

ELECTORAL AREA F – COWICHAN LAKE SOUTH/SKUTZ FALLS LOCAL AREA PLAN

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PART 1 VISION & GOALS

1.1 Vision

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

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

This regional vision represents a composite of the separate vision statements included in each of the nine local plans for the CVRD's electoral areas and villages. One of these is the vision for the future of the Cowichan Lake South/Skutz Falls community:

Cowichan Lake South/Skutz Falls is an enhanced rural residential community with a supported agricultural community, transitioning from a resource-based economy to a post-resource economy where residents wish to retain the rural character and protect their quality of life, natural environment, and tourism and recreational lands.

This draft vision is provided as a discussion point for the community and is derived from existing content within the electoral area F local area plan (LAP).

1.2 The Local Plan Area

The local plan area is located within electoral area F of the Cowichan Valley Regional District. This plan area includes the unincorporated communities of Honeymoon Bay, Mesachie Lake, Caycuse, Paldi and the western portion of Sahtlam. This plan area encompasses approximately 174,864 hectares (ha) or 432,099 acres (ac) of land area and 3,946 ha (9,750 ac) of water area. The eastern portion of electoral area F, including Sahtlam and Paldi, and the western portion of area E, including Sahtlam, will have a joint decision-making body for referrals. Sahtlam West includes Paldi, and the zones for Paldi are within the area F zoning bylaw.

1.3 Relationship to Other Jurisdictions

Electoral area F falls in the western portion of the Cowichan Valley Regional District in the southern half of Vancouver Island east of the Strait of Juan de Fuca.

In relation to other jurisdictions, the plan area is bound on the south by the Capital Regional District, on the east by the electoral area E plan area (Paldi/Sahtlam) and electoral area B, on the north by the Town of Lake Cowichan, electoral area I (Youbou/Meade Creek) and electoral area G, and on the west by the Alberni-Clayoquot Regional District. First Nations reserves are outside the jurisdiction of the OCP.

1.4 Cowichan Lake South/Skutz Falls Character, Past and Present

The plan area has a diverse natural environment that encompasses wetlands, streams and rivers, rocky bluffs, agricultural lowlands, a marine coastline, diverse lakeshores and steep mountainous

areas. These areas provide habitat for many animals and plants and provide the basis for a high quality of life for residents of the area. The rich resource land base is also characterized by multiple land uses, including residential, commercial, industrial, institutional, agriculture, rural resource, fisheries, mining and outdoor recreational uses. While all forms of human activity on land have some impact on the natural environment of the region, the challenge is to ensure that such activities occur in a way that respects and preserves natural ecosystems.

At the same time, it is necessary to acknowledge that many federal and provincial agencies have legislative authority that supersedes that of the Regional District in areas within their respective jurisdictions. Such areas of senior government jurisdiction include public lands, privately managed forest lands, private tree farm license areas and some other resource matters within all privately-owned lands.

Substantial highway improvement projects may be required in the plan area, as various recreational uses are anticipated to increase steadily over the next ten years. The transportation policies respond to the concerns raised by residents and property owners and address overall transportation and access concerns.

The probability of a major earthquake occurring in the plan area is very high. Additionally, the area is a wildland/urban fire interface area due to the combination of sparsely populated regions, hunting and camping areas, and vast forested lands. Lands in wildland/urban interface areas must be carefully managed to reduce the dangers associated with forest fires.

Residents of the local plan area rely on fire protection services provided by volunteer fire departments in Youbou, Caycuse, Honeymoon Bay, Mesachie Lake, Sahtlam and the Town of Lake Cowichan.

Emergency medical services in the plan area beyond first aid are provided by the British Columbia Ambulance Service. No ambulance stations are currently in the plan area, but ambulances from the Lake Cowichan station respond to medical emergencies.

The local plan area is served entirely by the Cowichan Valley School District 79; however, no public schools are currently in the plan area. School-aged children in the plan area attend schools in the Town of Lake Cowichan and elsewhere in the Cowichan valley.

For the purposes of this plan, there are three categories of roads: primary highways, collector roads and local roads. The Cowichan Valley Highway No. 18, a controlled access highway, is the gateway to the Cowichan Lake area and the west coast. Cowichan Lake Road and Stoltz, Mayo, Riverbottom and South Shore Roads are all considered collector roads, as they provide access between communities. Roads providing access to individual properties are called local roads.

Public roadways in the plan area, including the construction, upgrade and maintenance of the transportation system, are under the jurisdiction of the provincial Ministry of Transportation and Infrastructure. Many board policies related to transportation issues are therefore now rephrased as objectives, being outside local authority.

Heritage

Community heritage is any physical, cultural, natural or social resource that is unique to and valued by a community and can be passed from generation to generation. Heritage resources

contribute to a sense of place and provide a link between past and present. They can create employment and commercial spinoffs such as tourism and provide a source of cultural enrichment for existing and future residents. Preservation of heritage is an essential part of embracing community pride and identity. There are three sites in this local plan area listed in the CVRD Community Heritage Register (CHR): Cowichan Lake Research Station, Honeymoon Bay Hall and Mesachie Lake Hall. Three potential sites identified for consideration in the CHR include Central Park, Honeymoon Bay School and Mesachie Arboretum.

Sahtlam

Sahtlam's history is based on the forestry industry, but its character today has shifted to more agriculture and rural residential uses. It has a mix of smaller and larger rural residential lots on which many residents undertake agricultural activities. There are several interesting home-based businesses in the area.

In eastern Sahtlam, there is a significant amount of agricultural activity, resulting in open pastoral landscapes with long vistas over the Cowichan Valley. Much of this land is protected from further residential development by the Agricultural Land Reserve (ALR). In western Sahtlam, much of the land remains heavily forested. Almost universally within the Sahtlam area, the residential properties are characterized by a close relationship between homes and native trees, particularly Douglas fir, cedar and other major tree species.

Sahtlam's unique character is based in part on its cultural heritage and on its ecological heritage. It has a flat-rolling topography with many wetlands and many mature trees. The Sahtlam streetscape is made up of mature trees, with peek-a-boo views of the home and yard beyond. Where fencing is in place, it is generally made of wood or other natural materials and is generally well maintained. Sahtlam residents take pride in their homes and their community and manage their properties to maintain a balance of wilderness and cultivation, as well as privacy from the road and from the neighbours. Given the risk of wildfire, an open space is maintained around the homes and other structures on the property. Often fire-resistant building materials are used, such as metal roofs. Other less obvious ways in which Sahtlam residents are resilient and independent include maintenance of their wells and septic systems, rainwater collection strategies for summer irrigation of gardens, and stocking and drying of wood for winter burning.

There is a strong environmental conservation ethic within Sahtlam, respecting the heritage of the natural landscape.

The community of Sahtlam is fractured from a jurisdictional perspective. The most easterly portion of Sahtlam is located within the boundaries of the Municipality of North Cowichan and governed by the bylaws of that jurisdiction. The most westerly portion of Sahtlam is within electoral area F. The Sahtlam area is referenced in this local plan area as well as in the electoral area E local plan area.

The village centre sits in electoral area E and is identified as the area around the current Sahtlam Fire Hall and Currie Park, near the intersection of Cowichan Lake and Creighton Roads where the Sahtlam School used to be located. This village centre might be a suitable location for a future multi-family housing for people to be able to age in place. Any intensification of development in this area would require the installation of community water and/or sewer servicing to accommodate the increase in water consumption and wastewater production.

Sahtlam Neighbourhood Plan Purpose

During the modernization, a Sahtlam neighbourhood plan will be jointly developed with a committee led by the Advisory Planning Commission Chairs of areas E and F. The purpose of the Sahtlam neighbourhood plan will be to provide policies for the local planning and management of land and water resources in the Sahtlam plan area, which is located in the Cowichan Koksilah local plan area, straddling the boundary between electoral areas E and F. The neighbourhood plan will also provide residents with guidance and direction for community growth and a future that reflect the community's core values and aspirations.

Sahtlam Vision Statement and Goals

Sahtlam residents wish to maintain and enhance the Sahtlam community as a desirable place to live by maintaining its small-scale rural character and enhancing and restoring its rural village atmosphere through careful development of a village centre.

The village centre is meant to be small-scale, similar to the Glenora crossroads, in the heart of Sahtlam and in the vicinity of the Sahtlam Fire Hall, Currie Park and the old Sahtlam School house. It is anticipated that the Sahtlam Village Centre may support some multi-family housing to provide for aging in place or inter-generational affordable housing; some small-scale commercial enterprises, such as a coffee shop; farm stand; satellite space for healthcare professionals or other local-serving businesses; and a place for the community to gather. Such development will require the installation of a community water and potentially a community sewer system.

The following objectives and policies will be reconsidered in the modernization during the development of the Sahtlam neighbourhood plan.

1.4.1 Sahtlam Objectives

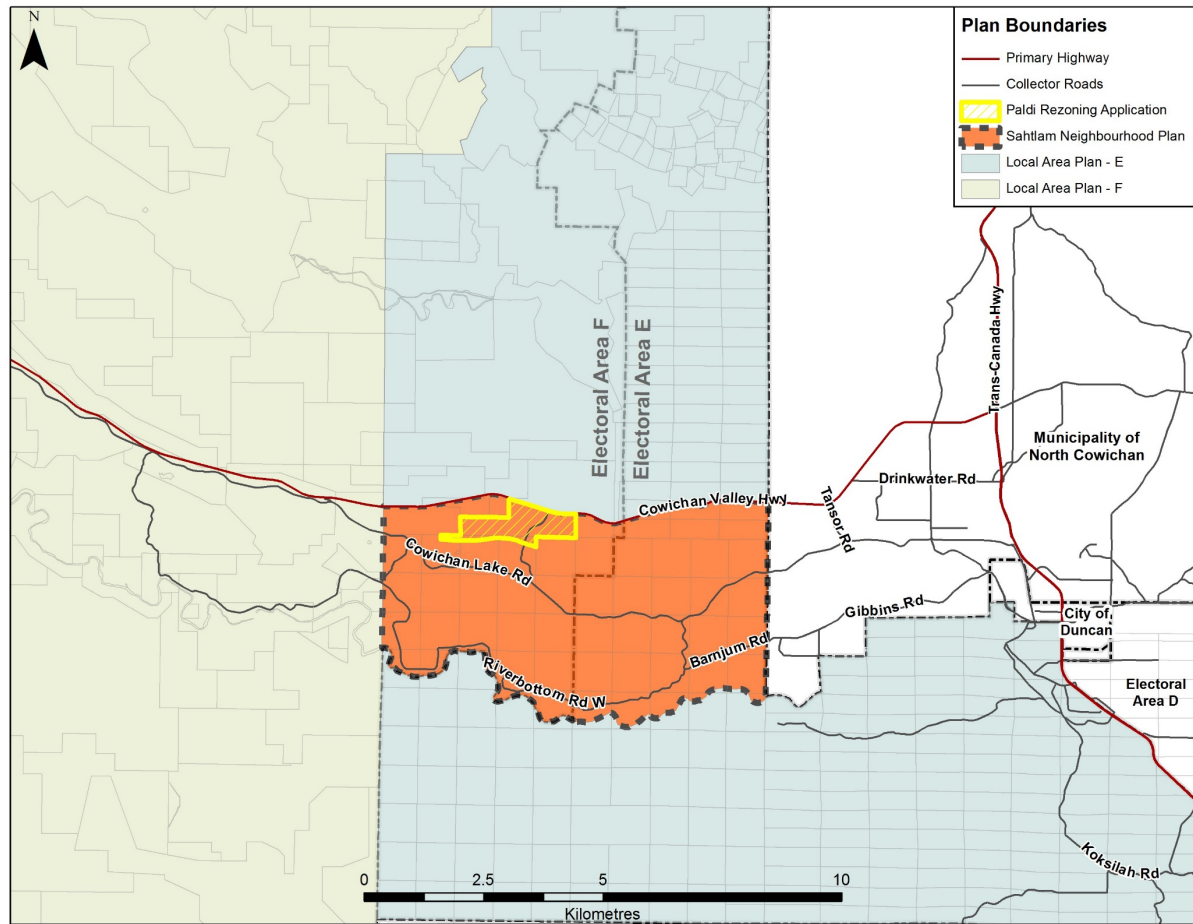
1. Preserve and celebrate Sahtlam's unique character, heritage and identity.
2. Provide opportunities for aging within the community.
3. Preserve and increase outdoor recreation opportunities, including multi-use trails and parks connecting Sahtlam residents within the neighbourhood and to Duncan.
4. Provide alternative transportation options such as improved transit and multi-use pathways for non-vehicular travel.
5. Foster a sense of community by maximizing opportunities for public gathering spaces.
6. Provide high standards for environmental protection, including groundwater protection.
7. Prevent further dispersed development; focus on infill, where new development would be permitted.
8. Preserve the peace and quiet of the Sahtlam area.
9. Preserve the heritage and history of Sahtlam.
10. Further develop the community heart of Sahtlam.
11. Maintain productive forestry and agricultural lands.
12. Prevent further development that consumes productive lands.
13. Develop a Sahtlam village centre plan.
14. Conduct water availability and soil suitability analysis for a basic community septic system for the Sahtlam village centre area.
15. Provide access for mobility-challenged individuals.

1.4.2 Sahtlam Policies

The regional board:

1. Preserves the heritage and history of Sahtlam through the CVRD's Community Heritage Register.
2. Encourages an integrated network of alternative forms of transportation throughout the Sahtlam rural neighbourhood, including amenities such as off-road and roadside trails and pathways, and bus shelters, if appropriate.
3. Support environmental design for safety and access in development.
4. May consider the development of community water and/or servicing system(s) for the Sahtlam village centre.
5. Generally, does not support the conversion of lands designated as Forestry or Agriculture for residential uses.

Figure 1–1 Sahtlam Plan Area



Paldi

Paldi is an historic village established in the early part of the 20th century as a logging and milling community. It was established by Mayo Singh, and the original name for the village was Mayo. The first *gurdwara* or Sikh temple was established in 1917.

By the 1930s, there was confusion with a similarly named town in the Yukon and so the name was changed to Paldi in honour of Mayo Singh's home village in the Punjab.

By 1937, Paldi had grown to a population of 1,500, with 100 families and 150 single men in the bunkhouses. The population was unique, made up primarily of families of South Asian (East Indian) origins, but also of Chinese and Japanese heritage, and others who are referred to as "white". A special dialect was created to facilitate communication within the village, which included a school, a post office and a number of businesses, as well as the mill and temple.

In 1959 the old temple was torn down and a new one built on the same spot. It is the oldest surviving Sikh temple in Canada continuously operated in the same location.

By the 1960s, the mill had closed, and jobs had moved on. The community gradually declined, which resulted in the closure of the Paldi school. By the 1990s, it was essentially abandoned. With the exception of the temple, the structures are largely gone.

A new village of Paldi is proposed. The policy framework for this new village of Paldi can be found in the Paldi Comprehensive Development designation, in section 2.9 of this plan.

1.5 Population and Demographics

The OCP includes the harmonized population, housing and employment projections from all LAPs. The Modernized Official Community Plan for the Electoral Areas (MOCP) and LAPs will include regional, sub-regional and electoral area projections. These projections are an important consideration in the development of LAPs.

1.6 Housing

Existing housing projections are included in the OCP as Appendix I. Housing projections will be updated concurrently with population and employment projections.

1.7 Local Planning Process

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

Development of the draft plan was overseen by an advisory committee, established in 2016, as well as by the Sahtlam Local Area Plan Advisory Committee, established in 2017.

Cowichan Station/Sahtlam/Glenora Official Community Plan Advisory Committee members (2016-2018)	Sahtlam Local Area Plan Advisory Committee members (2017-2018)
David Coulson	Joe Allan
Sarah Davies-Long	Judy Brayden
Bruce Fraser	Mike Lees
Michelle Geneau	Robert (Bob) Menzies
Celina Gold	Heather Pritchard
Patrick Jackson	Helen Reid
Parker Jefferson	Julia Rylands
Susan Kaufmann	Mariah Wallener
Stafford Reid	
Julia Rylands	
John Salmen	
Ken Smith	
Justin Straker	
David Tattam	
Marianna Terauds	

Additionally, Larissa Barry-Thibodeau provided valuable volunteer support to the process through taking notes at the meetings and preparing summaries of the discussions.

PART 2 LAND USE PLANNING DESIGNATIONS

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

Except as shown on the Land Use Designation maps (see Schedule L, LF1 map series), land use designations generally follow parcel boundaries and, though not shown on the maps, the land use designations extend to the centre line of adjacent roads. Where land use designations split parcels, the boundary will be considered approximate.

- Renewable Resource – Agriculture
- Renewable Resource – Forestry
- Industrial
 - Light Industrial
 - Industrial
- Institutional
- Parks
- Freshwater
- Commercial
 - › Local Commercial
 - › Rural Village Commercial
 - › Service Commercial
 - › Tourist Commercial
- Residential
 - › Future Development
 - › Comprehensive Lakefront Development
 - › Country Residential
 - › Lakefront Residential
 - › Mixed Commercial Residential
 - › Paldi Comprehensive Development
 - › River Corridor Residential
 - › Rural Residential
 - › Village Residential
- Settlement Node
- Roads and Servicing
- Temporary Use
- Heritage

2.1 Growth Containment Boundary

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

The growth containment boundary includes the commercial nodes and the residential settlement areas in general proximity to them. Areas not shown as either existing service areas or potential expansion areas for community water systems will not be connected to such services, except in cases where a health risk or an environmental risk has been identified. In either case, the determination will be made by the senior government agency having jurisdiction, if no alternative for resolving the problem exists other than to connect the parcel(s) to a community system. A CVRD board resolution will be required to provide such services. In no case will such connection be used to justify an increase to the development opportunity or density on the subject lands. A covenant to that effect will be required.

The preference for compact communities is an alternative to rural or urban residential sprawl, which not only reduces the availability of working forest lands and agricultural lands but can also have other significant adverse impacts in terms of water conservation, expansion of wildfire interface areas and erosion of wilderness ecosystems. Preventing the uncontrolled spread of residential growth into rural areas also reduces automobile dependence and transportation and servicing costs, which means more energy efficiency and less pollution.

2.1.1 Growth Containment Boundary Objectives

1. Identify areas where urban services, particularly future community water and community sewer services, will be available for development, whether within existing development areas or in new nodes.
2. Maximize the efficiency of land use and preserve the agricultural, forestry and wilderness land base outside of the growth containment boundaries.
3. Encourage appropriate community amenities and services to meet the needs of a diverse community, with commercial areas within walking distance of most residential areas.
4. Identify where mixed residential, commercial and institutional land uses should be focused, to create complete, healthy and livable communities.

2.1.2 Growth Containment Boundary Policies

The regional board:

1. Supports focusing residential growth in the area of the growth containment boundaries as well as in any of the two possible development nodes west of Gordon Bay, one of which is Caycuse.
2. Considers proposals with a maximum of two residential development nodes west of the Honeymoon Bay growth containment boundary within the lifespan of this plan, provided any approval results in the creation of a new growth containment boundary. Among the board's considerations, in the event that such a development is proposed by way of plan amendment application and rezoning, are:
 - a. South Shore Road must become a public highway to the point where the land development proposal is located;
 - b. the development must comprise at least 50 residential units at build-out, preferably more, and have at a minimum a community water system and a community sewer system;

- c. a significant dedication of lakefront land for public park purposes must be proposed, amounting to more than 50% of the total land area under development and at least 50% of the shoreline, and include a continuous pathway through the subject property;
- d. the proposed community services being operated by the CVRD engineering services department;
- e. the suitability of the site for the type of development proposed, such as solar access in winter, and the environmental sensitivity of the area;
- f. the degree to which the proposed land use change complements or enhances commercial opportunities in Honeymoon Bay or Mesachie Lake; and
- g. reduction of environmental impacts, particularly to Cowichan Lake, including measures to enhance lake habitat protection, whether on-site or elsewhere.

2.2 Renewable Resource – Agriculture Designation

The Cowichan Valley has one of the warmest climates in Canada and is home to some of the most diverse and fertile soils, suited to a wide variety of agricultural enterprises. Agriculture is an important sector of the economy and essential to the rural ambiance and beauty of the landscape. A primary goal of this local plan is to protect agricultural resource lands and the agricultural industry. Lands designated as Agricultural include areas with potential for a wide range of agricultural production and include land in the ALR as shown on the Schedule D, DF1.1 Agricultural Land Reserve – Area F. The Renewable Resource – Agriculture designation is also intended to support the agricultural sector by accommodating supplemental employment opportunities, home-based businesses and value-added opportunities to maintain the viability of farm businesses.

Renewable Resource – Agriculture

The maintenance of farmland and encouragement of farming operations in the plan area is one of the primary objectives of this plan. Lands that have been placed in the provincial Agricultural Land Reserve have soils with high agricultural capability and are protected for future agricultural use. They are concentrated in the Robertson River Valley, the lower reaches of the Sutton Creek watershed and the upper level bench lands immediately south of the Town of Lake Cowichan. The Agriculture designation is intended to accommodate a wide variety of farming activities as well as the golf course near Honeymoon Bay. Within this designation, separate zones will exist for farming and golf course. Permitted density in the Agriculture designation is low, with a minimum parcel area requirement for subdivision of 12 ha minimum in A-1 and A-3 zones.

The following Agriculture objectives and policies are intended to complement the OCP Agriculture objectives and policies and may be reduced during review to eliminate duplication.

2.2.1 Renewable Resource – Agriculture Objectives

To be considered in the modernization.

2.2.2 Renewable Resource – Agriculture Policies

The regional board:

1. Considers removal of lands from the ALR only if they are within a growth containment boundary.

2. May consider development of non-soil bound agricultural pursuits on land on soils with lower agricultural capability.

2.3 Renewable Resource – Forestry Designation

The Renewable Resource – Forestry designation is intended to accommodate forest management and other resource land uses. This local plan seeks to protect forest lands for their long-term value and to limit urban and rural sprawl. This is a continuation of CVRD policies that have, for several decades, aimed to protect the forest resource from development pressures. Each past official community plan adopted for the local plan area and larger South Cowichan region has recognized the importance of the forest resource as a renewable resource, even with the cyclical nature of the forest industry, the history of ownership, changes to provincial policy and private sector applications to develop forest lands.

Most of the plan area is composed of lands designated as Renewable Resource – Forestry. These are areas where natural resource activities such as forestry and mining are prevalent and recreational opportunities are abundant. It is recognized that, on both Crown lands and privately-owned lands, resource extraction activities such as forestry and mining are under the jurisdiction of the provincial government and, to some degree, the federal government. Such legislation supersedes local government bylaws and is enacted to ensure that resource activities can continue, and the natural environment will be respected.

Renewable Resource – Forestry

The plan area is characterized by wilderness outdoor recreational opportunities from the Cowichan River corridor to the Pacific coast. The Forestry designation intends to preserve opportunities for existing and future generations in a way that is least disruptive to the large forest companies that own most of the private forest lands. Furthermore, adequate campgrounds open to the public and servicing facilities should be provided and maintained to protect area watercourses and related ecosystems and to reduce the potential for land use conflicts between forestry and outdoor recreational uses. These lands are not considered a holding zone for other forms of development.

The board recognizes that the rural resource road west of Honeymoon Bay along the south side of Cowichan Lake is very important to the Ditidaht First Nation and the regional economy, and therefore strongly recommends that it be upgraded and dedicated as a public highway. This could be a step in providing what the board believes is a critically needed link to Port Alberni—an all-weather paved road—via the Franklin River. When and if the Cowichan Lake route becomes a public thoroughfare, the needs of the forest industry should be carefully considered. Consideration should be given to permitting continued use of these roads by logging trucks with 10-foot (3.281 metre) wide bunks. It may necessitate extra wide shoulders, wider traffic lanes, periodic pull-off or passing lanes or a combination of the above.

The Forestry designation is intended to accommodate primary resource management and extraction operations, including agriculture, silviculture and other activities permitted by provincial statutes. Additionally, outdoor recreation and residential use—one dwellings per parcel—is permitted in this designation with a minimum parcel area requirement for subdivision of at least 80 ha.

2.3.1 Renewable Resource – Forestry Objectives

1. Support and encourage the commercial harvesting of timber and aggregate resource extraction, consistent with the latest provincial best management practices for natural environment protection.
2. Encourage forest companies to carefully manage hazardous slope areas, environmentally sensitive areas and groundwater recharge areas.
3. Prevent the conversion of Renewable Resource lands to residential uses.
4. Encourage forest landowners to make Renewable Resource lands available for outdoor recreational enjoyment and education.
5. Consider the provision and maintenance of rustic campgrounds so that residents and tourists will minimize their impacts on the land and water base and on forestry operations by using appropriate areas for camping and waste disposal.
6. Encourage senior governments to ensure that primary and secondary resource activities occur and that at the same time
 - a. the quality of fresh water sources is maintained and enhanced;
 - b. landscape management techniques are utilized to minimize impacts on the aesthetic appeal and visual integrity of the plan area, while practising and enhancing ecological function;
 - c. areas of unique or rare vegetation or wildlife are protected; and
 - d. logging activities do not result in increased peak flows or soil erosion.
7. Rustic campgrounds should
 - a. minimize impacts on environmentally sensitive areas;
 - b. provide solid waste collection service;
 - c. address wildfire safety concerns, including vegetation management, adequate water storage or access, and on-site emergency planning;
 - d. ensure buffering between the rustic campground and adjacent Rural Resource lands; and
 - e. be open to the public.

2.3.2 Renewable Resource – Forestry Policies

The regional board:

1. Supports expansion of the Cowichan Lake Community Forest Co-op lands program.
2. Supports the retention of the abandoned railway rights-of-way, from the Town of Lake Cowichan to Mesachie Lake and Honeymoon Bay, for use as a multi-purpose pathway. In cases where the public use of an abandoned railway would infringe on the privacy of residents, an alternative route may be considered for the immediate area.

2.4 Industrial Designation

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

The extent of exploitable mineral resources and sand and gravel deposits in the plan area has not been indicated in this plan because the Ministry of Energy and Mines has not made this information available to the CVRD.

There are two Industrial designations in the plan: Light Industrial and Industrial.

Light Industrial

The Light Industrial designation provides small lots with access to major roads with a purpose to develop small scale “incubator” facilities. Zones will include the following, but are not limited to, processing, manufacturing and assembly operations, storage, warehousing, distribution, equipment sales and repairs, printing and reproduction, construction, wholesale, transportation and communications related businesses. Office uses are ancillary.

Industrial

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

The designation recognizes the region’s strong historic ties to the forest industry while also recognizing the need to diversify the industrial land base with new uses that add to the employment and economy of the area.

The designation provides for greater flexibility in addressing the type of uses permitted in industrial areas.

2.4.1 Light Industrial Objectives

1. New businesses provide a buffer of natural features as an adequate transition to non-industrial uses.
2. Ensure light industrial zones are not shopping destinations or a primary retail use.
3. Ensure businesses are not compatible with residential uses.
4. Businesses do not generate noise or odour nor require outdoor storage.

2.4.2 Light Industrial Policies

1. Businesses with hazardous materials or hazardous waste generation or storage are not supported.
2. Large customer parking lots and areas are not supported.

2.4.3 Industrial Objectives

1. Consider a range of industrial uses within designated areas within the local plan area, to provide the community with diverse industrial businesses for local, Canadian and international markets.
2. Protect industrial lands from residential encroachment through buffering and design.
3. Encourage a broad range of uses.
4. Encourage the development of research, development and high technology industries.
5. Protect industrial lands from conflicting and incompatible adjacent urban land uses.
6. Ensure adequate serviced industrial land supply.
7. Protect environmental features such as watercourses or habitat areas within industrial areas through the development of policies that respect the environment and the integration of land uses.

2.4.4 Industrial Policies

The regional board:

1. Supports primary and secondary manufacturing and processing industries including forest industries.
2. Considers the following in rezoning applications:
 - a. the use, scale and design of industrial buildings and structures is in keeping with the character of the surrounding area;
 - b. access to the site is approved by the Ministry of Transportation and Infrastructure;
 - c. the use is within easy reach of, but does not front directly onto a major network road and access from a frontage road is well defined;
 - d. the use does not cause excessive traffic to be generated along local residential roads;
 - e. pedestrian walkways are provided;
 - f. parking areas and pedestrian routes are well lit; however, lighting is designed to illuminate the surface of the site without undue glare spill-over to adjacent parcels or roads;
 - g. the use will not impede or restrict public access along a continuous trail or greenway system should one be established in the future; and
 - h. a natural buffer or similar physical barrier is provided to separate the industrial operation from neighbouring non-industrial uses.
3. Supports businesses in developing an eco-industrial network to build efficiencies in energy, resource use and waste management.

2.5 Institutional Designation

Access to recreation and social infrastructure and the provision of community services are essential for the quality of life and social sustainability of the communities within the local plan area. There is also strong encouragement of institutional uses that provide services and enhance the well-being of the communities.

Institutional

The Institutional designation is intended to accommodate those institutional uses, whether privately or publicly owned, that assist with maintaining a high quality of life.

2.5.1 Institutional Objectives

To be considered in the modernization.

2.5.2 Institutional Policies

The regional board:

To be considered in the modernization.

2.6 Parks Designation

There are numerous parks in the local plan area, and the CVRD actively encourages additional acquisitions as suitable lands become available. As the population continues to grow, a high priority will be placed on the maintenance of existing parks and trails and the acquisition of new ones, including trail linkages. The pristine natural and visual environment of the Cowichan Valley is a major contributing factor to the quality of life and attractiveness of the area. Outdoor recreational opportunities are abundant in the plan area, with forest covered uplands, ocean shorelines, lake shorelines and scenic river corridors. At the same time, these features represent important ecological systems that provide domestic water and habitat for fish, plant and wildlife species. The intention of this plan is to provide outdoor recreational opportunities of various types in areas that have the appropriate biological capabilities to sustain the varying levels of impacts associated with recreational uses.

(See [Figure 2–1 Recreational Areas Index](#), [Figure 2–2 Recreational Areas West](#) and [Figure 2–3 Recreational Areas East](#))

The plan area consists of community and regional parks and trails and provincial and federal parks. Community parks and trails consist of land dedicated as park at the time of subdivision or land acquired by the regional district for community or regional park purposes. These parks provide residents with nature preservation, children's playground areas and space for organized sports and other forms of outdoor recreation. They vary in size and are often situated in or adjacent to residential areas. The Cowichan Valley Trail (part of the Trans Canada Trail, since 2016, also known as "The Great Trail") is also located in the plan area and is a regional trail. Provincial and federal parks are larger and have more appeal to people on a provincial, national and international scale. There are four provincial parks and one federal park reserve in the plan area.

The Parks designation is intended to ensure adequate parkland and park amenities are available to all residents in the plan area. Parks and trails are designated as Parks. Parks and trails are compatible with any land use designation and the implementing zoning bylaw should reflect this.

2.6.1 Parks Objectives

1. Maintain, improve and expand the community pathway connections.
2. Encourage improvement of access to the west coast national and provincial parks for residents and visitors.
3. Provide for institutional uses that serve the needs of area residents.
4. Promote, encourage and foster partnerships with other government agencies, private companies, land trusts and interest groups through relevant legislation.
5. Encourage the provision of parks for the protection of sensitive ecosystems as well as fish and wildlife habitat.
6. Increase public access to the lakefront.
7. Co-ordinate park development within the Cowichan River corridor with relevant agencies.
8. Encourage government agencies to improve and provide safe public road access to recreational resources.
9. Develop a community parks and trails master parks plan for area F.

2.6.2 Parks Policies

The regional board:

1. Will acquire parkland as guided by community parks and trails master plans.
2. Supports depositing cash-in-lieu received at subdivision into the parkland acquisition reserve fund for electoral area F.
3. Considers amalgamating community and regional parks and trails with more than one land registry.

Figure 2-1 Recreational Areas Index

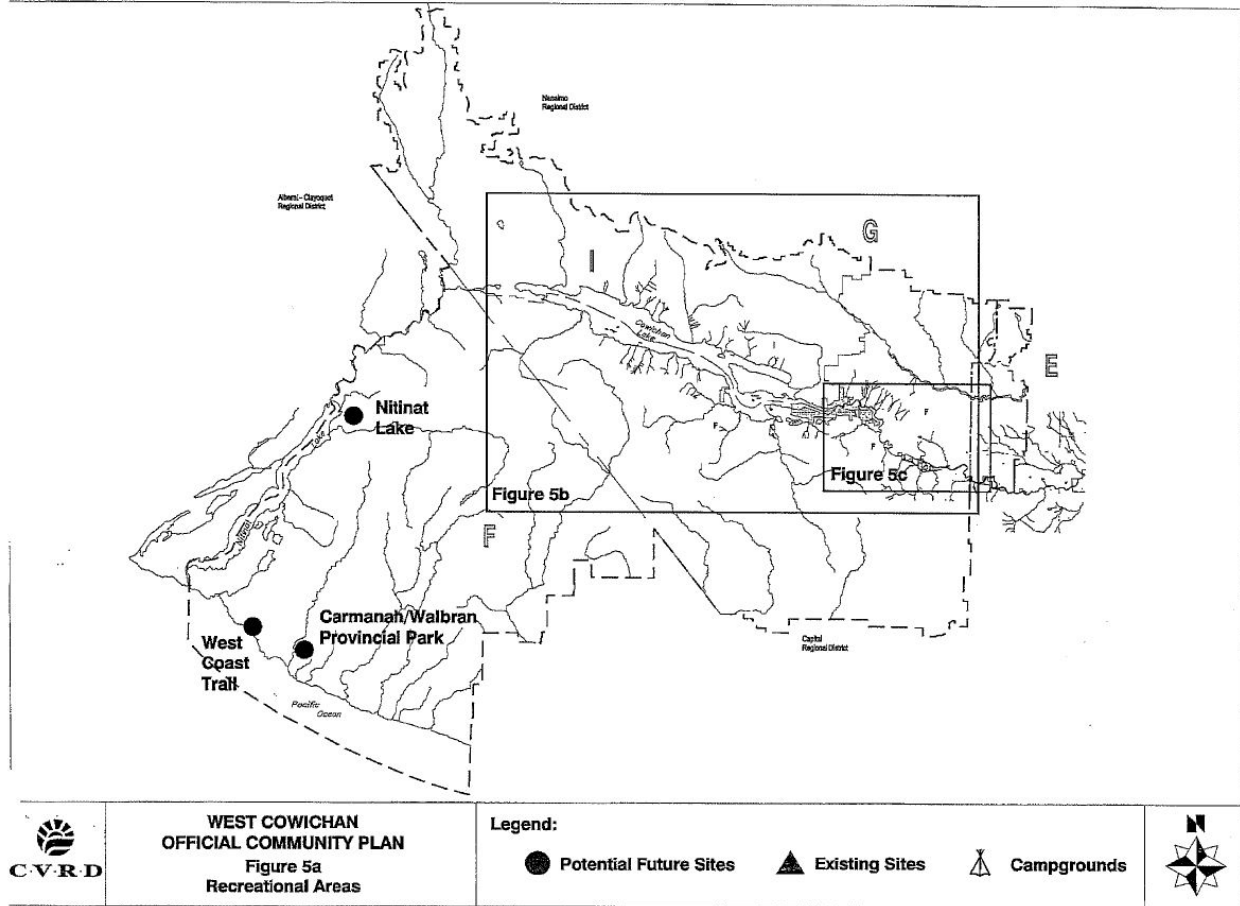


Figure 2-2 Recreational Areas West

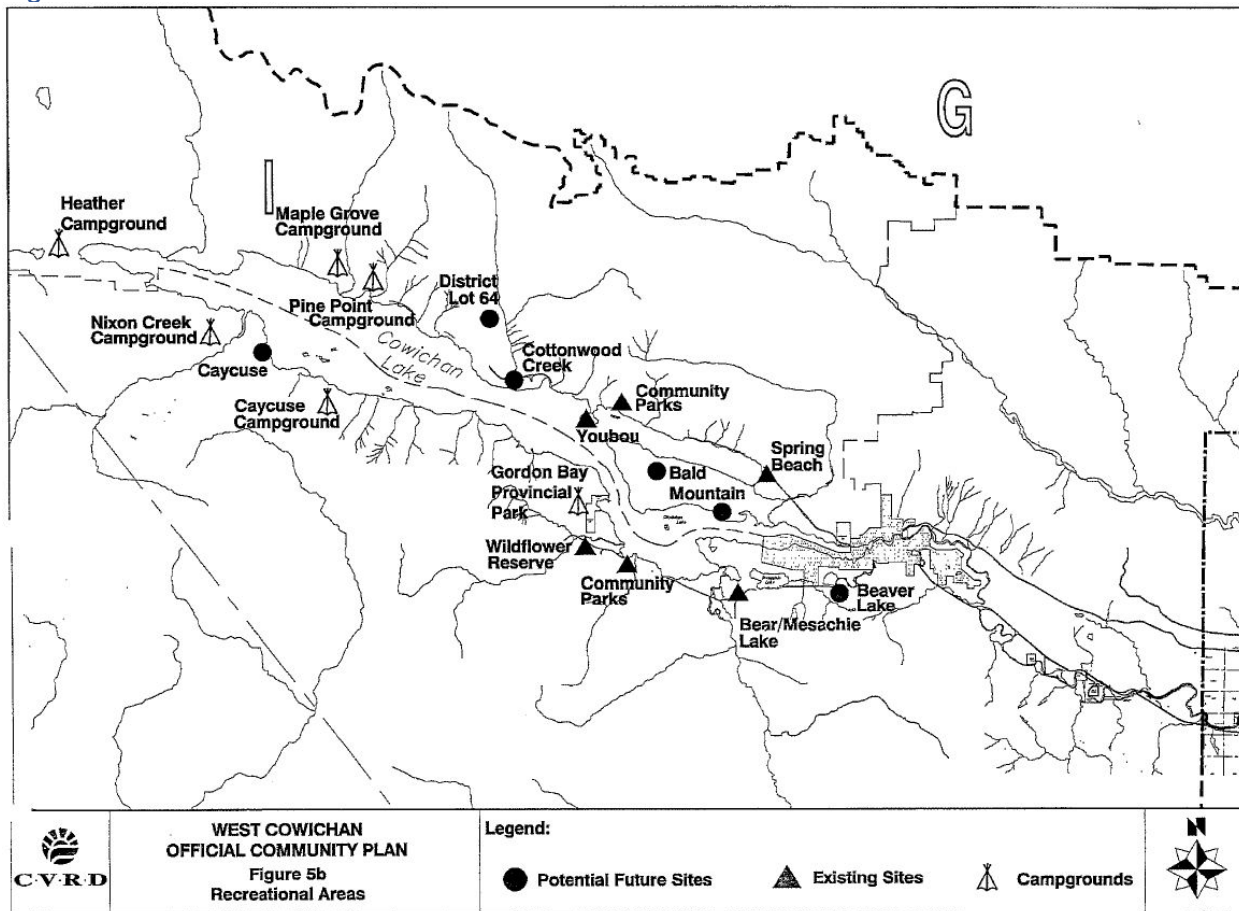
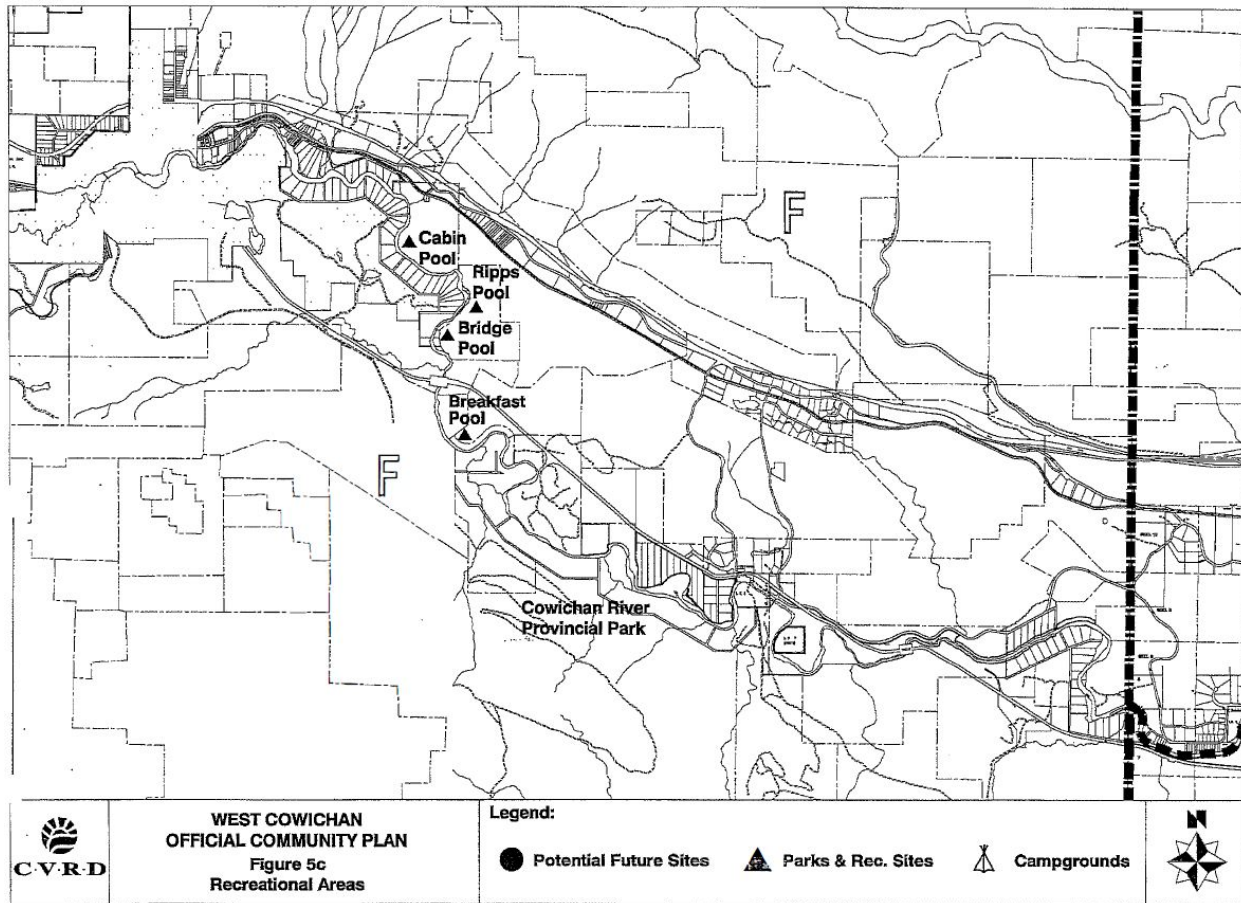


Figure 2–3 Recreational Areas East



2.7 Freshwater and Marine Designations

There are two water designations in the local plan area—Freshwater and Marine. The primary purpose of the Freshwater designation is to protect the quality and quantity of water for potential potable water use and the biodiversity of sensitive lake ecosystems. The Marine designation is intended to maintain and protect marine areas to the highest degree possible.

Within the plan area, water supplies are obtained from a variety of sources. Many of the small creeks and streams that descend from area hills and mountains are used for domestic water purposes. In addition to private water licence holders, several of the largest community water systems draw their supply from the area's watercourses, including Cowichan Lake. Residents located at more widely dispersed locations primarily rely on groundwater. Similarly, other than in the Mesachie Lake area where there is a community sewage system, most residents rely on individual septic tanks.

Freshwater

Freshwater designation is intended to conserve and protect water supplies.

2.7.1 Freshwater Objectives

To be considered in the modernization.

2.7.2 Freshwater Policies

The regional board:

To be considered in the modernization.

Marine

The coastal shoreline of the Pacific Ocean is one of the prime features of the natural environment within the region and includes marine life resources, sheltered embayed areas and sensitive estuaries. The sheltered estuaries of the Pacific shoreline and Nitinat Lake are particularly important for salmon habitat as well as nature appreciation.

The foreshore is the land between the mean high tide and the mean low water mark of the ocean. The objectives and policies consider the broader area known as the shore zone, which is a linear strip of upland and the adjacent water surface, which are interdependent. The coastal shore zone is one of the prime features of the natural environment within the region.

There is one Marine water designation in the local plan area. A marine OCP for electoral areas A, C, D, F, G and H will be fully considered in the modernization as a separate plan with robust objectives and policies for electoral areas with marine areas.

This local plan area also includes one marine park:

- Pacific Rim National Park Reserve (National Park)

2.7.3 Marine Objectives

To be considered in the modernization.

2.7.4 Marine Policies

To be considered in the modernization.

2.8 Commercial Designation

There are four Commercial designations in the local plan area:

- › Local Commercial
- › Rural Village Commercial
- › Tourist Commercial
- › Service Commercial

Local Commercial

The Local Commercial designation is intended to accommodate commercial and service uses supportive of the village setting.

Rural Village Commercial

The Rural Village Commercial designation will allow a broad range of retail commercial uses within growth containment boundaries and resort areas.

Tourist Commercial

The Tourist Commercial designation is intended to accommodate tourist accommodation, restaurants and recreational uses.

Service Commercial

The Service Commercial designation supports a broad range of commercial uses that serve the requirements of the travelling public and the service commercial needs of the community.

2.8.1 Local Commercial Objectives

1. Provide a broad range of commercial uses to serve the travelling public and the service commercial needs of the community.
2. Ensure Cowichan Valley Highway No. 18, a controlled access highway, remains free of commercial development.

2.8.2 Local Commercial Policies

The regional board:

1. Establishes zones for future Local Commercial outlets in Honeymoon Bay and Mesachie Lake, considering locating such uses in areas where community residents can walk to these facilities.

2.8.3 Rural Village Commercial Objectives

1. Provide a range of commercial uses, including tourist commercial.

2.8.4 Rural Village Commercial Policies

The regional board:

1. Supports varying permitted density within the Rural Village Commercial designation area depending upon the level of service available, as specified in the implementing zoning bylaw.

2.8.5 Service Commercial Objectives

To be considered in the modernization.

2.8.6 Service Commercial Policies

The regional board:

1. Will consider rezoning for service commercial development in populated communities.

2.8.7 Tourist Commercial Objectives

To be considered in the modernization.

2.8.8 Tourist Commercial Policies

The regional board:

1. Considers a zoning amendment, approving selective tourist commercial uses west of Honeymoon Bay, without the proposed development becoming a growth containment boundary, subject to the board considering a number of matters, including:
 - a. the owner(s) of South Shore Road having granted permission in writing to the proponent for year-round access for the patrons of the tourist commercial use, or, preferably, it becomes a public highway;
 - b. economic benefits to the plan area and nearby jurisdictions;
 - c. suitability of the site for the type of development proposed, such as solar access in winter, and the environmental sensitivity of the area; and
 - d. measures proposed to eliminate environmental impacts, particularly to Cowichan Lake, including measures to enhance lake habitat protection, whether on-site or elsewhere.

2.9 Residential Designation

The plan area is characterized by small communities separated by lands in active rural resource use. Most of these communities were originally established to meet the labour force housing requirements of the forest industry. In the future, the major contributor to population growth will be a combination of the tourism business, forestry, housing affordability, recreational opportunities, the beauty of the area and the location of the area in relation to larger centres.

Concentrations of residential development within this plan area occur primarily at Honeymoon Bay, Gordon Bay, Mesachie Lake, Caycuse, the Skutz Falls/Riverbottom Road area, north and east of the Town of Lake Cowichan and along Old Cowichan Lake Road. There are also

concentrations at Nitinat Village and on other First Nations reserves, all of which are outside of the plan jurisdiction.

For all Residential land use designations under this plan that follow this section, where a density policy purports to permit a maximum density of dwelling units per parcel of land, an accessory dwelling unit or secondary suite will also be permitted, as specified in the implementing zoning bylaw.

There are nine Residential designations in the local plan area:

- › Future Development
- › Comprehensive Lakefront Development
- › Country Residential
- › Lakefront Residential
- › Mixed Commercial Residential
- › Paldi Comprehensive Development
- › River Corridor Residential
- › Rural Residential
- › Village Residential

Future Development

The Future Development designation is intended for commercial nodes and the residential settlement areas in general proximity to them. The future development designation will be developed in modernization.

Comprehensive Lakefront Development

The Comprehensive Lakefront Development designation is intended to accommodate a new comprehensive development zone for small lot single-family, semi-detached and multi-family housing. This designation is intended to provide a mix of housing types, encourage local employment and shopping opportunities, and facilitate development of sewer system infrastructure for the existing community.

Country Residential

The Country Residential designation is intended to accommodate a medium-density residential lifestyle.

Lakefront Residential

The Lakefront Residential designation is intended to provide a lakefront residential lifestyle.

Mixed Commercial Residential

Areas designated for commercial residential mixed-use are intended for a mix of general commercial purposes and multi-family residential sited at strategic locations in village centres and along major road networks, and act as a transition between medium-density land uses and lower-density residential areas. Development in this designation may include small-scale commercial uses such as retail, service and office uses. Development in this designation may also include

medium-density multi-family housing, such as townhouses, row houses and low-rise apartments. Residential is located above commercial.

[Paldi Comprehensive Development](#)

The Paldi Comprehensive Development designation is intended to provide a policy framework to create a functioning village on the site of the historic Paldi Village. This village will provide a high quality of life for future residents, while accommodating a range of uses, including residential, commercial, parks and institutional. Site design is intended to protect the natural environment, including streams and wildlife movement through the provision of wildlife corridors.

The Paldi Comprehensive Development designation is also intended to protect the Paldi Sikh Temple as a site of major historical significance, and the Paldi Cemetery, the resting place of former Paldi residents, including Mayo Singh, the original founder of the community, and transfer these precious cultural assets to an organization that can best take care of them.

[River Corridor](#)

The River Corridor designation is intended to accommodate a large lot rural lifestyle option within the Cowichan River corridor, retaining the pristine environment along the Cowichan River.

[Rural Residential](#)

The Rural Residential designation is intended to accommodate a range of rural lifestyle options and to provide a buffer between resource lands (agriculture and forestry) and residential parcels, to reduce the potential for land use conflicts and provide a rural residential housing option.

[Village Residential](#)

The Village Residential designation is intended to accommodate a moderate-density single-family residential lifestyle. These lands are intended to be serviced with community water and community sewer systems.

[Residential Designation Objectives and Policies for all Plan Residential Designations](#)

General objectives and policies are for general development.

[2.9.1 Residential Objectives](#)

To be considered in the modernization.

[2.9.2 Residential Policies](#)

The regional board:

1. Will consider re-designation of lands within the growth containment boundaries to Lakefront Residential concurrent with public pedestrian trail connection development.

[2.9.3 Future Development Objectives](#)

To be considered in the modernization.

2.9.4 Future Development Policies

The regional board:

To be considered in the modernization.

2.9.5 Comprehensive Lakefront Development Objectives

1. Provide for small lot single-family, semi-detached and multi-family housing.
2. Allocate lands for residential, local commercial and park uses, including public access to Cowichan Lake.
3. Facilitate establishment of a community sewer system and improvements to the community water system.
4. Remediate former industrial sites on the Cowichan Lake shoreline.
5. Protect and remediate the Cowichan Lake shoreline.

2.9.6 Comprehensive Lakefront Development Policies

The regional board:

1. Ensures that issuance of a certificate of compliance, ensuring full remediation of previous industrial sites will be a requirement of development of the Comprehensive Lakefront Development lands.
2. Considers a comprehensive zone that:
 - a. permits 14 units per ha in a combination of single-family, semi-detached and multiple family residences in a variety of housing forms;
 - b. permits various commercial uses within the Comprehensive Lakefront Development designation intended to provide services for the existing community and new residents;
 - c. dedicates amenities, including minimum of 13% of the Comprehensive Lakefront Development lands, to the CVRD during the first phase of development for public park and conservation purposes, with a contribution to public recreational facilities within the broader plan area to be made during subsequent phases of development; and
 - d. is serviced by community water and sewer systems.

2.9.7 Country Residential Objectives

1. Provide a medium-density residential lifestyle.

2.9.8 Country Residential Policies

The regional board:

1. Supports establishing zoning with a minimum parcel area requirement for subdivision of at least 2 ha without connection to community water and 0.4 ha with connection to community water.

2.9.9 Lakefront Residential Objectives

1. Provide a lakefront residential lifestyle.

2.9.10 Lakefront Residential Policies

The regional board:

1. Supports establishing zoning standards with minimum parcel area commensurate with levels of service.

2.9.11 Mixed Commercial Residential Objectives

1. Focus development within existing village centres that are located within village containment boundaries.
2. Focus development to areas serviced by community water and community sewer services.
3. Focus mixed use development walking distance to existing residential neighbourhoods.
4. Maintain the small scale, rural village character of the community.
5. Develop neighbourhood plans for each mixed commercial residential area.
6. Locate development along major road networks.
7. Provide a range of land uses for consideration of population projections, demographics and market demands at the time of development or redevelopment.
8. Commercial areas will provide services, shopping and employment opportunities that are easily accessible to residents by foot, bike or transit.
9. Provide a range of housing options to accommodate a diverse population composed of people from all age groups.
10. In mixed-use developments, ground floor uses should be ones that invite public activity such as commercial, retail, personal services or community uses.
11. Residential and office uses should be located in upper storeys.
12. Create safe, efficient and effective travel for pedestrians, cyclists, transit users and drivers through the development by clearly defined paths and trails for bikes and walkers.
13. Priority shall be given in the planning of roadways to the safety of the non-motorized traveller.

2.9.11 Mixed Commercial Residential Policies

The regional board:

1. Supports mixed-use or stand-alone commercial or residential.
2. Considers the surrounding context, including architecture, scale, densities, lot and lane configuration.
3. Medium-density residential uses consider townhouses, row houses and low-rise apartments.
4. Supports residential densities up to 20 units per hectare, in two or three storeys.
5. Supports daily commercial and service needs of the surrounding community by providing a mix of uses.
6. Stand-alone commercial developments should be small scale.
7. Does not support large scale retailers or retail warehouses.
8. Supports the housing needs of the community and provides a broad social mix and access to adequate housing at all income levels.

2.9.12 Paldi Comprehensive Development Objectives

1. Redevelop the Paldi Village area as a functioning walkable village.
2. Protect the cultural heritage resources on the Paldi site.
3. Protect the Paldi Sikh Temple and cemetery for the benefit of the community.
4. Ensure that there are opportunities for Cowichan Valley Trail users to access Paldi's commercial areas.

5. Protect the stream corridors from development.
6. Ensure commercial areas will generally be contiguous, except for those uses that are more service commercial or highway oriented.
7. Complete Paldi Road as a public road.

2.9.13 Paldi Comprehensive Development Policies

The regional board:

To be considered in the modernization.

2.9.14 River Corridor Objectives

1. Provide a large lot rural lifestyle and retain the pristine environment along the Cowichan River.

2.9.15 River Corridor Policies

The regional board:

1. Supports a very low density in the River Corridor designation
2. Generally, does not support rezoning.

2.9.16 Rural Residential Objectives

1. Provide a range of rural lifestyle housing options.
2. Provide a buffer between resource lands and residential parcels.

2.9.17 Rural Residential Policies

The regional board:

To be considered in the modernization.

2.9.18 Village Residential Objectives

1. Provide moderate-density, single-family development with all lands serviced by community water and sewer.

2.9.19 Village Residential Policies

The regional board:

1. For parcels in the Village Residential designation that are not serviced with either community water or community sewer systems, supports a minimum parcel size of 2 ha for the purposes of subdivision.
2. Supports establishing zones that permit duplex or multiple-family residential uses if both community water and community sewer services are provided to the parcel.

2.10 Settlement Nodes

Settlement Nodes

Cowichan Lake centre is a Rural Centre and the plan area is located adjacent to the Regional Centre of Lake Cowichan. There are three neighbourhood nodes: Caycuse, Honeymoon Bay and Mesachie Lake and one rural centre: Paldi.

2.11 Roads and Servicing

Roads and Servicing

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

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

2.11.1 Roads and Servicing Objectives

1. Encourage the development of a highway route from the Town of Lake Cowichan to Port Alberni via Honeymoon Bay/Caycuse to improve industrial, commercial and tourist linkage between communities.
2. Encourage better links between transportation planning and land use planning.
3. Provide separated roadside pathways for pedestrians.
4. Ensure that development of servicing infrastructure takes place in a logical and orderly manner.
5. Contain growth within existing service areas except in cases where a health risk or an environmental risk has been identified.

2.12 Temporary Use Designations

Temporary Use Designations

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

All of area E and part of area F (within the area E plan) are designated for special events. If there are zones in which “special events” are permitted uses, a Temporary Use designation would not be required, though a special events license may be required under a region-wide Bylaw 40. This will be reviewed in the modernization including the definition of special events.

2.13 Heritage

Heritage

There are currently no Heritage designations in area F. Paldi Sikh temple and the Paldi Cemetery are identified as potential Heritage designations or statements of significance for the modernization. There are three sites listed in the CHR: Cowichan Lake Research Station, Honeymoon Bay Hall and Mesachie Lake Hall. Three potential sites identified for consideration in the CHR include Central Park, Honeymoon Bay School and Mesachie Arboretum.

2.13.1 Heritage Objectives

1. Identify and conserve heritage resources, including buildings, structures, cemeteries, landscape features, sites and objectives.
2. Consider heritage sites to be important components of regional tourism.
3. Recognize that the traditional and sacred places of First Nations, including Lake Cowichan, Ditidaht, Pacheedaht and Cowichan Tribes, are an important component of the heritage and present-day life of the South Cowichan Lake Skutz Falls area.
4. Encourage owners of property identified on the Community Heritage Register to seek designation and protection of heritage buildings and objects.
5. Conserve archaeological sites and features.

2.13.2 Heritage Policies

The regional board:

1. Supports the voluntary conservation of private heritage resources.
2. Supports integration of heritage resources in development proposals.
3. Will consider relocation and preservation of valued heritage structures.

PART 3 IMPLEMENTATION AND EVALUATION

3.1 Monitoring and Review of the Plan

To be considered with the modernization.

3.2 Performance Measures

This section provides a means by which to measure the success of the OCP in terms of the objectives and policies of this plan. The land use inventory statistics will outline the amount of land within the plan area. The current amount of land within the plan area (shown on Schedule L) is 174,792 ha (431,921 ac).

A. *Renewable Resource – Agriculture*

The current amount of land designated for Renewable Resource – Agriculture use is approximately 1,499 ha (3,703 ac), or 0.8573% of the plan area.

B. *Renewable Resource – Forestry*

The current amount of land designated for Renewable Resource – Forestry use is approximately 147,359 ha (364,131 ac), or 84.3050% of the plan area.

C. *Industrial*

The current amount of land designated for Industrial use is approximately 34 ha (85 ac), or 0.0196% of the plan area.

D. *Institutional*

The current amount of land designated for Institutional use is approximately 45 ha (111 ac), or 0.0257% of the plan area.

E. *Parks*

The current amount of land designated as Parks is approximately 23,463 ha (57,978 ac), or 13.4232% of the plan area.

F. *Freshwater*

The current amount of the plan area designated as Freshwater is approximately 3,954 ha (9,771 ac).

G. *Marine*

The current amount of the plan area designated as Marine area is approximately 12,434 ha (30,726 ac).

H. *Commercial*

The current amount of land designated for Commercial use is approximately 55 ha (137 ac), or 0.0317% of the plan area.

I. *Residential*

The current amount of land designated for Residential use is approximately 2,338 ha (5,776 ac), or 1.3374% of the plan area.

J. *Railway Transportation Area*

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

K. *Growth Containment Boundary*

The current amount of land in the growth containment boundary is approximately 265 ha (655 ac) or 0.1515% of the local plan.

Local Area Plan F

Land Designations	Rural Area		Rural Area % of Local Plan	Growth Containment Boundary		Growth Containment Boundary Area % of Local Plan	Sahtlam		Sahtlam Area % of Local Plan
	Hectares	Acres		Hectares	Acres		Hectares	Acres	
Renewable Resource - Agriculture	1,071	2,647	0.613	1	3	0.001	409	1,010	0.234
Commercial	39	98	0.023	14	35	0.008	1	2	0.000
Industrial	26	63	0.015	12	30	0.007	0	0	0.000
Institutional	0	0	0.000	19	46	0.011	26	64	0.015
Marine	12,434	30,726		0	0		0	0	
Park	23,457	57,963	13.414	14	34	0.008	297	735	0.170
Residential	1,011	2,499	0.578	179	442	0.102	1,124	2,778	0.643
Renewable Resource - Forestry	145,862	360,434	83.415	0	0	0.000	1,301	3,216	0.744
Railway Transportation	0	0	0.000	0	0	0.000	0	0	0.000
Freshwater	3,943	9,743		0	0		3	7	
Total	171,467	423,704	98.057	239	590	0.137	3,158	7,805	1.806

	Hectares	Acres
Rural Area	171,467	423,704
Growth Containment Area	239	590
Sahtlam	3,158	7,805
Grand Total	174,864	432,099

1. When calculating the land use designations, land within the ALR is included in the designation it sits within.
2. In the plan area, the total amount of ALR land is approximately 1,095 ha, or 0.6%.
3. In the plan area, the total amount of land within the growth containment boundaries is approximately 265 ha, or 0.1515%.
4. In calculating the total plan areas and percentages, Marine and Freshwater were not included.
5. The Sahtlam neighbourhood plan sits in local plans E and F. The Sahtlam region accounts for 1.8069% of land in local plan F.

LIST OF TABLES

Table 3–1 Regional Performance Measures

LIST OF FIGURES

2–1 Sahtlam Plan Area

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2–3 Recreational Areas East