorraine Lawrence

- Olson Manor, 61 King George Street
- 16 units
- waitlist of approximately 10
- over the age of 55 years

Town of Lake Cowichan



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Appendix B -- Parks

Community Parks		
Name	Area	Amenities
Carpentier (Central)	0.65 ha (1.6 ac)	Fountain, benches, picnic tables, Cenotaph, washrooms
Centennial	6.48 ha (16.00 ac)	Ball fields, skateboard park, Centennial Community Hall
Lakeview	4.04 ha (10.00 ac) Need updated figures to reflect entire park area	Campground, picnic tables and public beach
Marina*	0.8ha (2.00 ac)	Boat ramp
Riverside/Duck pond	0.4 ha (1.00 ac)	Beach, swings, play area
Saywell	1.42 ha (3.5 ac)	Museum, picnic tables, benches and tourist information centre
Winter Park		Playground

Neighbourhood Parks		
Name	Area	Amenities
Cowichan	0.057 ha (0.14 ac)	Tennis courts
Dashwood	0.057 ha (0.14 ac)	Undeveloped
Parkstone	0.3 ha (0.74 ac)	Swings, slide, lacrosse box, bench, Check: new playground
Sahtlam	0.3 ha (0.74 ac)	Lacrosse Box, Swings

Special Area Parks		
Name	Area	Amenities
Beaver Creek	0.8ha (2.0 ac)	Site of Rhododendron park, trail
Creelman 's Bird Sanctuary	0.247ha (0.59 ac)	Treed and undeveloped
Forest Workers' Memorial	0.8ha (2.0 ac)	Fountain, benches
Friendship **	0.8ha (2.0 ac)	Creek, trail, bench
Gillespie*	0.3ha (0.74 ac)	Picnic tables, dock
Kenvir/Greendale	0.4ha (1.0 ac)	Benches, pathways
Ohtaki	0.8 ha (2.0 ac)	Benches
Joginder Bains	0.8ha (2.0 ac)	Undeveloped
North Shore Greenbelt		Natural area
Ravine	1.62 ha (4.0 ac)	Undeveloped, ecologically sensitive
Stone/Arbutus Park		Undeveloped



Regional & Provincial Parks		
Name	Area	Amenities
Cowichan River Provincial Park		Natural area, undeveloped

* Leased park

** School District property



Appendix C -- Checklist for Safety Planning and Design (1998) ¹²

The following checklist is adapted from materials of the Cowichan Valley Safer Futures Program.

Planning and Design Checklist for Developments

Designing community environments that are safe and accessible is an important part of building safer communities. Designing safer environments involves consideration of who we are planning for, how they need to use their communities, and what their obstacles might be. While this process incorporates some aspects of crime prevention through environmental design, it is based on building communities that consider accessibility and social, economic, and environmental vibrancy to be important. This summary has been prepared as a quick reference to prompt questions about safety when considering development proposals and related planning questions. It is recognized that in any given situation, not all of the questions contained in the checklists will be pertinent. The purpose is to provide an array of considerations, and, where appropriate, to apply them to a given proposal.

Planning Assessment

Process Considerations

- Introduce and ask questions about safety issues and concerns at the beginning of a process.
- Provide information to applicants on safety and security issues, and design and management solutions.
- Include a process for referral and suggest community contacts to provide input (in the Cowichan Valley Regional District, the Community Safety Advisory Committee has been established with a mandate to review development proposals for safety).
- Suggest a women's safety audit of the local area.

Checklist

1) Context of the area/ development:

- a) Are there any existing safety issues that need to be addressed?
- b) Has a safety audit been done to determine existing and potential problems?
- c) Is the area known for vandalism, thefts or assaults?
- d) Is it perceived to be unsafe for/ by women, children, youth, seniors or people with disabilities?
- e) Is the area isolated, dark or poorly maintained?
- f) Is it known for traffic or pedestrian issues?
- g) How might the proposed development affect or improve the area in terms of safety?
- h) Who are the present and proposed users?
- i) Are there any potential conflicts for example, between neighbouring land uses?

¹² *Planning for Safer Communities: Summary and Checklists for Advisory Planning Commissions*, Safer Futures, Terri Dame, March 1998



- i) Examples might include:
 - (1) A vacant lot next to a proposed housing complex, a school next to a farm, mall, video arcade, liquor store next to a bus stop, industrial complex next to a park.
- j) How do/ will women and children, youth, seniors, people with disabilities, etc., use this area both day and night and what might their safety concerns be? Day? Night?
 - i) Examples might include:
 - (1) A neighbourhood park that will be used by women and children whose safety concerns might be around using washrooms, or need for emergency outlets, possible alcohol/ drug use in the park.
 - ii) Have all needs/ views been considered/ solicited?
 - (1) Has the developer contacted people who may be the most vulnerable and/ or who are not able to come out to public meetings?
 - (2) Have parents, women, seniors, people with disabilities been specifically asked for their views?

2) Overall Design

- a) Does the development consider design elements which support safety?
- b) Does the layout and design of the proposed development (interior and exterior) maximize opportunities for casual surveillance; minimize potential entrapment areas, hiding spots?
- c) Will there be adequate lighting, signage, accessible pedestrian routes, transit, security, emergency services and outlets? (How has this been determined?)
- d) What provisions are there for accessibility?
- e) What are requirements or considerations for management to support safety of staff and the public? (for example, will store owners, building managers be made aware of women's safety issues (and how) and will there be programs/policies to support safety of staff, residents and patrons?
- f) What is the potential impact on community services?
- g) Does the development provide for, or augment, existing community services?
- h) Will there be adequate access to public transportation?
- i) Does the proposed development target a specific group, for example seniors? If so, will there be adequate access to services for people who may be mobility impaired, require medical attention?
- j) What might the impacts be for recreation opportunities, school grounds safety, and traffic safety for children? Have school parent groups been contacted for their views?
- k) Is it easy for someone who is not familiar with the area to find their way around?
- l) Are there adequate signage and other information that tells people where they are and how find services, who to call in an emergency?
- m) Is information provided, visible and legible to someone in a wheelchair, someone who is visually impaired?
- n) Is the area/building accessible?
- o) Is the area served by public transportation? If so, does transit meet the needs of the users? If not, what other assistance is available?
- p) Are buildings, sidewalks, streets and crossings well-placed and accessible, particularly for people with disabilities? How has this been determined?



3) Specific Design Issues

a) Isolation

- i) Is/ will the area, building (or parts of the building) be subject to isolation? If so, are there practices in place to enhance personal safety and security of people who must use the area during those times?
- ii) Do the surrounding land uses encourage people to be there?
- iii) How far away are the nearest emergency services?
- iv) Is the area patrolled by security, police, and neighbourhood watch?
- v) Would someone hear a call for help?

b) Visibility

- i) Does the layout of the site and building(s) provide for maximum visibility of the street and parking areas, paths and walkways?
- ii) Does the building interior contain sharp corners, isolated areas?
- iii) Are there any structures, landscaping, vegetation, corners, ditches, vehicles, signs that would impede visibility?

c) Lighting

- i) Is the lighting adequate? How has this been determined?
- ii) Is the lighting bright enough (without being too bright) or causing glare, is it evenly spaced and unobscured by landscaping or fences?
- iii) How well does lighting illuminate parking lots, pedestrian walkways, sidewalks, directional signs and maps? Is lighting adequate for someone to see another person 20 from metres away?

d) Signage

- i) What signage is planned?
- ii) What signage is needed to serve all users?
- iii) Does it provide necessary information?
- iv) Does signage direct people with disabilities to accessible entrances?
- v) Is it located properly? (e.g., so that it is visible to someone in a wheelchair?)
- vi) Is the lettering large enough to read, easy to understand? Visual symbols?
- vii) Are transportation points clearly indicated? (Taxi stands, bus stops, paratransit?)

e) Movement Predictors and Entrapment Areas

- i) Are there small, confined areas such as alcoves, solid staircases, between garbage bins, alleys, lanes, parking spots where someone could hide or be hidden from view?
- ii) How easy would it be to predict someone's movements along a route?
- iii) Is there more than one main route/ exit through well-travelled areas, into and out of buildings?

f) Maintenance

- i) How will the area/ building be maintained?
- ii) Who will be responsible for removing graffiti, repairing vandalism? Will this be done promptly?
- iii) Will there be information posted to tell people how to report problems?



- g) Management and Security
 - i) How is the area or building monitored? (police, security staff, etc.)
 - ii) Are security staff and building managers aware of personal safety concerns for women and children?
 - iii) Where buildings are used by businesses and services, are there safety measures and programs in place?
 - iv) How far away is the nearest emergency service? (alarm, personnel, emergency telephone)
 - v) Are there areas that should be locked, fenced, or barricaded?



Appendix D – Selected Community Facts

Population Characteristics, Labour Force by Industry, Value of Building Permits, Personal Taxation, Dependence on Safety Net, Business Formation and Failures

BC Stats 250-387-0327
www.bcstats.gov.bc.ca

Community Facts

Lake Cowichan Town

1 General									
Incorporated in 1944, Lake Cowichan has a total land area of 8.25 square km (2006 Census). By highway the Village is 27 km west of Duncan. Lake Cowichan is in the Cowichan Valley Regional District.									
2 Population Estimates					Age Distribution				
Annual Estimates					2006 Census		% Distribution, 2006 *		
Year	Lk Cowichan	% Change Prev. Year	BC	% Change Prev. Year	Lk Cowichan	Male	Female	Lk Cowichan	BC
2005	2,889	-	4,196,788	-	All ages	1,465	1,480	100.0	100.0
2006	2,973	2.9	4,243,580	1.1	0 - 14	245	245	16.6	16.5
2007	2,961	-0.4	4,309,453	1.6	15 - 24	210	150	12.0	13.1
2008	3,025	2.2	4,383,845	1.7	25 - 44	320	335	22.2	27.4
2009	3,182	5.2	4,455,207	1.6	45 - 64	470	495	32.7	28.4
					65 +	225	255	16.3	14.6
Source: Statistics Canada (as of July 1, includes estimate of Census undercount) * based on published totals, both sexes									
2006 Census Profiles can be found on our Website at http://www.bcstats.gov.bc.ca/census.asp									
3 Selected Census Characteristics									
Characteristics	Lake Cowichan				British Columbia				
	2001	2006	% Change	% Change	2001	2006	% Change	% Change	
Population	2,827	2,948	4.3	5.3	3,907,738	4,113,487	5.3	5.3	
Population (by citizenship)	2,825	2,940	4.1	5.3	3,868,875	4,074,385	5.3	5.3	
Non-immigrant	2,520	2,610	3.6	2.9	2,821,870	2,904,240	2.9	2.9	
Immigrant	305	305	-	10.8	1,009,820	1,119,215	10.8	10.8	
Labour force (15+ yrs.)	1,265	1,440	13.8	8.1	2,059,950	2,226,380	8.1	8.1	
Employees	965	1,255	30.1	9.2	1,715,600	1,873,050	9.2	9.2	
Self-employed	185	160	-13.5	7.4	291,455	313,000	7.4	7.4	
Participation rate [ppt.=percentage points]	57.1%	59.0%	1.9 ppt.	0.4 ppt.	65.2%	65.6%	0.4 ppt.	0.4 ppt.	
Unemployment rate	16.6%	12.5%	-4.1 ppt.	-2.5 ppt.	8.5%	6.0%	-2.5 ppt.	-2.5 ppt.	
Total population 25 to 64 years	1,445	1,620	12.1	6.5	2,144,050	2,284,465	6.5	6.5	
No certificate, diploma or degree	485	390	-19.6	-40.1	471,470	282,200	-40.1	-40.1	
High school certificate or equivalent	325	455	40.0	27.7	462,925	591,275	27.7	27.7	
Apprenticeship/trades certificate or diploma	260	360	38.5	-7.4	295,180	273,450	-7.4	-7.4	
College, CEGEP or other cert. or diploma	260	270	3.8	11.3	401,760	447,005	11.3	11.3	
University certificate, diploma or degree	115	145	26.1	34.7	512,715	690,535	34.7	34.7	
Bachelor's degree	55	75	36.4	23.0	282,800	347,715	23.0	23.0	
Census families	830	905	9.0	6.9	1,086,030	1,161,420	6.9	6.9	
Lone-parent families	175	145	-17.1	4.0	168,420	175,165	4.0	4.0	
Households	1,150	1,260	9.6	7.1	1,534,335	1,643,150	7.1	7.1	
1-family households	820	865	5.5	6.1	1,012,925	1,074,850	6.1	6.1	
Multi-family households	10	20	100.0	18.4	35,050	41,510	18.4	18.4	
Non-family households	325	375	15.4	8.3	486,355	526,785	8.3	8.3	
Median Income (2000 & 2005)	\$ 18,046	\$ 20,789	15.2	12.5	\$ 22,095	\$ 24,867	12.5	12.5	
Males	\$ 27,950	\$ 29,930	7.1	9.0	\$ 28,976	\$ 31,598	9.0	9.0	
Females	\$ 13,501	\$ 16,286	20.6	14.0	\$ 17,546	\$ 19,997	14.0	14.0	
Median Family Income (2000 & 2005)	\$ 43,711	\$ 53,085	21.4	20.0	\$ 54,840	\$ 65,787	20.0	20.0	
Economic Families	825	895	8.5	6.5	1,044,850	1,112,810	6.5	6.5	
Incidence, low income	20.4%	13.4%	-7.0 ppt.	-0.6 ppt.	13.9%	13.3%	-0.6 ppt.	-0.6 ppt.	
Unattached persons, 15+	375	420	12.0	4.7	576,825	603,880	4.7	4.7	
Incidence, low income	29.2%	33.3%	4.1 ppt.	-1.4 ppt.	38.1%	36.7%	-1.4 ppt.	-1.4 ppt.	
Population in private hh.	2,820	2,930	3.9	5.1	3,785,270	3,978,215	5.1	5.1	
Incidence, low income	22.4%	15.2%	-7.2 ppt.	-0.5 ppt.	17.8%	17.3%	-0.5 ppt.	-0.5 ppt.	
Dwellings	1,155	1,260	9.1	7.1	1,534,335	1,643,150	7.1	7.1	
Owned	865	975	12.7	12.5	1,017,485	1,145,045	12.5	12.5	
Rented	285	285	-	-3.6	512,360	493,995	-3.6	-3.6	
Average gross rent	\$ 565	\$ 613	8.5	10.4	\$ 750	\$ 828	10.4	10.4	
Average owners' payments	\$ 654	\$ 709	8.4	17.1	\$ 904	\$ 1,059	17.1	17.1	
Avg. value, owned dwel.	\$ 131,085	\$ 237,763	81.4	81.5	\$ 230,645	\$ 418,703	81.5	81.5	

Source: Statistics Canada. Notes: incomes are for 2005 and 2000; rent/owner's payments are restricted to non-farm, non-reserve private dwellings.

4 Labour Force by Industry (NAICS)						
Industry	Lake Cowichan			BC	% Distribution, 2006	
	2001	2006	% Change	% change	Lk Cowichan	BC
Total labour force	1,270	1,440	13.4	8.1	100.0	100.0
Industry - Not applicable	105	10	- 90.5	- 26.6	0.7	1.5
All industries (Experienced LF)	1,160	1,425	22.8	8.9	99.0	98.5
111-112 Farms	-	10	-	5.2	0.7	1.8
113 Forestry and logging	205	125	- 39.0	- 10.0	8.7	1.0
114 Fishing, hunting and trapping	-	-	-	1.3	-	0.2
1151/2 Support activities for farms	-	-	-	11.3	-	0.1
1153 Support activities for forestry	20	20	-	- 21.5	1.4	0.3
21 Mining and oil and gas extraction	-	-	-	42.6	-	0.9
22 Utilities	-	10	-	- 3.4	0.7	0.5
23 Construction	60	145	141.7	39.9	10.1	7.5
31-33 Manufacturing	100	90	- 10.0	- 2.7	6.3	8.5
311 Food manufacturing	10	-	- 100.0	3.6	-	1.0
321 Wood product manufacturing	60	60	-	- 16.1	4.2	1.7
322 Paper manufacturing	10	-	- 100.0	- 13.5	-	0.6
41 Wholesale trade	15	25	66.7	11.6	1.7	4.1
44-45 Retail trade	160	215	34.4	6.9	14.9	11.2
441 Motor vehicle and parts dealers	20	30	50.0	9.0	2.1	1.1
445 Food and beverage stores	45	75	66.7	8.4	5.2	2.9
448 Clothing & clothing accessories	10	-	- 100.0	9.2	-	1.1
452 General merchandise stores	10	20	100.0	6.5	1.4	1.2
48-49 Transportation & warehousing	30	55	83.3	0.6	3.8	5.2
51 Information and cultural industries	-	15	-	- 5.3	1.0	2.6
52 Finance and insurance	35	35	-	4.5	2.4	3.8
53 Real estate & rental/leasing	10	25	150.0	22.1	1.7	2.3
54 Professional, scientific & tech. serv.	40	55	37.5	18.6	3.8	7.3
55 Mgmt. of companies/ent'prises	-	-	-	126.6	-	0.1
56 Admin+support, waste mgmt serv.	45	50	11.1	20.4	3.5	4.4
61 Educational services	60	75	25.0	9.2	5.2	6.9
62 Health care and social assistance	115	100	- 13.0	6.5	6.9	9.6
71 Arts, entertainment and recreation	-	30	-	11.3	2.1	2.3
72 Accommodation and food services	75	195	160.0	7.7	13.5	8.1
721 Accommodation services	20	20	-	2.5	1.4	1.7
722 Food services & drinking places	55	170	209.1	9.2	11.8	6.4
81 Other services (excl. public admin.)	85	45	- 47.1	11.8	3.1	4.9
91 Public administration	90	90	-	- 2.0	6.3	5.0
Special Aggregations	10	10	-	5.8	0.7	2.9
Agriculture, Food and Beverage	-	-	-	- 3.3	-	0.5
Fishing and Fish Processing	290	210	- 27.6	- 14.7	14.6	3.7
Logging and Forest Products	10	15	50.0	17.1	1.0	2.1

Source: Statistics Canada. Industry according to NAICS version used in each census. Unpublished data.

5	Business Establishments - Number of Firms by Employment Size Range								
December (or June)	Firms with no employees		Firms with employees		% change	Lake Cowichan			
	Lk Cowichan	BC	Lk Cowichan	BC		Lk Cowichan	1 to 19	20 to 49	50-199
2004	132	187,895	113	158,421		106	6	1	0
2005	116	182,495	118	162,732	4.4	110	7	1	0
2006	121	182,599	116	167,845	- 1.7	112	3	1	0
2007	113	188,565	137	168,473	18.1	128	8	1	0
2008 (Jun)	120	193,848	134	170,692	- 2.2	127	6	1	0

Source: Business Register, Statistics Canada. In some areas, boundary changes/geocoding changes may cause large changes.

6 Municipal Residential Taxes and Charges on a Representative House					
Year	House Value		Taxes & Charges		
	\$	% change	\$	% change	
2005	144,067		2,098		
2006	171,717	19.2	2,244	7.0	
2007	210,380	22.5	2,349	4.7	
2008	246,183	17.0	2,471	5.2	
2009	250,888	1.9	2,635	6.6	

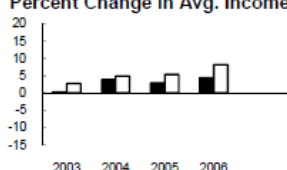

Source: Ministry of Community Development http://www.cd.gov.bc.ca/lgd/infra/statistics_index.htm (No RD level figures)

7		Values of Building Permits									
Year	Residential				Non-Residential		Total		Year		
	Number of Units		Value \$'000		Value \$'000		Value \$'000				
	Lk Cowichan	BC	Lk Cowichan	BC	Lk Cowichan	BC	Lk Cowichan	BC			
2004	20	34,898	2,484	5,868,937	21	2,069,790	2,505	7,938,727	2004		
2005	33	37,452	3,223	6,978,962	1,716	3,212,137	4,939	10,191,099	2005		
2006	34	38,835	3,719	7,620,696	158	3,920,836	3,877	11,541,532	2006		
2007	23	40,932	3,318	8,611,723	30	3,932,968	3,348	12,544,691	2007		
2008	23	30,110	3,150	6,899,289	200	3,677,866	3,350	10,577,155	2008		

Source: Statistics Canada

Note: Detailed non-residential permits data can be found on our Website: www.bcstats.gov.bc.ca

A dash can indicate a nil report, a value of less than \$500, or non-reporting. P indicates 'preliminary'.

8		Personal Taxation Statistics						Percent Change in Avg. Income	
Total Income of All Returns									
Year	All Returns (number)		Average Income (\$)		% Change avg. income				
	Lk Cowichan	BC	Lk Cowichan	BC	Lk Cowichan	BC			
2002	2,870	2,980,110	26,349	31,316	n/a	n/a			
2003	2,960	2,981,790	26,420	32,187	0.3	2.8			
2004	2,940	3,053,420	27,457	33,766	3.9	4.9			
2005	3,530	3,154,090	28,261	35,601	2.9	5.4			
2006	3,570	3,165,750	29,504	38,523	4.4	8.2			
Note: This section is now based on All Returns, not Taxable Returns									
Source of Total Income 2006								% Distribution, Total Income	
	Lk Cowichan		BC						
	\$Thousands	% of Total	% of Total						
Employment	60,107	57.1	65.9						
Pension	22,255	21.1	12.5						
Investment	5,511	5.2	8.6						
Self-Employed	4,467	4.2	6.0						
Other	7,548	7.2	5.0						
Tax Exempt	5,299	5.0	2.0						
Total	105,328	100.0	100.0						
									

Source: Canada Revenue Agency. Areas are defined by postal codes and may not match municipal boundaries.

9	Dependency on the Safety Net					Revised Sept 2009	Total Beneficiaries by Age Group, % (Basic BC Assistance & EI)	
Percentage of Population by Age Receiving Benefits - September 2008								
Age Group	BC Basic* Income Assistance Recipients (%)		Employment Insurance Beneficiaries (%)		Total of BC Basic Income Assistance & EI Beneficiaries (%)			
	Cow Valley	BC	Cow Valley	BC	Cow Valley	BC		
Under 19	3.1	2.1						
19-24	1.9	1.5	1.6	1.0	3.4	2.4		
25-54	1.7	1.4	1.9	1.4	3.5	2.7		
55-64	0.3	0.5	1.2	0.9	1.5	1.4		
19-64	1.4	1.2	1.7	1.2	3.0	2.4		

Age Group	Cow Valley (%)	BC (%)
19-24	1.9	1.5
25-54	1.7	1.4
55-64	0.3	0.5

* On temporary assistance only. Excluded are those on Continuous Assistance, aboriginals living on reserve, seniors/OAS, & children living with relatives.

Source: BC Stats (using administrative files from the BC Ministry of Employment & Income Assistance, and Human Resources & Social Development Canada)

Note: EI Beneficiaries reports now include regular, fishing and employment benefits, work sharing and support measures. The reports exclude sickness, maternity and parental benefits.

Note: Data is for Cowichan Valley Regional District

10 Business Formations and Failures									
Incorporations			Bankruptcies						
Year	Number		Year	Duncan		Vancouver Island/Coast DR		BC	
	Lk Cowichan	BC		Business	Consumer	Business	Consumer	Business	Consumer
2005	5	30,937	2004	15	63	n.a.	n.a.	922	8,373
2006	9	33,273	2005	16	58	n.a.	n.a.	786	8,168
2007	10	34,036	2006	6	61	80	1,368	585	7,020
2008	6	30,085	2007	4	49	70	1,410	470	6,651
2009	8	26,431	2008	n/a	54	n/a	1,495	454	7,293

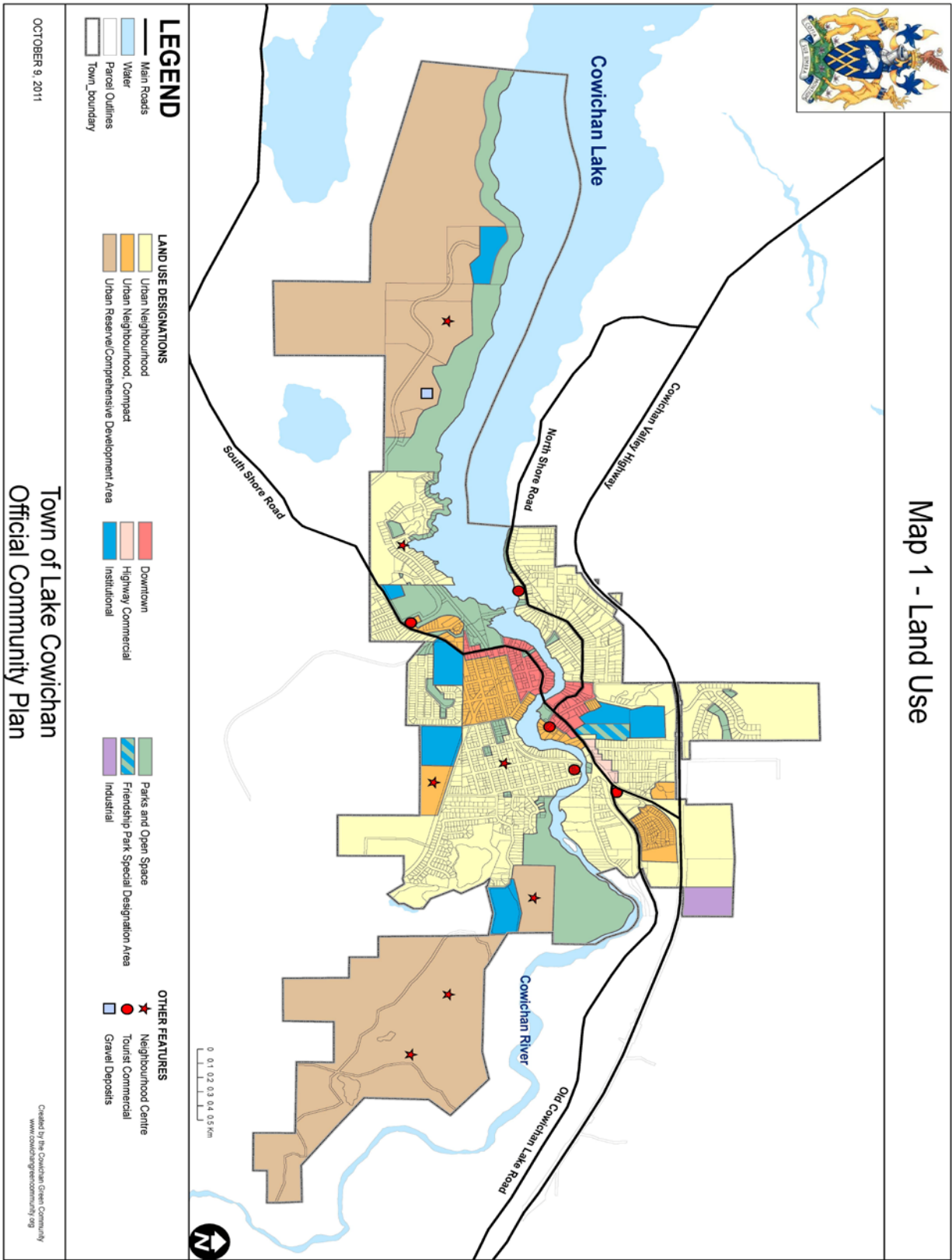
Source: BC Ministry of Finance

Source: Office of the Superintendent of Bankruptcy, Government of Canada

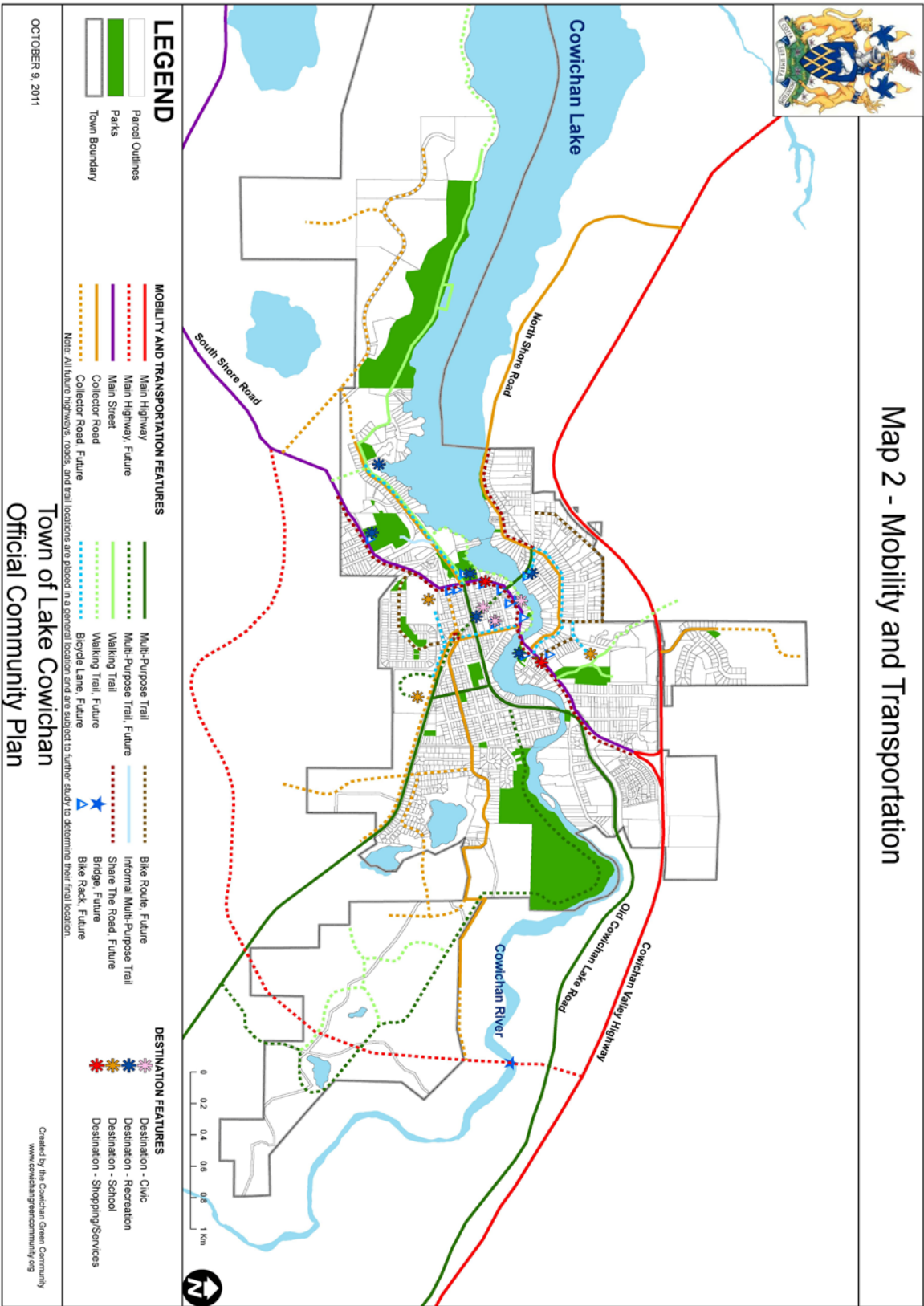
Incorporations are counted in municipality of the registered office address which may differ from the actual business location.

Note: Bankruptcy is by urban postal code forward sortation area and is counted where it is filed.

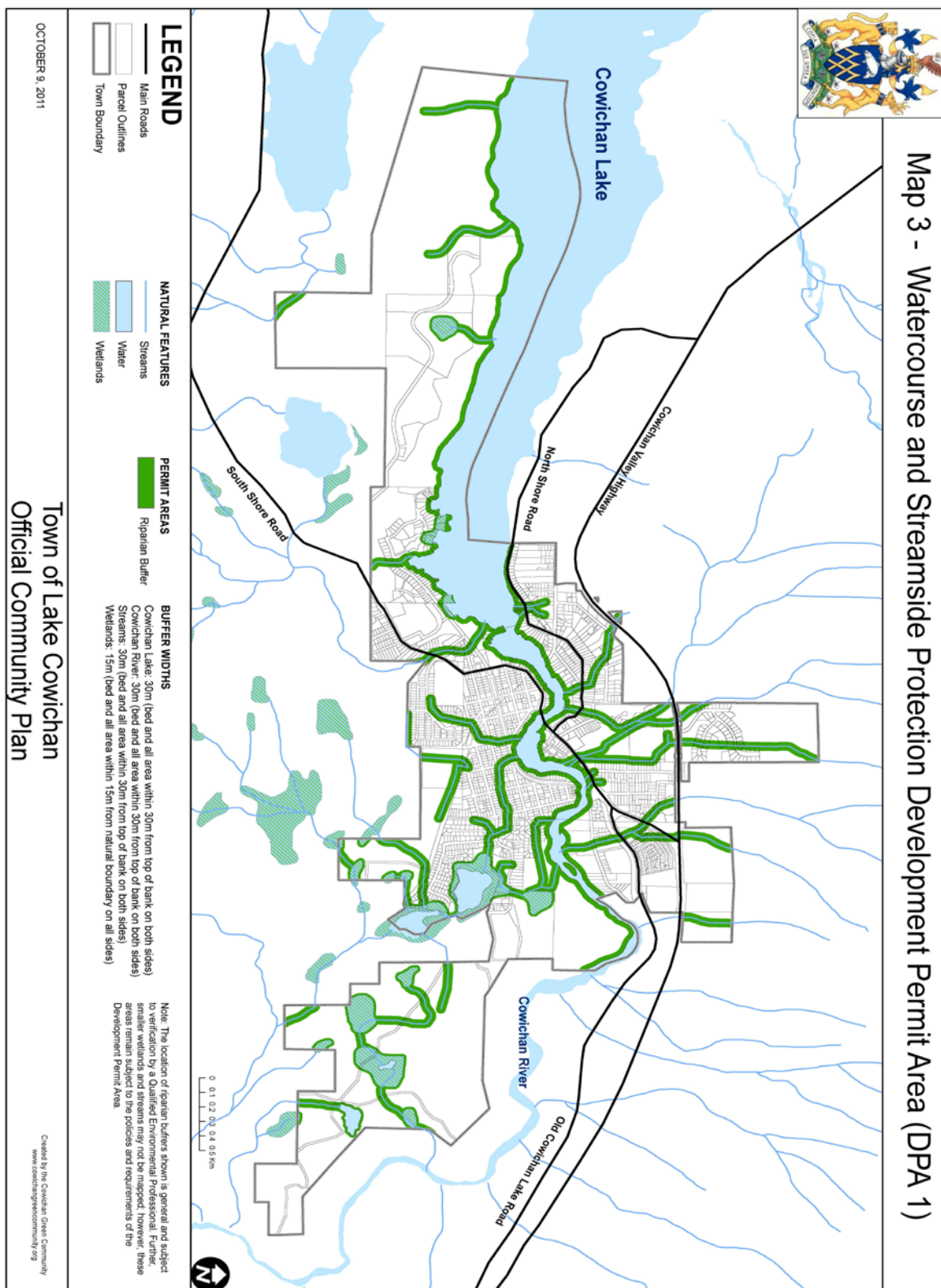
Map 1 - Land Use



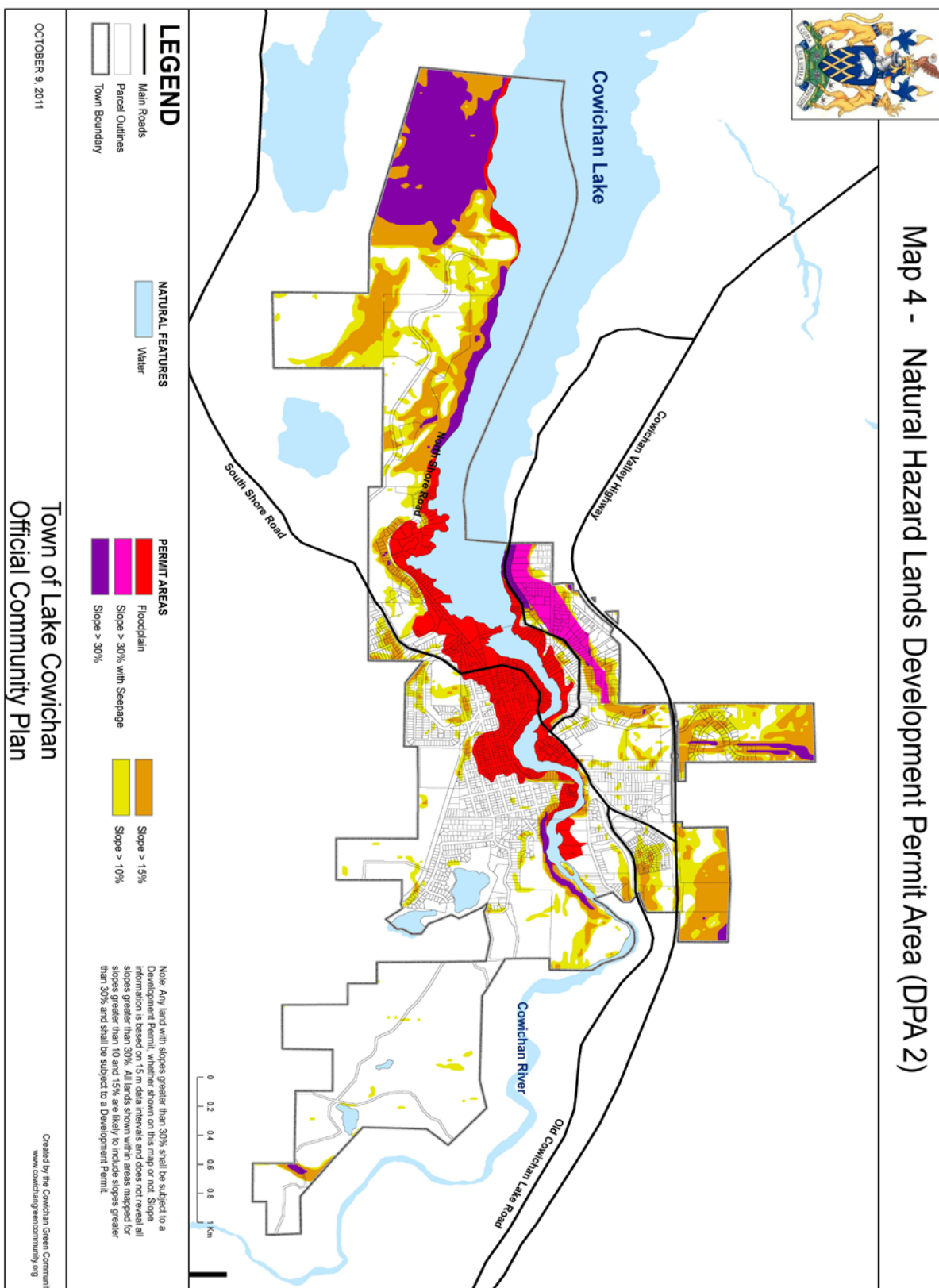
Map 2 – Mobility



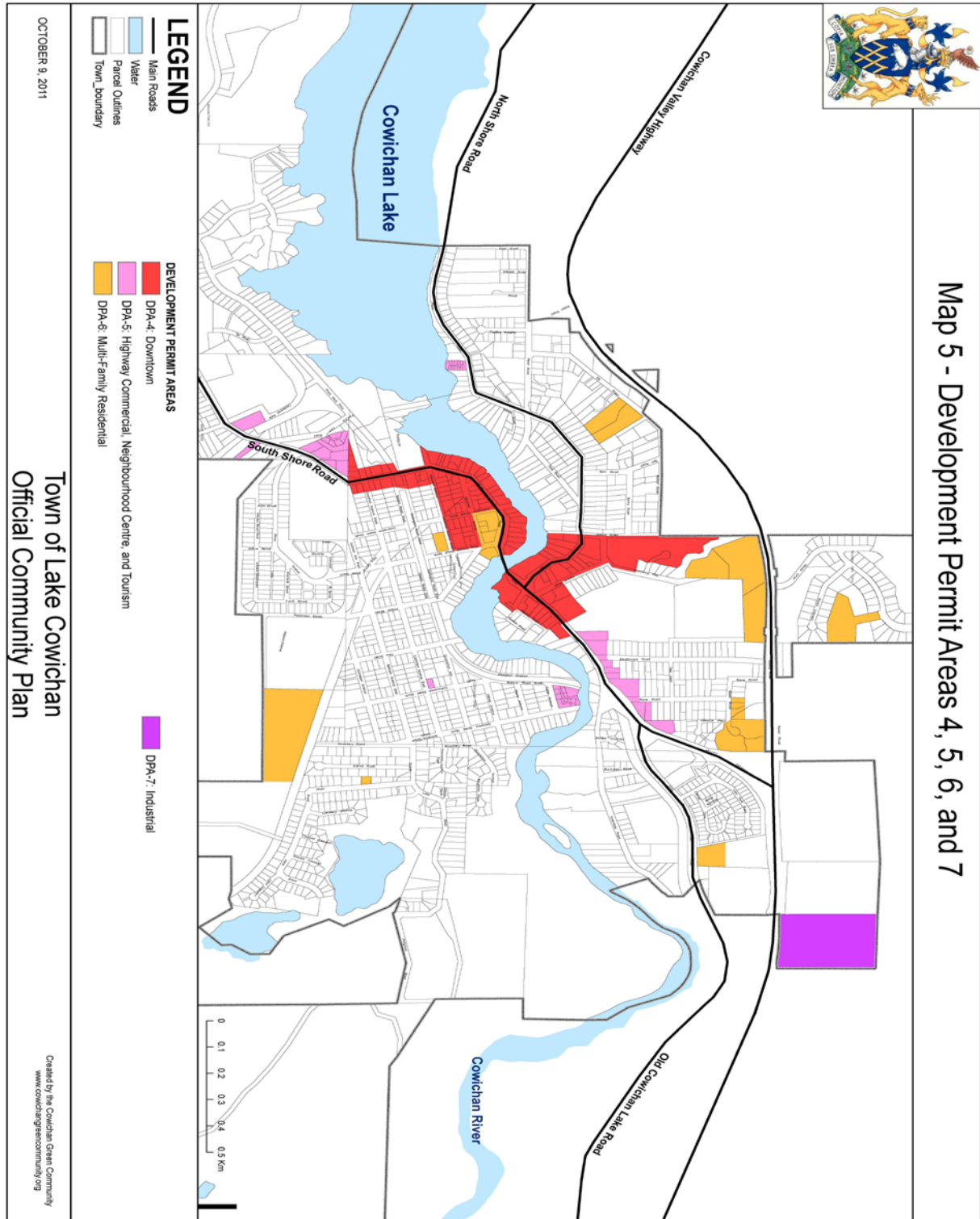
**Map 3 – Watercourse and Streamside Protection Development Permit Area–
(DPA 1)**



Map 4 – Natural Hazard Lands Development Permit Area– (DPA 2)



Map 5 – Development Permit Areas 4, 5, 6 & 7 (Downtown, Highway Commercial, Neighbourhood Centre and Tourism, Multi-Family Residential, Comprehensive Development Area)



Map 6 – Parks, Open Space and Public Facilities

