

ELECTORAL AREA E – COWICHAN KOKSILAH/QUW’UTSUN XWULQW’SELU 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.

The Cowichan Koksilah local plan area is a place of exceptional beauty and unique socio-economic, cultural and environmental significance, where residents wish to retain the rural character, plan for sustainable and resilient village communities, and protect their quality of life and natural environment. A series of community visioning sessions produced the following vision to guide development of the local plan:

In 2050, the Cowichan Koksilah plan area is a place of great beauty, and the land continues to be bountiful. Water has shaped the environment and informed human land-use decisions. The three great river systems that cross it provide clean drinking water, fish habitat and plentiful groundwater for the people, wildlife and ecosystems of the plan area. The area is also one of the best for viewing the night sky and enjoying the quiet of nature. Regenerative and resilient land and water stewardship practices have largely corrected the challenges of the past: water pollution, loss of soils through poor agricultural or forest management practices, the spread of invasive species and loss of wildlife habitat. Resilience has been the core value and intent of the people living in the plan area. This has resulted in some cultural changes within the plan area, leading to increased rainwater harvesting and storage, reduced wildfire risk and other measures that have protected the assets of the region, while providing for an enhanced quality of life for the area’s residents. The success of the plan reflects the people’s commitment to the plan’s core values.

“To make conservation of natural capital a design consequence of economic development we will need to organize ourselves around units of the human ecosystem—communities embedded in the natural surroundings on which their economic footprint is expressed.”
—Dr. Bruce Fraser, *Saving Place: Land Stewardship in the Age of Limits*, p. 32

The forests that surround the agricultural areas provide valuable recreational opportunities, as well as habitat for wildlife and protection of the rivers and their clean water. The forests are healthy, with increasing biodiversity; all the remnant old-growth forests within the area have been protected. The forest industry has evolved to provide locally milled and dried lumber for local construction, fostering sustainable building practices in the region. The forest industry has evolved a model of social, economic and environmental regeneration and resilience, which prevents soil erosion and water pollution and supports healthy ecological functioning as well as healthy economic outcomes.

Agricultural production continues to be at the heart of the region’s culture. It provides food security and is the foundation of a strong food and wine culture that attracts tourists to enjoy the bounty. Agri-tourism contributes to the viability of the rural areas, as do the many outdoor recreation

opportunities. There are also strong local markets for value-added agricultural and forestry products, which make up a large part of the economy. The value of self-reliance has strong resonance for the rural areas and communities within the plan area and is evidenced by the numerous home-based businesses that carry on craft traditions and more contemporary enterprises, providing valuable services for their neighbours.

The Koksilah Business Park is the first ever fish-friendly business park in the world. Planning for the area addressed climate change through live-work opportunities within the area and in the adjacent Eagle Heights community. Businesses and homes within the Koksilah Business Park and neighbouring residential areas addressed the issues of rainwater management, the vulnerable aquifer below the park and flood risks to create a thriving community that is safe and prosperous.

The people who make up the plan area celebrate their heritage and cultural diversity and have great relationships with their neighbours on nearby First Nations lands. As mutually supportive communities with shared interests in a strong local economy, safe transportation, healthy wildlife and a healthy environment for gathering wild foods, including mushrooms, there are many opportunities for cooperation and collaboration between jurisdictions.

There are many safe, accessible and efficient transportation options between communities within the plan area, as well as to town. These include on- and off-road trail options for horseback, cycling and pedestrian uses, and public transit and train service for travelling longer distances.

The need for more flexible housing has been resolved. Safe, affordable housing is available for all, including people who provide agricultural labour, people who wish to age in their communities and young people starting out in life. As would be expected, most of this housing is available in the village areas.

The economy is vibrant and provides opportunities for youth to stay to start their own businesses, take over from their parents or fill positions with larger companies in their communities, and to return after getting their education. Core services such as schools and daycare centres are readily available and accessible, emphasizing intergenerational interactions wherever possible.

The plan area continues to evolve its Age Friendly emphasis, safe and convenient for children, youth, women and older adults. Older people and youth are treated with respect and fully included in the area's civic life. Older people remain active and independent and have meaningful opportunities to contribute to the social and economic fabric of their community. Families experience less worry and stress because their older relations have the support they need. We continue to seek ways to support and enhance active and healthy aging.

Lastly, as the communities evolve and respond to ongoing challenges, the citizens of these communities have a positive relationship with their government representatives at all levels. These relationships are strong and mutually supportive, characterized by respectful dialogue and a shared commitment to finding creative solutions to existing and new challenges.

1.2 The Plan Area

The local plan area includes all of electoral area E, the eastern portion of electoral area F known as Sahtlam and Paldi, and a portion of area B known as Cowichan Station. In addition, it includes the unincorporated communities of Glenora, Eagle Heights including Koksilah Business Park. The local plan area encompasses approximately 23,205 hectares (ha) or 56,965 acres (ac) of land area and 40 ha (99 ac) of water area.

1.3 Relationship to Other Jurisdictions

The plan area lies in the central portion of the Cowichan Valley Regional District in the southern half of Vancouver Island.

The plan area is bordered on the south by the Koksilah River and electoral area B; on the east by electoral area D, Cowichan Tribes Reserve No. 1 and the Municipality of North Cowichan; on the north by electoral area G; and on the west by the electoral area F local plan area. First Nations reserves are outside the jurisdiction of the OCP.

Cowichan Tribes Reserve No. 1 is home to most Cowichan Tribes members. With a population of over 4,000, the Cowichan Tribes First Nation is the largest in B.C. Other First Nations reserves adjoining the plan area include Tsart-lam Reserve No. 5 and Kakalatza Reserve No. 6. These two reserves are located along the Cowichan River and are completely encircled by the plan area. Tsart-lam Reserve No. 5 has several homes and Kakalatza Reserve No. 6 is currently undeveloped.

The Capital Regional District (CRD) and the Regional District of Nanaimo (RDN) have profoundly influenced the growth, development and present character of the local plan area. The CRD is a major employment centre with comparatively expensive housing. Because of these factors and the local plan area's attractive rural lifestyle, the Cowichan Koksilah plan area is seen by some people working in the CRD and the RDN as a viable location to live. This phenomenon has kept growth rates throughout the southern CVRD consistently high and, as road improvements are continually made, the effect has been reinforced and partially explains the development pressures in Sahtlam as the area within the plan area with the least amount of ALR lands. Protection of forestry lands is also a key consideration in the plan area.

1.4 Sustainability and Climate Change in the Land Warmed by the Sun

The region's first human inhabitants, the Cowichan People, named the area Quw'utsun', meaning "land warmed by the sun," a descriptor that seems even more apt today for the central part of the

The Cowichan River's Heritage Status

In 2003, the Cowichan became the third river in British Columbia to be accorded Canadian Heritage River status. The Canadian Heritage Rivers System description spoke of the ecological, economic and cultural importance of the river:

"The Cowichan River supports an impressive balance of natural, human heritage and recreational values. The river also supports hundreds of species of fish, mammals, birds, insects and amphibians in a lush oasis just minutes from urban areas. Not only is it a pillar of economic stability in the region, but it also allows for a myriad of recreational activities, from swift-water kayaking to peaceful nature walks, all taking place around a river flowing through a glaciated valley in a stunning landscape."

In August 2019, one of the worst droughts in decades made it necessary to pump water into the river from Cowichan Lake to secure fish habitat and ensure continuing flow to the Crofton pulp mill, even though the levels of water in the lake were also severely compromised by the drought.

Cowichan Valley Regional District. These days, the rivers, too, are increasingly warmed by the sun during the long summer droughts that leave water levels dangerously low.

Of the three rivers with watersheds in area E, perhaps the most famous is the region's namesake: the Cowichan River, home to significant stocks of chinook, chum and coho salmon along with steelhead, rainbow cutthroat and the fabled (albeit non-native) brown trout. The Cowichan, the Chemainus and the Koksilah are three very different river types in the central Cowichan, and they speak to the need for an effective land use plan to address the growing cumulative challenges to water supplies posed by overuse and climate change.

Water Challenges

The triumvirate of rivers that flow through and in many ways define the plan area—the Cowichan, the Chemainus and the Koksilah—illustrate the interconnectedness of environmental, economic and community issues and the complexity of achieving sustainability. The Cowichan River, designated provincially and federally as a heritage river, has reasonably good water quality in the plan area, although there are serious issues with low flows and highwater temperatures in the summer time.

The Koksilah River, by contrast, is extremely “flashy” because of its lack of headwater storage. A flashy stream is one that experiences a rapid increase in flow soon after the beginning of a precipitation event and an equally rapid return to base conditions soon after the end of the event, causing water to run rapidly across the land without being absorbed. Flashiness is typically increased by practices such as intensive forestry, an increase in the area of agricultural land or, in urban areas, an expansion of the area of impervious surfaces. Flashiness may negatively affect fish and wildlife habitat and soil stability. In the case of the Koksilah, steep slopes and intensive forestry add to the flashiness of its hydrologic regime, as does the impact of climate change. Because one of the net effects is to overtax regularity of the water supply and the recharging ability of aquifers, any increase in the density of homes dependent on aquifer supply needs to be considered with a view to their impact on that supply.

In addition to the major rivers, there are numerous streams, a few lakes, including Keating Lake and Wake Lake, and a variety of wetlands that act as staging areas for waterfowl, provide critical habitat to support aquatic life, mitigate flooding and provide entry points for replenishing groundwater aquifers. These waterways are part of a large and connected surface and subsurface water network that is critically important to supporting ecosystems and supplying domestic water to residents of the plan area.

Terrestrial Ecosystems and Species at Risk

The plan area falls within two biogeoclimatic zones: the Coastal Douglas fir (CDF) zone occupies lower elevations, mostly below 150 m, and the Coastal Western Hemlock (CWH) zone is located to the west in low to middle elevations. The average annual temperature of the area, which has a temperate maritime climate, is about 8°C.

The CDF zone is limited to a small part of southeastern Vancouver Island, the Gulf Islands and a narrow strip of mainland coast. It contains the highest diversity of plant species of any of British Columbia's 16 ecological zones, including a number of rare species, and the greatest diversity of over-wintering bird species in Canada. The CDF zone has been attractive for development, causing considerable damage and loss to its ecosystems, to the point that only remnants of the CDF zone remain intact. This plan seeks to strengthen policies to protect the CDF zone.

Of particular concern in the plan area's ecosystems are the blue-listed species (at risk but not yet extirpated, threatened or endangered) because of their importance to the ecological functioning of the areas they inhabit and because they are particularly sensitive to human activities or natural events. Blue-listed species include creatures as diverse as the western toad, the northern red-legged frog, the band-tailed pigeon, the barn swallow, the Roosevelt elk and the warty jumping-slug.

Land development can threaten ecosystem and species biodiversity by fragmenting and destroying crucial habitat. Inappropriate or poorly timed clearing of vegetation can also encourage the spread of invasive species, including those that may be toxic to humans, wildlife and livestock. Creation and expansion of impervious surfaces such as parking lots disrupts surface water flows and can contaminate stormwater by absorbing and carrying away pollutants, resulting in poorer water quality in the rivers and streams.

Sustainability and the Climate Challenge

The area E local plan articulates a vision of a community in 2050, in which the assets most valued today are undiminished or enhanced.

This is a vision focused on sustainability, in other words the ability to indefinitely maintain a desired state of being. In planning terms, that means sustaining the community we love, the economy on which the community relies for its well-being, and the integrity of the surrounding natural environment, which we need for its beauty, its biodiversity and the natural capital that fuels an economy reliant on natural resources.

Sustainability is something that takes work. A planning process such as the one that produced this local plan and the CVRD's first regional official community plan is an important step toward sustainability, but just as important is productive and continuing collaboration among all levels of government and the determination and commitment of area residents to ensure a stable and sustainable environment. As with so many issues vital to sustainability, climate change is the elephant in the room, particularly when it comes to water quality and quantity. The name given by the First Peoples to this area has a prophetic ring in a region where the annual average temperature is projected to increase by three degrees before the century is out. That alone has massive implications for our rivers and water supplies and speaks to the need to act sooner rather than later to ensure long-term quality and quantity of our water networks. Was the Cowichan River crisis of 2019—the desperate measure of pumping water from a depleted Lake Cowichan into a much more depleted Cowichan River—a canary in the climate coal mine that we ignore at our peril?

The path toward sustainability requires paying heed to lessons to be learned from ecological and historical events. Sustainable communities depend on sound economies but, just as importantly, they draw their strength and staying power from the commitment to enhance the quality of life for all community members, no matter what their origin, ability or ailment.

1.5 Central Cowichan Communities: Past, Present, and Neighbourhoods

“Cowichan” is a name associated with excellence in so many ways. The Cowichan River has long been the inspiration for poetic tributes from the fly-fishing community and canoeists as an apogee in river experiences. Vancouver Island restaurants far removed take great pains to mention “Cowichan” in their menu descriptions of foods, wines and ciders, thereby providing the ultimate

assurance of quality and authenticity. Not for nothing did the beloved cookbook writer James Barber, who was fond of frequenting country restaurants in the central Cowichan, call the valley “Canada’s Provence”. And nothing says quality like a Cowichan sweater, produced by generations of knitters from the Cowichan Tribes, many of whose members live in area E today.

The Roots of Central Cowichan Communities

Coast Salish peoples lived undisturbed in the central Cowichan since time immemorial until the arrival in the 19th century of the first settlers. This is the heart of the Cowichan Tribes First Nation’s territory, and the Cowichan People cared for the lands and waters with respect, using only what nature provided and was needed. Cowichan traditional life is rooted in family and spirituality. Traditional activities, including hunting, fishing, gathering, dancing, weaving, knitting, carving, spiritual bathing and other practices, have been passed on through generations and continue today: <https://www.cowichantribes.com/about-cowichan-tribes/history/pre-european-contact/>

The early settlers, including Europeans, Chinese, Japanese, South Asians and others, made their living through logging and farming. The Sahtlam area is particularly rich with settler heritage as represented by the Paldi and Chinese cemeteries, the original school site and other structures, including the Sikh temple at Paldi. Europeans, too, brought with them their religious architecture, preserved today in structures such as St. Andrews Church in Cowichan Station and the Chapel at Fairbridge. Heritage farms such as Keating and Fairburn Farms continue to operate in the Glenora and Cowichan Station areas, adapting to contemporary practices and demands. The Fairbridge Farm School, established to provide opportunities for new life in farming for underprivileged children in England’s industrial cities, operated from 1935 to 1952 and was later protected through a strata-titled development.

“How do we evaluate our communities? By how the most vulnerable citizens are treated: the young, the old and the poor.”

—Gil Penalosa,
Presentation at the
Cowichan Theatre,
January 16, 2018.

The diverse cultural background of central Cowichan is reflected in the people who live in the plan area today: varying cultural backgrounds, young and old, old-timer families and newcomers, varying abilities, varying states of health and well-being, varying income levels and varying sets of values. Decision-making in the development and implementation of a land use plan needs to recognize and honour the demographic and cultural diversity of residents in the plan area.

The four major communities within the plan area comprise Sahtlam, Glenora, Cowichan Station and Eagle Heights, in close association with the Koksilah Business Park. Sahtlam includes the historic village of Paldi, which will see future development that is currently in the planning stages. For various reasons, very little growth or development is anticipated for Glenora, Cowichan Station or Eagle Heights in the foreseeable future, so there is not a lot of policy associated with these communities in this local plan. However, Paldi is expected to begin construction within the next few years, adding to existing development pressure in Sahtlam. Thus, the plan pays more attention to this part of the plan area.

Four neighbourhood plans will be developed in the modernization: Sahtlam (including Paldi), Glenora, Cowichan Station, and Eagle Heights including the Koksilah Business Park. The neighbourhood plans will include a review of the development permit area guidelines pertaining to form and character, development of new design guidelines, review of streetscapes and public spaces, review of active transportation improvements, identification of cycling paths, review of landscaping on both public and private lands and the development of an implementation plan.

Sahtlam Neighbourhood

Sahtlam has roots in the forest industry. Europeans began to settle the Sahtlam area in the latter part of the 19th century, and in 1891 residents built a log schoolhouse on the wagon road to Cowichan Lake. In the first decade of the 20th century, Quamichan Lumber Co. operated on Dodds Creek in the Sahtlam district but moved to Somenos Lake in 1909.

Sahtlam today is characterized by a mix of smaller and larger rural residential lots on which many residents farm or operate home-based businesses. Agricultural activity in eastern Sahtlam, much of which is protected from further residential development by its location in the Agricultural Land Reserve, has resulted in open pastoral landscapes with long views over the Cowichan Valley. In western Sahtlam, much of the land remains heavily forested.

The flat-rolling topography of the area features a number of wetlands and many mature trees. Homes are built close to tall Douglas-firs and cedars, and streetscapes typically feature mature trees as well, with peek-a-boo views of homes and yards beyond. Where fencing is in place, it is generally made of wood or other natural materials and well maintained.

As shown in Figure 1-1, Sahtlam overlaps the boundaries dividing electoral areas E and F of the Cowichan Valley Regional District. The most easterly portion lies within the boundaries of the Municipality of North Cowichan and is governed by the bylaws of that jurisdiction, while the most westerly portion lies within electoral area F. As a result, the Sahtlam area is referenced in both the electoral area E and F local area plans (LAP). The eastern portion of electoral area F, which includes the unincorporated areas of Sahtlam and Paldi, and the western portion of Sahtlam in the area E census area, will have a joint decision-making body for referrals.

The village centre is considered 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 might be a suitable location for multi-family housing where people can age in place, although any intensification of development would require the installation of community water and/or sewer servicing.

Paldi Village (Part of Sahtlam)

Paldi village was founded in the second decade of the 20th century when the Singh brothers, Mayo and Ganea, together with their cousin Doman acquired timber rights to a 24-kilometre (km) stretch on both sides of the E&N shortline to Lake Cowichan. A mill was established between the railway line and Sahtlam Creek, and the community of Mayo Siding was born, its name later changed to Paldi after Mayo's home village in the Punjab.

Over the next three decades, Paldi became home to a growing population of loggers, sawmill workers and their families living in tents and converted railway coaches until bunkhouses could be built. Mayo Singh made a point of hiring people of many different origins at a time when racial discrimination was rampant and Canadian laws made citizenship difficult for non-whites.

By 1937, Paldi had grown to a population of 1,500, with 100 families and 150 single men, primarily of South Asian, 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.

Logging operations on Hill 60, which had extended almost to Lake Cowichan, ended in 1943, and the Paldi mill later shut down after a disastrous fire consumed 27 million feet of bucked timber. For a while, workers continued to commute to company operations at Summit Lake and Nanaimo, but eventually Paldi residents moved away to be closer to schools and opportunities.

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.

Paldi is situated in the eastern part of Sahtlam, which will become a separate neighbourhood plan in the modernization. The policy framework for the proposed new village of Paldi can be found in the Paldi Comprehensive Development Designation, section 2.9 of this plan.

Sahtlam Neighbourhood Plan Purpose

The purpose of the Sahtlam neighbourhood plan, to be developed in the modernization, is to provide policies for the local planning and management of land and water resources in the Sahtlam area, which straddles the boundary between electoral areas E and F. The neighbourhood plan will also provide guidance and direction for a future that reflects the community's values and aspirations. It will help ensure that the community grows in a way that reflects the community's core values. It is intended that Sahtlam will be one of the first neighbourhood plans in the modernization.

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. Sahtlam residents 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, they maintain open spaces around their homes and other structures and often use fire-resistant building materials 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.

1.5.1 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.
4. Develop an integrated network of alternative forms of transportation, such as improved transit and pathways connecting Sahtlam residents within the neighbourhood and to Duncan.
5. Foster a sense of community by maximizing opportunities for public gathering spaces.
6. Prevent further dispersed development; focus on infill where new development would be permitted.
7. Provide consistent regulation within the Sahtlam area.
8. Further develop the community heart of Sahtlam.
9. Maintain productive forestry and agricultural lands.
10. Prevent further development that consumes productive lands.
11. Develop a Sahtlam village centre plan.
12. Conduct water availability and soil suitability analysis for a basic community septic system for the Sahtlam village centre area.
13. Provide access for mobility-challenged individuals.

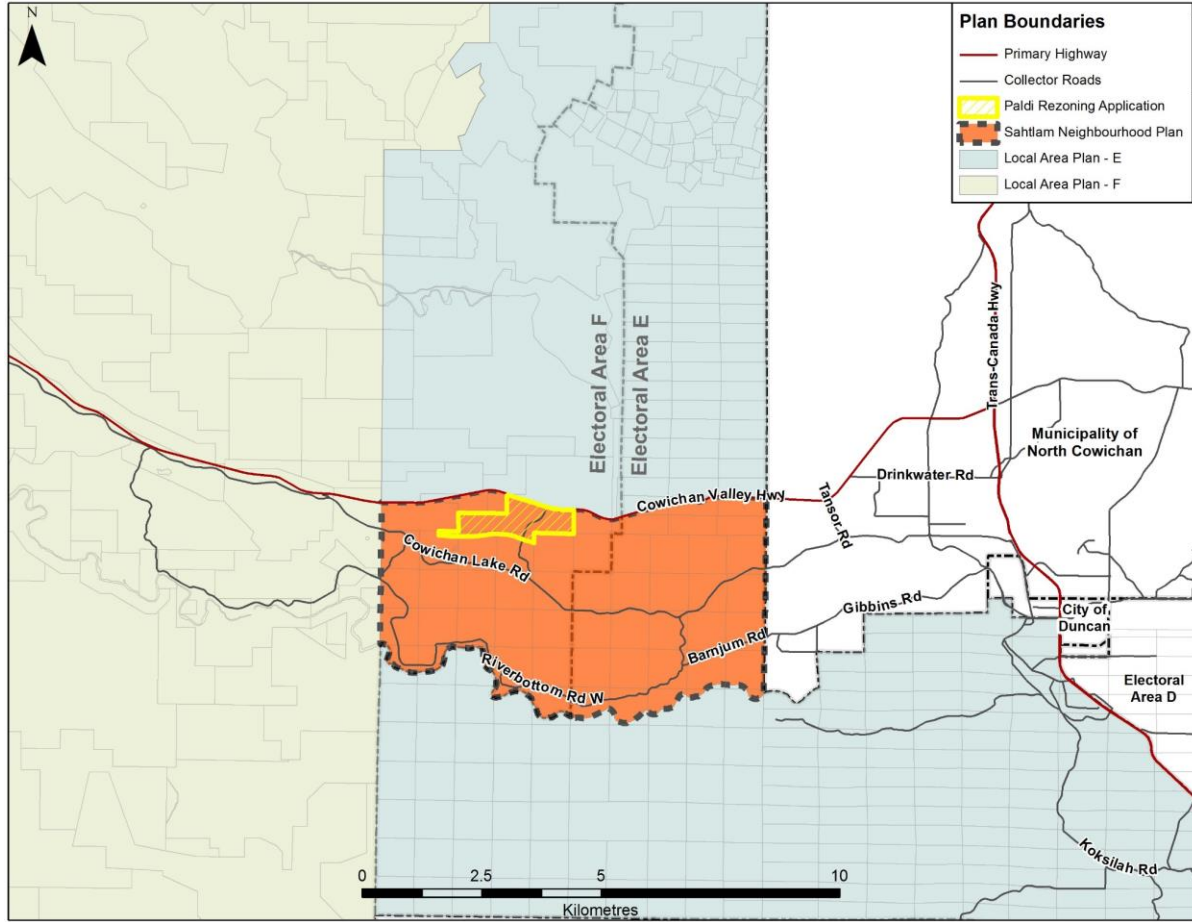
14. Protect the peace and quiet of the Sahtlam area.

1.5.2 Sahtlam Policies

The regional board:

1. Protects the heritage and history of Sahtlam through the CVRD's Community Heritage Register.
2. Supports 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. Supports 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



Glenora Neighbourhood

The Scottish word “Glenora,” meaning “golden valley,” is a dispersed pastoral agricultural and rural residential community nestled among forests, wetlands, creeks, lakes and the heritage Cowichan River. Glenora is centred at the crossroads of Glenora, Marshall and Indian Roads with its focal point being Glenora Store, the Weavery and Community Hall. The store, with its cafe and fuel pumps, and the Weavery are owned by the Ita Wegman Association of B.C., a non-profit group that also runs Glenora Farm Community where people with developmental challenges live and work alongside caregivers and their families. The Glenora Community Association manages the Glenora Hall, which offers social events for all ages. It was built in 1924 on property donated by long-time resident Mary Walden. Waldon Park, Glenora’s first community park, was built on land donated by Mary Waldon and includes two ball diamonds and a children’s playground.

Glenora is a drawing card for visitors from around the world owing to its rural, wilderness and agricultural setting supported by parks, trails and agri-tourism services. Large and small-scale agriculture form the economic base for Glenora’s agriculture business and agri-tourism. Vineyards, wineries, artists and artisans round out this area. There is little industry-based business other than two gravel-extracting businesses and logging. Although logging activity occurs mostly along the western perimeter of Glenora, the area is a main route for logging trucks, providing access to and egress from forest lands.

Most roads in Glenora are dead-end roads leading to forestry lands, parks and wilderness areas. These areas are home to and corridors for many wildlife species, such as deer, elk, wolves, bear and cougar. The Glenora Trails Head Community Park serves as a gateway to the Cowichan River Provincial Park and the Cowichan River. Many inter-connecting trails throughout Glenora offer access to the wilderness of Vancouver Island. Most of these are abandoned E&N railway grades. The feature trail is the Trans-Canada Trail, which connects the Capital Regional District to the community of Lake Cowichan.

Glenora Neighbourhood Plan Purpose

The purpose of the Glenora neighbourhood plan, to be developed in the modernization, is to provide policies for the local planning and management of land and water resources in the Glenora area and to provide guidance and direction for a future that reflects the community’s core values and aspirations

From a growth management perspective, most of Glenora is located within the Agricultural Land Reserve. Area lands excluded from the ALR are primarily designated as Rural Residential lands. There is very little room for residential growth or intensification. The two main groups currently needing consideration in Glenora are the younger generation seeking entry into agricultural practices and Glenorians seeking to age in place. The common denominator for both interests is the continued preservation of the amenities and attractions that Glenora offers. At some future time, there may be a need and desire to establish a small housing development to permit elders to age in their beloved community, close to the existing range of services within the Glenora area.

1.5.3 Glenora Objectives

1. Preserve and celebrate Glenora's heritage, identity and rural landscape character.
2. Maintain productive forestry and agricultural lands.
3. Preserve and increase outdoor recreation opportunities, including multi-use trails and parks.
4. Develop an integrated network of alternative forms of transportation, such as improved transit and pathways connecting Glenora residents within the neighbourhood and to Duncan.
5. Foster a sense of community by maximizing opportunities for public gathering spaces.
6. Prevent further dispersed development; focus on infill where new development would be permitted.
7. Where development is permitted ensure there will be sufficient water availability into the future.
8. Protect and further develop the community heart of Glenora.
9. Provide opportunities for aging within the community.
10. Protect the dark skies and peace and quiet of the Glenora area.

1.5.4 Glenora Policies

The regional board:

1. Celebrates the heritage and history of Glenora through the CVRD's Community Heritage Register.
2. Generally does not support the conversion of lands designated as Forestry or Agriculture for residential uses.
3. Supports an integrated network of alternative forms of transportation throughout the Glenora neighbourhood, including off-road and roadside trails and pathways.
4. Supports development of a Glenora village centre plan and, subject to the availability of a community water system, may expand services and housing within the Glenora village centre to allow residents to age in place.
5. Supports environmental design for water conservation, safety and access in development.

Cowichan Station

Where Koksilah Road crosses the beautiful Koksilah River there is a timber bridge, small church and railway stop called Cowichan Station. This settler village was developed not far upstream from the historic Xwul'qwselu winter village site once located where Highway 1 intersects with the Koksilah River¹. At the time the E&N railway was built, two longhouses were deconstructed at the then-impending railway stop.²

The settler-built Cowichan Station village site boomed as a trading post into the early 1900s. In 1911, a fire destroyed several stores, churches and hotels, and this was followed by the 1913 closure of the quarry that produced the sandstone used to build Craigdarroch Castle and the Metropolitan United Church in Victoria. A fire in 1924 destroyed the Central and Cowichan hotels, and when the Great Depression arrived the remaining businesses closed, and commercial activity relocated to Duncan.

¹ Abel D. Joe, as told to Rozen, 1985.

² Arvid, Charlie, pers. comm.

Today, Cowichan Station is enjoying a renaissance as a farming community, cultural hub and gateway to the historic Kinsol Trestle (one of the tallest free-standing and most spectacular timber rail trestle structures in the world).

Much of the land in the Cowichan Station area is ALR or managed forest land. Rural acreages include small mixed farms, the Blue Grouse vineyard, several large dairy farms and various sized rural residences on forest land. Smaller lot homes are limited to the village and a few other residential pockets close to the Trans-Canada Highway as well as the former Fairbridge Farm school for underprivileged British children, which includes the historic chapel and about 30 single-family dwellings.

Because the community is dispersed over a relatively large area, when the school district announced it would close the village school in 2007, residents rallied to save its heart, transforming the derelict buildings into a thriving community centre. Today, the volunteer-run HUB at Cowichan Station is an active community gathering place.

Other Cowichan Station focal points include Bright Angel Park, Sunrise Waldorf School and the annual Cowichan Valley Shakespeare Festival, which draws visitors from all over the region and is held at Gem 'o the Isle Farm on Koksilah Road. Like the residents of Glenora, the Cowichan Station community treasures their rural landscape and lifestyle and being a part of a small, caring community growing food and enjoying nature, wildlife, quiet and dark night skies. It is a dynamic and ever-changing community that is steeped in its culture, environment and values. Residents are committed to protecting their way of life by actively responding to environmental and climate change challenges.

Cowichan Station overlaps the boundaries dividing electoral areas E and B of the Cowichan Valley Regional District. The most southerly portion lies within electoral area B. As a result, the Cowichan Station area is referenced in both the electoral area E and B LAPs and respective area E and B zoning bylaws.

Cowichan Station Neighbourhood Purpose

The purpose of the Cowichan Station neighbourhood plan, to be developed in the modernization, is to provide policies for the local planning and management of land and water resources in the Cowichan Station area. The neighbourhood plan will also provide guidance and direction for a future that reflects the community's core values and aspirations.

From a growth management perspective, much of Cowichan Station is located within the Agricultural Land Reserve, which means there is little room for residential growth or intensification. In addition, Cowichan Station lies entirely within the Koksilah watershed where significant summer droughts have focused the provincial government, Cowichan Tribes and the community on the need to develop a water sustainability plan that will establish priorities and guide water use and development into the future.

1.5.5 Cowichan Station Draft Objectives

1. Preserve and celebrate Cowichan Station's heritage, history and rural landscape character.
2. Maintain productive forestry and agricultural lands.
3. Preserve and increase outdoor recreation opportunities, including multi-use trails and parks.

4. Develop an integrated network of alternative forms of transportation, such as improved transit and pathways connecting Cowichan Station residents within the neighbourhood and to Duncan.
5. Protect the community heart of Cowichan Station.
6. Foster a sense of community by maximizing opportunities for public gathering spaces.
7. Prevent further dispersed development; focus on infill where new development would be permitted.
8. Where development is permitted ensure there will be sufficient water availability into the future.
9. Provide opportunities for aging within the community.
10. Protect the dark skies and peace and quiet of the Cowichan Station area.

1.5.6 Cowichan Station Draft Policies

The regional board:

1. Celebrates the heritage and history of Cowichan Station through the CVRD's Community Heritage Register.
2. Generally does not support the conversion of lands designated as Forestry or Agriculture for residential uses.
3. Supports an integrated network of alternative forms of transportation throughout the neighbourhood, including off-road and roadside trails and pathways.
4. Supports development of a Cowichan Station village centre plan and, subject to the availability of a community water and sewer system, may expand services and housing within the village centre to allow a more complete community.
5. Supports environmental design for water conservation, safety and access in development.

Eagle Heights Neighbourhood

Eagle Heights is an established residential neighbourhood perched on the plateau above the Koksilah Business Park. It is a relatively compact urban bedroom community for the city of Duncan and points beyond and is serviced with community water and sewer. Single-family dwellings are the predominant housing form and include two historically significant arts and crafts style residences from the early 20th century—Carleton House at 5372 Miller Road and the 5241 Koksilah Road House.

A steep slope along Allenby Road between Indian Road and Koksilah Road provides a physical separation between Eagle Heights and the more commercial floodplain area to the northeast and is considered a natural landslide hazard. The plateau is made up of fine sands and silts that were densely compacted during the last glaciation and then overlain by sands, gravels and marine clays as the ice retreated and sea levels rose. Past landslides appear to have occurred along the compacted impermeable layer as a result of groundwater discharges.

On the plateau, Eagle Heights is bounded by Glenora Road and the ALR to the south, and by First Nations reserve lands to the west and north. Sh-hwuykwselu (Busy Place) Creek begins behind the Tribes school on the reserve land to the west and flows through the farmland to a culvert that crosses Miller Road, down through residential and light industrial lands before reaching the Koksilah River. The creek has experienced past flooding and there is erosion and poor water quality during high runoff periods. Historically, the creek supported salmon its full length; however, drainage culverts and other infrastructure now limit salmon to the lower reaches.

Eagle Heights is serviced by the Cowichan Valley Regional Transit System, and other alternative transportation forms are limited due to busy roads without adequate provision for pedestrians and cyclists. There is one community park located at the eastern edge of Eagle Heights next to the Koksilah Business Park and Sh-hwuykwselu (Busy Place) Creek.

Because it is fully serviced, including access to transit services and proximity to employment opportunities, as well as being fully built out with the current housing type, this area is ripe for intensification of uses. This could mean more suites, smaller lots with smaller homes or more multi-family residential uses. It could also mean the introduction of small-scale commercial uses such as a coffee shop. Such intensification of use would need the development of a neighbourhood plan to identify appropriate locations for intensified uses and to identify areas to enhance community amenities including community parks and off-road pedestrian connecting trails.

The Sh-hwuykwselu (Busy Place) Creek Stormwater Management and Mitigation Plan was completed in 2019 with recommendations for a variety of stormwater management strategies to reduce the risk of flooding on the floodplain below. These include the use of low-intensity development strategies for source control in residential development and redevelopment. The study established a target of 35% effective impervious area for residential areas.

Eagle Heights Neighbourhood Purpose

1.5.7 Eagle Heights Objectives

1. Develop a comprehensive understanding of the hydrologic and geotechnical constraints of the Eagle Heights area from the perspective of development suitability.
2. Redevelop Eagle Heights to allow it to become a more complete community with sufficient service capacity and capability.
3. Improve active transportation options throughout the neighbourhood and to Duncan.
4. Supports development of a neighbourhood plan for Eagle Heights in conjunction with planning for the Koksilah Business Park.

1.5.8 Eagle Heights Policies

The regional board:

1. May consider the establishment of a stormwater management service in the Sh-hwuykwselu (Busy Place) Creek watershed.

Koksilah Business Park

The Koksilah Business Park west of the Trans-Canada Highway and south of Duncan is located on the shared floodplain of the Cowichan and Koksilah Rivers. Historically, the Cowichan River branched into many channels on its way to Cowichan Bay. One of those channels met and joined the Koksilah River at Sh-hwuykwselu (Busy Place), which was a busy meeting place for First Nations trade and exchanges.

Today, the Cowichan and Koksilah Rivers still flow across the floodplain to Cowichan Bay, but diking, channelization and landfill have changed flow paths and eliminated riparian habitats. The tributary channels of the Cowichan River and Koksilah River no longer meet at Sh-hwuykwselu except for a smaller stream flowing from the upland area to the west. Busy Place Creek originally

supported salmon its full length; however, drainage culverts and other infrastructure now limit salmon to the lower reaches of the stream and roadside ditches. The village of Sh-hwuykwselu is now known as Trestle village.

Originally established as an industrial park in the 1960s, Koksilah Business Park has evolved into a mixed-use area. There are major light industrial uses interspersed with retail industrial, local manufacturing, service commercial, food processing, large format commercial and recycling. There are important community assets including the Eagles Hall, Vancouver Island University trades school and Sh-hwuykwselu Park, a valuable riparian restoration and education site. In addition, there is a significant amount of housing (including a manufactured home park), the new BC Transit facility, the ICBC facility and two agricultural service businesses (Buckerfield's and Top Shelf Feeds). In short, it is an economic hub for the region.

Intermingled with the light industrial and business uses, the Koksilah Business Park's older housing stock is an important contribution to the region's affordable housing stock. The existing residential uses in the area are not recognized in the zoning because of the flood risks, which makes residents vulnerable to conversion of the land to purposes recognized in zoning. This is a challenge that needs resolution.

As an economic hub, Koksilah Business Park has advantages over other industrial parks in the region:

1. Excellent access to the Trans-Canada Highway and connections to other transportation systems, including airports and ferries, thereby creating good connections to the world.
2. Fully serviced with roads, telecommunications, transit, water and sewer, with some drainage as well.

A 2016 survey of businesses in the area identified certain issues requiring attention, including the need

1. for aesthetic improvements, including signage;
2. to address environmental degradation and hazardous lands;
3. for road improvements; and
4. to enhance safety for pedestrians and cyclists.

See sections 2.4.3 and 2.4.4 for objectives and policies related to the Koksilah Business Park.

1.6 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 local plans.

1.7 Housing

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

1.7.1 Housing Objectives

To be considered in the modernization.

1.7.2 Housing Policies

The regional board:

1. Supports variances for renovation and retrofitting of homes to allow seniors to remain in their homes.

1.8 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 local plan in Schedule B.

An OCP review for the Cowichan Koksilah plan area was initiated in 2014. This process encountered a number of hurdles but achieved draft OCP stage prior to the harmonization commencing in 2018. The CVRD board agreed by resolution that the policy consultations would be considered in the harmonization process for all those consistent with the OCP. Other policies would be considered in the modernization.

Consultation included three community surveys released in August 2015 related to the natural environment, the local economy and social sustainability, and in October 2015 on the Koksilah Industrial Park. Additionally, community visioning workshops were held in October 2015 in Glenora, in November 2015 in both Sahtlam and Cowichan Station, and in December 2015 in Eagle Heights. The objectives of the workshops were to identify the core values of each community and to begin to create an OCP community vision statement and set of community principles based upon shared core values. Another set of community meetings was held in November 2016 to address questions that emerged from the earlier phases of community consultation, including the surveys. These meetings were designed to address specific issues: aging in place, residential uses on agricultural lands, wetlands protection, Duncan bypass and making it safer to walk, cycle and ride within the plan area.

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. The Sahtlam Local Area Plan Committee also conducted a Sahtlam specific community survey in 2018 to verify neighbourhood characteristics, resources and lifestyles that residents cherish most and that the plan must protect. Committee members included:

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
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 the OCP and the area E Cowichan Koksilah local plan. The regional land use designations are intended to reflect electoral area and regional commitments and aspirations. Both the regional designations and the local plan designations should be considered.

Except as shown on the Land Use Designation maps (see Schedule L, LE1 map series), land use designations generally follow parcel boundaries and, though not shown on the maps, the land use designations extend to the centre line of adjacent roads. Where land use designations split parcels, the boundary will be considered approximate.

Symbol Legend:

- Designations in both the OCP, Part 4 and area E Cowichan Koksilah local plan.
- Designations in the OCP, Part 4.
- › Designations in the area E Cowichan Koksilah local plan.

- Renewable Resource – Agriculture
- Renewable Resource – Forestry
- Industrial
- Institutional
- Parks
- Freshwater
- Commercial
- Residential
 - › Integrated Community Comprehensive Development
 - › Manufactured Home Park
 - › Paldi Comprehensive Development
 - › River Corridor
 - › Rural Residential
 - › Village Residential
- Settlement Node
- Roads and Servicing
- Temporary Use
- Heritage

2.1 Growth Containment Boundary

Growth containment boundaries are a land use policy that includes the village containment boundaries and urban containment boundaries in LAPs. A growth containment boundary identifies lands that will support housing and employment growth due to available servicing.

At this time, the rural villages of Glenora and Cowichan Station and the village residential area of Eagle Heights are largely contained by a combination of First Nations reserve lands and the Agricultural Land Reserve. The exception is the community of Sahtlam, for which a growth management strategy is necessary.

2.1.1 Growth Containment Objectives

To be considered in the modernization. These objectives should complement the OCP objectives, not duplicate them.

2.1.2 Growth Containment Policies

The regional board:

1. Notwithstanding policies to the contrary in this plan, may consider the conversion of land use designations in areas identified as village centres, where infill goals may be achieved.
2. Will consider the establishment of a growth management boundary in Sahtlam to reduce pressures on the community's lands and waters. This growth management boundary would be centred around the Sahtlam village centre.

2.2 Renewable Resource – Agriculture Designation

Agriculture is an important sector of the economy and essential to the rural ambience and beauty of the landscape. A primary goal of this local plan is to protect agricultural resource lands and the agricultural industry. Lands designated as Agriculture are areas with potential for a wide range of agricultural production, including all land in the Agricultural Land Reserve, as shown on Schedule D, DE1 map series, and lands outside of the ALR. The Agriculture designation is also intended to support the agricultural sector by accommodating supplemental employment opportunities, home-based businesses and value-added opportunities to maintain the viability of farm businesses.

Agriculture is a dominant land use in the plan area. A significant portion of the land, approximately 3,272 ha or 24%, is located within the ALR and 14% is designated Agriculture. A productive agricultural landscape is important to the local economy in terms of the primary agricultural production, which contributes to local food security and the economy more generally, but also because it contributes to tourism, recreation and other value-added opportunities.

The lack of summer moisture is perhaps agriculture's most severe limiting factor in the plan area. When irrigation is used, it leads to significant increases in the quantity and diversity of crops that may be grown. Agriculture is an important activity in the plan area and, therefore, during the land use planning and development stages, consideration must be given to the potential water supply and potential development of storage for the long-term needs of agriculture.

Another serious limiting factor is the price of land, which is in turn under pressure from estate residential uses. For new entrants to the agricultural industry, accessing land often requires

backing from family money and/or partnerships to raise the necessary capital. These economic factors put pressure on farms for additional housing. Farmers are also diversifying their primary and value-added production and agri-tourism activities to increase the number of income streams. The Agriculture designation is intended to accommodate a wide variety of farming activities, including basic production of agricultural products, value-added production activities and agri-tourism.

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

2.2.1 Renewable Resource – Agriculture Objectives

1. Recognize and preserve the agricultural heritage and character of the plan area.
2. Ensure adequate housing for farm labour.
3. Provide mechanisms for agricultural land leasing and the accommodation of lessees of agricultural land.
4. Encourage the development of meat production standards to better serve farmers and small-scale or mobile meat processing facilities.
5. Maintain or increase the amount of land in the Agriculture designation.

2.2.2 Renewable Resource – Agriculture Policies

The regional board:

1. Will generally discourage ALR applications for exclusion, subdivision and non-farm uses.

2.3 Renewable Resource – Forestry Designation

The Forestry designation is intended to accommodate primary resource management and extraction operations, including agriculture, silviculture and other activities permitted by provincial statutes, in association with recreational and habitat uses.

Electoral area E contains 6,986 ha of the Coastal Douglas-fir zone, of which 3,441 ha (49.3%) is in the ALR.³ It is considered one of the most impacted biogeoclimatic zones⁴ in North America. To achieve the vision of this plan, which includes ecological resilience,⁵ at a minimum, this level of intact habitat must be maintained.

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

2.3.1 Renewable Resource – Forestry Objectives

1. Protect habitat for red-, blue- and yellow-listed species, including western toad and red-legged frog amphibian species.
2. Maintain forest cover at levels that ensure healthy ecological function.

³ Province of BC. Ministry of Agriculture.

⁴ UBC Centre for Forest Conservation Genetics (<http://cfcg.forestry.ubc.ca/resources/cataloguing-in-situ-genetic-resources/cdf-zone/>)

⁵ Ecological resilience is defined as the ability of a landscape to sustain desired biodiversity and ecological functions over time in the face of climate change and other human and natural stressors. From Erin E. Beller et al., "Building Ecological Resilience in Highly Modified Landscapes," *BioScience* 69:1 (November 2018). (<https://academic.oup.com/bioscience/advance-article/doi/10.1093/biosci/biy117/5145587>)

3. Maintain older Douglas fir forests.
4. Retain the Forestry designation on the parcel legally identified as the Remainder Lot, section 7, range 8, Sahtlam Land District (PID: 009-850-660) for hibernation habitat for listed species of concern.

2.3.2 Renewable Resource – Forestry Policies

The regional board:

1. Generally does not support the rezoning of large forested parcels to small lot forestry zoning or the conversion of forested land for other purposes.

2.4 Industrial Designation

The Industrial designation supports secondary forestry manufacturing and value-added agriculture. Most industrial designated lands are located in the Koksilah Business Park.

Koksilah Business Park

The Koksilah Business Park, formerly known as the Koksilah Industrial Park, is located centrally within the region, just south of the urban municipalities of Duncan and North Cowichan. It contains a mix of established industrial, commercial, institutional and residential uses. In a recent survey completed by the CVRD, 45% of businesses that responded had been in operation in the Koksilah Business Park for 20 years or more.

The following key issues and concerns have been identified in relation to the Koksilah Business Park:

1. Known and potential impacts from the industrial and commercial uses on the surrounding residential communities (and vice versa) and the contamination of the natural environment.
2. Much of Koksilah Business Park is located within the floodplain of the Cowichan River, Sh-hwuykwselu (Busy Place Creek) and the Koksilah River. All three of these watercourses are salmon and other fish-bearing habitat (See Figure 2–1 Fishbearing Watercourses).
3. Parts of the Koksilah Business Park experience seasonal flooding due to runoff from the neighbouring residential community of Eagle Heights.
4. The Koksilah Business Park drains towards Sh-hwuykwselu (Busy Place Creek), a salmon-bearing stream.
5. The area is identified as having high aquifer vulnerability. The drinking water wells for the surrounding communities are located in this aquifer, fairly close by.
6. There are known geotechnical hazards in the northern part of the study area.
7. The visual appearance of properties and public realm within the Koksilah Business Park are inconsistent and often unattractive.
8. Transportation routes and, in particular, the active transportation network have been criticized as being inadequate and unsafe for pedestrians and cyclists.
9. The existing residential uses in the Koksilah Business Park are not recognized in zoning or the plan's land use designations but are an essential part of the existing affordable housing stock and provide residential opportunities for workers within Koksilah Business Park.
10. Businesses in the area have identified annual flooding, inadequate lighting on roadways and insufficient directional signage as safety hazards and issues that interfere with the conduct of business in the area.
11. Competition between residential, commercial and industrial land use at the Koksilah Business Park has left little opportunity for industrial expansion or the preservation of employment lands.

Other Industrial Lands

Other than the lands inside the Koksilah Business Park, six parcels are designated as Industrial within the plan area. Two of these parcels are being used for gravel extraction and processing. One is at the corner of Doupe and Koksilah roads and the other is at the location of the Duncan airport, which may need to change location soon, as the excavation requirements approach the existing runway and facilities. The Duncan Flying Club hopes to expand the airport, re-orient the runway to make it more practical and potentially add more uses that rely on air services to the facility. This challenge can be addressed in the MOCP.

There are also two parcels located along the Trans-Canada Highway, in close proximity to major crossroads, one north of Bench Road (Hillside Stone and Garden), and the other at the intersection of Phipps Road (tractor sales). Both are reasonably small and unserved. A fifth parcel is located near the Trans-Canada Highway at the corner of Hillbank and Lakeside roads and has recently been developed as a concrete manufacturing facility.

The sixth parcel is located along Highway 18, just north of the Paldi lands. It is large, but at the time of writing is subject to a subdivision application to create nine unserved lots of 2 ha each. Access would be from a new road constructed off Highway 18, directly across from Paldi Road on the south side of the highway.

The Cowichan Industrial Land Use Strategy (2018) identifies the issue of inadequate amounts of designated lands, as well as lands being used for industrial purposes but not designated for these purposes. These issues will require resolution in the modernization process.

2.4.1 Industrial Objectives

1. Prevent conflict between industrial and other land uses through good design, buffering and other means.
2. Protect the environment in the context of industrial land development and industrial operations.
3. Develop bicycle lanes and pedestrian walkways adjacent to industrial sites to provide alternative transportation options for employees to get to work.
4. Prevent additional industrial development along the Trans-Canada Highway and Highway 18.

2.4.2 Industrial Policies

The regional board:

1. Prevents conflict between industrial land uses and adjacent residential and agricultural uses.

2.4.3 Koksilah Business Park Objectives

1. Become the first fish-friendly business park, i.e., a place for doing business that meets the needs of the salmon that use Sh-hwuykwselu (Busy Place Creek), as well as the human and business needs for stormwater drainage in the area.
2. Enhance the pedestrian safety and traffic flows of the area.
3. Mitigate noise, smell and dust impacts on neighbouring residential areas.
4. Together with the business community beautify and green the business park.

5. Work closely with Ministry of Transportation and Infrastructure (MOTI) and Cowichan Tribes to provide safer active transportation links within the Koksilah Business Park, with particular focus on Allenby, Boys and Polkey Roads.
6. Recognize a mix of land uses within the Koksilah Business Park, including commercial, industrial, manufactured home park and other residential uses, institutional, transportation and park.

2.4.4 Koksilah Business Park Policies

The regional board:

1. Will consider the creation of a Koksilah Business Park neighbourhood plan in areas E and D (Koksilah Village) to address the following comprehensive planning concerns:
 - a. environmental risks, with specific emphasis on hazards due to high groundwater tables, stormwater management, flood risks and geotechnical hazards due to slope stability issues;
 - b. economic needs of the businesses in the area;
 - c. residential uses within the area;
 - d. transportation needs, with emphasis on alternative forms of transportation for pedestrians and cyclists; and
 - e. design aesthetics in support of business and community interests.
2. In considering the development of the neighbourhood plan, may also include the Eagle Heights neighbourhood located above the Koksilah Business Park.
3. In response to the Koksilah Business Park Neighbourhood Plan, will upgrade the form and character requirements of the relevant development permit areas, as well as any other development permit areas that require modification in response to the plan.
4. To reduce the risk of contamination to the underlying aquifer, will not permit the establishment of any new fueling stations or other businesses that use underground or above ground storage tanks to store fuels in the Koksilah Business Park.

Figure 2-1 Fishbearing Watercourses



Figure 4

2.5 Institutional Designation

The Institutional designation is intended to accommodate those institutional uses, whether privately or publicly owned, that assist with maintaining a high quality of life. At the time of adoption, institutional uses in the plan area include the Sahtlam Fire Hall, Paldi Temple and Cemetery, Chinese Cemetery, Sunrise Waldorf School, the Hub at Cowichan Station, Glenora Community Hall, Glenora Farm, Koksilah School (now the Vancouver Island University Trades School), Eagles Hall, Cowichan Bowmen Archery Club, Cowichan Fish and Game Association and the Cowichan Valley Trap and Skeet Club.

2.5.1 Institutional Objectives

1. Resolve safety, noise and associated environmental issues with the Cowichan Fish and Game Association's facility in the Cowichan River Provincial Park.

2.5.2 Institutional Policies

The regional board:

1. Discourages the conversion of institutionally designated lands to alternative designations, such as residential, commercial or industrial.

2.6 Parks Designation

The Parks designation is intended to ensure that adequate parkland and park amenities are available to all residents in the plan area. For the purposes of this plan, 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.

Electoral area E has approximately 114 ha of community parks, and 160 ha of subregional and regional parks. Cowichan River Provincial Park (1,414 ha) is also partly located in area E and the Cowichan Valley Trail, part of the Trans-Canada Trail, traverses the plan area

The CVRD actively encourages additional acquisitions as suitable lands become available. As the population continues to grow, a high priority will be placed on the maintenance of existing parks and trails and the acquisition of new ones, including trail linkages. See the Parks and Trails Master Plan for area E for full information.

2.6.1 Parks Objectives

1. Improve pedestrian and cycling linkages.
2. Focus land acquisition on ecosystem.
3. Encourage the Ministry of Transportation and Infrastructure, Ministry of Environment, non-governmental organizations and community groups to fund and implement habitat conservation and communication projects. These may include, but are not limited to, fisheries restoration, amphibian and ungulate protection corridors, roadside wildflower areas, and connected riparian waterways and wetlands (green infrastructure). The focus will be on
 - a. Sh-hwuykwselu (Busy Place Creek) fisheries enhancement, integrated riparian waterways, educational development and green flood buffering infrastructure;

- b. protection of migration routes for amphibians in the vicinity of Wake Lake, including measures such as use of signage, temporary road closures during migration periods and education campaigns regarding habitat on private property; and
- c. living with Roosevelt elk, which includes protection of corridors, limiting fencing and using appropriate fencing when fencing is required.

2.6.2 Parks Policies

The regional board:

1. Establishes standards for roadside pathways that are separated from motor vehicles to the greatest extent possible.
2. Acquires parkland through subdivision in the following circumstances:
 - a. When parcels designated as Village Residential, Rural Residential, River Corridor or Manufactured Home Park are considered for subdivision into three or more additional lots, will determine whether the owner of land being subdivided shall
 - i. provide, without compensation, community parkland equivalent to 5% of the parcel size and in a location acceptable to the CVRD to be designated as Park on the plan of subdivision; or
 - ii. pay to the CVRD an amount that equals the market value of the land that may be required for park purposes, not to exceed 5% of the land being proposed for subdivision.
 - b. Ensures when parcels are not designated as Village Residential, Rural Residential, River Corridor or Manufactured Home Park, but are considered for subdivision, the owner of the land being subdivided shall pay to the CVRD an amount that equals the market value of the land that is required for park purposes.
 - c. Ensures Cowichan and Koksilah River corridors and other lands that provide critical ecosystem services (e.g., flood mitigation or rare and endangered ecosystems) are a priority.

2.7 Freshwater Designation

There is a lot of fresh water in the Cowichan Koksilah local plan area, including three major rivers and their tributary streams, and many wetlands—particularly in the Cowichan watershed—in both the Sahtlam and the Glenora areas. These areas serve as staging areas for waterfowl and provide valuable habitat for other species. The Freshwater designation is intended to protect aquatic and other water-based environmentally sensitive habitats for ecological functioning and to provide wildlife corridors within the plan area.

There are only two lakes of note within the plan area’s Freshwater designation: Wake Lake (Sahtlam) and Keating Lake (Glenora). Keating Lake is located in the Agricultural Land Reserve and serves as the headwaters for Blackwater Creek. Wake Lake, however, is located in an area with considerable development pressure, and is the breeding ground for two blue-listed amphibian species: red-legged frogs and western toads.

2.7.1 Freshwater Objectives

For objectives related to the Freshwater designation, please see the OCP.

2.7.2 Freshwater Policies

For policies related to the Freshwater designation, please see the OCP.

2.8 Commercial Designation

The Commercial designation is intended to accommodate a variety of commercial activities, including local services, tourism, recreational, retail, service and highway commercial. It anticipates the possibility of the establishment of a neighbourhood pub.

The Commercial designation includes a variety of existing and planned commercial and light industrial uses within the plan area. Some are within the Koksilah Business Park, while others are in close proximity to the Trans-Canada Highway, such as the businesses near the Bench and Koksilah Road intersections. These lands are recognized for their importance to the regional economy in providing employment opportunities and supporting local economic activities.

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

2.8.1 Commercial Objectives

1. Link heritage tourism and agri-tourism with commercial development.
2. Prevent additional commercial development along the Trans-Canada Highway and Highway 18.
3. Encourage low carbon redevelopment.

2.8.2 Commercial Policies

The regional board:

1. When considering rezoning for various purposes, in addition to the standard requirements, may additionally require the following information:
 - a. For a new neighbourhood pub:
 - i. wine sales or liquor sales outlet; and
 - ii. clear evidence that there is local demand for the proposed use.
 - b. For a new mini-storage facility:
 - i. clear evidence that there is local demand for the proposed use; and
 - ii. indication that the facility be staffed rather than automated, with operating hours limited to daylight hours.
 - c. For new tourist commercial uses:
 - i. indication that the use is within easy reach of but preferably does not front directly onto a highway; and
 - ii. in those cases where the proposal is to convert Forestry-designated lands to tourist commercial uses, that the use clearly requires a forest as part of the attraction.

2.9 Residential Designations

The Residential designations are intended to provide for a wide range of residential types within the plan area. Within the local plan, there are seven Residential designations:

- Rural Residential

- Manufactured Home Park
- River Corridor
- Village Residential
- Paldi Comprehensive Development
- Integrated Community Comprehensive Development
- Future Development

Rural Residential Designation

The Rural Residential designation is intended to accommodate a rural lifestyle and, where possible, to provide a buffer between large rural resource uses (forestry, mining and agriculture) and more urbanized residential lands. This limits the exposure to land use conflicts at the same time as providing a rural residential lifestyle option. These parcels are characterized by their single-family dwellings, treed areas and small-scale agriculture, and should provide aesthetically pleasing green space and treed areas. Each property within the Rural Residential designation will provide its own well and septic systems. No community water or sewer systems are planned for this land use designation.

2.9.1 Rural Residential Objectives

1. Provide a rural residential lifestyle option that creates a buffer between resource lands and residential areas.
2. Ensure areas designated as Rural Residential on Schedule L, LE1 map series are developed with parcel areas ranging from 2 to 5 ha, with residential development not to exceed one principal dwelling unit per parcel.
3. Minimize reliance on groundwater for irrigation purposes.
4. Minimize the area of impervious surfaces.

2.9.2 Rural Residential Policies

The regional board:

1. Does not support extending community water and sewer services into Rural Residential areas.
2. Encourages rainwater harvesting.
3. Encourages small footprints and clustering of buildings.

Manufactured Home Park Designation

The Manufactured Home Park designation applies to manufactured home parks within the plan area. Manufactured home parks represent an important component of the CVRD's affordable housing stock, providing some 59 dwelling units within electoral area E. These include varieties of modular homes, homes that can be "digitally printed" and other forms of innovation. Additionally, there is one undeveloped land parcel designated for Manufactured Home Park in the Sahtlam area.

2.9.3 Manufactured Home Park Objectives

1. Establish zoning for community gardens.

2.9.4 Manufactured Home Park Policies

The regional board:

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

River Corridor Designation

River Corridor Residential designation applies to low density rural residential lands along the Cowichan and Koksilah River corridors. These areas contain sensitive riparian habitat along the rivers and require sensitive development or redevelopment.

2.9.5 River Corridor Objectives

1. Encourage the Province to designate all Crown lands within the River Corridor designation as provincial park.

2.9.6 River Corridor Policies

The regional board:

1. May seek to acquire private lands within the River Corridor designation for park purposes.

Village Residential Designation

The Village Residential designation is applied only to those areas that are currently fully serviced or will be fully serviced as part of the overall development process. This designation is intended to accommodate primarily residential uses, including a variety of household and housing types, in anticipation of future population growth and demographic change.

The Village Residential designation encourages ground-oriented dwellings particularly ground-oriented multi-unit residential development, such as traditional row houses, stacked townhouses and courtyard row houses.

The Village Residential designation accommodates area residents in a manner that supports the efficient and economical provision of services such as water, sewer, solid waste and recycling collection, and public transit along with amenities such as parks, trails and safe roadside pedestrian pathways.

2.9.7 Village Residential Objectives

1. Accommodate a variety of households and housing types including co-housing and housing co-operatives.
2. Create livable and walkable communities, with green space, tree canopy, walking paths and other amenities for residents and visitors.
3. Develop multi-family housing development form and character development permit guidelines.

2.9.8 Village Residential Policies

To be considered during the modernization phase of the plan.

Paldi Comprehensive Development Designation

See Area F Local Area Plan.

2.9.9 Paldi Comprehensive Development Objectives

Paldi is situated in electoral area F. Please refer to the objectives listed for Paldi Comprehensive Development in section 2.9.12 of the area F local plan.

2.9.10 Integrated Community Comprehensive Development

The Integrated Community Comprehensive Development designation is intended to accommodate comprehensive development consisting of residential, small-scale commercial, business and institutional uses. This designation promotes economic development opportunities for residents by providing employment in close proximity to residences and by permitting residential uses near the Koksilah Business Park.

A central theme for properties designated as Integrated Community Comprehensive Development will be environmental and social sustainability. The development provides high-quality affordable housing, increasing the rental housing pool and supporting a socially diverse community.

2.9.11 Integrated Community Comprehensive Development Objectives

1. Repurpose and upgrade existing facilities on the sites to accommodate residential, small-scale commercial, business and institutional uses.
2. Promote economic development opportunities for residents by providing employment in close proximity and by permitting residential uses near the Koksilah Business Park.
3. Create a showcase of environmental and social sustainability.
4. Provide a variety of housing choices including single-family and multi-family units.

2.9.12 Integrated Community Comprehensive Development Policies

The regional board:

1. Will consider varying the parking requirements, given that residents have the opportunity to work within the same area, provided that adequate parking is shown.

Future Development Designation

The Future Development designation is intended to indicate land areas designated to absorb future residential development (to be fully reviewed in the modernization), including commercial nodes and the residential settlement areas in general proximity to them.

2.9.13 Future Development Objectives

To be considered during the modernization.

2.9.14 Future Development Policies

To be considered during the modernization.

2.10 Settlement Nodes

Using the Settlement Node typology of the OCP (Table 3-1), and looking at the four communities within the plan area, the following settlement nodes are present:

Figure 2–2 Settlement Nodes

Type	Plan Area Community
<i>Major Village</i>	Eagle Heights/Koksilah Business Park
<i>Neighbourhood Nodes</i>	Sahtlam
	Glenora
	Cowichan Station
<i>Rural Centre</i>	Paldi (once built out)

2.11 Roads and Servicing

The plan area is affected by several major transportation corridors: the rail corridor that runs alongside the Trans-Canada Highway in the area of the Koksilah Business Park, and two major highways:

1. The Trans-Canada Highway, first designated on Vancouver Island in 1941, has been upgraded multiple times over the years. Where it passes through area E, it operates as a heavily signalized low-to-limited-mobility arterial road, rather than a freeway, albeit the largest and most important road in the region.
2. Highway 18 is a short, 42 km (26 mi) main vehicle route connecting the city of Duncan on the Trans-Canada Highway with the community of Youbou. The highway first opened to vehicle traffic in 1953 and was re-routed to a straighter and wider alignment in 1970.

The CVRD's concern for both highways maintaining them, as much as possible, as controlled or restricted access highways to allow for the smooth and efficient flow of people and goods through the region and to protect the scenic rural landscape.

During the development of this plan, there was considerable discussion about the possibility of a Duncan bypass, an extension of the highway to avoid congestion within the city of Duncan and rejoin the main highway north of the congestion area.

There is a lot of uncertainty as to whether a Duncan bypass route is likely to be built. But if it were to be built, it would have significant impacts on the landscape, wildlife and lifestyle of Cowichan Koksilah plan area residents. It would also place higher residential development pressure on the surrounding lands, which could destroy the agricultural potential and the character of the area.

The transportation objectives and policies are intended to improve transportation and land use planning. A comprehensive transportation plan for Cowichan Koksilah will be considered in the modernization.

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.

2.11.1 Road and Transportation Objectives

1. Maintain the portion of the Trans-Canada Highway that passes through the plan area as a restricted access highway.
2. Minimize the impact on affected properties and agricultural lands when developing an access road or frontage road network adjacent to the Trans-Canada Highway.
3. Provide alternative property access to those properties adjacent to the Trans-Canada Highway, rather than providing direct access from the highway.
4. Prevent the creation of additional points of access onto the Trans-Canada Highway or the Cowichan Valley Highway.
5. Encourage the Province to
 - a. avoid construction of a Duncan highway bypass through close cooperation between the CVRD, the City of Duncan, the Municipality of North Cowichan and MOTI on highway corridor management;
 - b. in cases of subdivision or re-zoning of property adjacent to the Trans-Canada Highway, provide property access away from the Trans-Canada Highway and eliminate the present means of direct highway access;

- c. not support development applications to designate additional commercial or industrial lands along the Trans-Canada Highway or the Cowichan Valley Highway in the plan area, in the interest of protecting the appearance of rural landscapes;
- d. require that any new development maintain the highway frontage in its natural state or provide a landscape buffer strip of at least 30 m between the development and the highway; and
- e. evaluate an inclusive set of costs and benefits of various options, including alternatives that would make a highway bypass unnecessary, recognizing the impacts on agricultural productivity and the environment more generally that would occur in the context of construction of such a bypass.

2.11.2 Road and Transportation Policies

To be considered during the modernization.

2.11.3 Servicing Objectives

To be considered during the modernization.

2.11.4 Servicing Policies

To be considered during the modernization.

2.12 Temporary Use Designation

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

Land designated for special event temporary use in the Cowichan Koksilah plan area is limited to the Cowichan Valley Trap & Skeet Club (PID: 009-850-741).

Lands not already designated for temporary uses may be identified in the modernization phase.

2.13 Heritage

The plan area contains one designated heritage property: Fairbridge Chapel and School (Bylaw No. 599).

This plan recognizes that a significant number of cultural or natural heritage sites are present in the plan area and highlights the following for consideration in the Heritage Registry:

1. *Paldi Sikh Temple and Cemetery*: Provincially recognized under s. 18 of the *Heritage Conservation Act* as epitomizing the South Asian rural experience in B.C., Paldi was a small logging community on Vancouver Island. Located between Duncan and Lake Cowichan, and originally called Mayo, this town was founded by Mayo Singh and his partner Kapoor Singh in the early 1900s. The former town site included a lumber mill, company store, school, post office, Japanese temple and bunkhouses for workers and housing for families of South Asian, Japanese, Chinese and European heritage. The first gurdwara (Sikh temple) in Paldi was opened in 1917.

2. *Hillcrest Chinese Cemetery*: The cemetery is listed on the Heritage BC website and recognized for its historical value through its association with the extensive involvement of Chinese-Canadians in B.C.'s logging industry. It was established on land donated to Chinese-Canadian workers by the Hillcrest Logging Company to honour their contributions of talent and labour. This original donation of land emphasizes the commitment made by the company to the well-being of its workers even after their deaths and stands as a powerful symbol of the possibility of enduring relationships between Chinese-Canadians and non-Chinese in B.C. that were not marked by conflict. The cemetery exemplifies *feng shui* principles used in its design, and because of its longevity—with the last burial occurring in the 1960s—the place has heritage significance as a symbol of long-standing relationships between Chinese-Canadian forestry workers, their employers and the local community.
3. *Keating Farm*: This 13 ha farm property contains a number of heritage structures, the most significant of which is the main farmhouse. This 1880s-era house contains a unique Great Hall designed and built by architect John Tiarks in 1894. It was owned by the Land Conservancy until 2014 when it was sold to private individuals who are continuing to operate it as a working farm, with its heritage orchards.
4. *Fairburn Farm*: Established by Mary and John Jackson in 1896, the 80 ha Fairburn Farm has had a checkered career as a farm, hunting lodge, dairy farm, organic cooperative and pioneer of farm stay vacations and water buffalo farming in North America.
5. *St. Andrew's Church, Cowichan Station*: Consecrated on February 8, 1906, and deconsecrated in 2011. It is architecturally compelling, with many features of interest, including the incorporation of relics into the church architecture.⁶ The cemetery is still intact.
6. *Glenora Store and Café*: In operation since 1950, originally as a garage for fueling and maintaining cars, it has since evolved through a variety of types of businesses, including incubating the very successful Community Farm Store. Now owned by the Ita Wegman Association, it sells produce and products from the Glenora Farm, as well as providing café services ... and it still sells gas!
7. *Sahtlam School House*: Now a private residence, this location at 4410 Old Cowichan Lake Road was used as a school from 1922 to 2002. There is interpretive signage outside of the property.
8. *Currie Park*: Daniel Currie arrived in Canada from Scotland in 1878, followed by his son John in 1884. Daniel lived on the property and farmed the land where Currie park is now located. Both Daniel and John Currie were active in the Sahtlam community, sat on the Sahtlam School Board and volunteered their time with the school for many years. When Daniel died in 1918 at the age of 78 his son John took over the farm until his own passing in 1931 at the age of 57. As John Currie never married, he left the property to his sister. Both father and son were buried on the property.

⁶ These include the base and stem of a lectern rescued from the shelled ruins of Ypres Cathedral in Belgium, and fragments of stained glass from a bombed church in Rheims, France, which are incorporated in the windows to the north and south side of the nave. <https://heritagebc.ca/war-monuments-memorials/cowichan-station/>

9. *Carlton Stone home at 5372 Miller Road:* This was an original home to Hillcrest Lumber pioneers circa 1913.
10. *Robert McLay Jr. home at 5241 Koksilah Road:* Constructed circa 1908, this home is currently operating as the McLay Inn.

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 official community plan in terms of the objectives and policies of this plan. The land use inventory statistics outline the amount of land within the plan area designations. The current amount of land within the plan area is 19,988 ha (49,393ac), shown on Schedule L as follows:

A. Renewable Resource – Agriculture

The current amount of land designated for Renewable Resource – Agriculture use is approximately 3,267 ha (8,073 ac) or 16.345% of the plan area.

B. Rural Resource – Forestry

The current amount of land designated for Rural Resource – Forestry use is approximately 14,357 ha (35,476 ac) or 71.825% of the plan area.

C. Industrial

The current amount of land designated for Industrial use is approximately 125 ha (308 ac) or 0.624% of the plan area.

D. Institutional

The current amount of land designated for Institutional use is approximately 32 ha (80 ac) or 0.161% of the plan area.

E. Parks

The current amount of land designated as Parks is approximately 789 ha (1,950 ac) or 3.948% of the plan area.

F. Freshwater

The current amount of the plan area designated as Freshwater is approximately 41 ha (101 ac).

G. Marine

There is no marine designated land within the plan area.

H. Commercial

The current amount of land designated for Commercial use is approximately 14 ha (34 ac) or 0.069% of the plan area.

I. Residential

The current amount of land designated for Residential use is approximately 1,405 ha (3,471 ac) or 7.027% of the plan area.

J. Railway Transportation

The current amount of land designated for railway transportation is 0 ha (0 ac) or 0% of the plan area.

3-1 Regional Performance Measures

Electoral Area E - Cowichan Koksilah/Quw'utsun Xwul'qwselu Local Area Plan

Land Use Designations	Rural Area (excluding Sahtlam)		Rural Area % of Local Plan	Sahtlam		Sahtlam Area % of Local Plan
	Hectares	Acres		Hectares	Acres	
Renewable Resource - Agriculture	2,859	7,064	14.302	408	1,009	2.043
Renewable Resource - Forestry	13,056	32,262	65.317	1,301	3,214	6.507
Industrial	125	308	0.624	0	0	0.000
Institutional	6	15	0.031	26	64	0.130
Parks	492	1,215	2.460	297	735	1.488
Freshwater	38	93		3	8	
Marine	0	0		0	0	
Commercial	13	33	0.066	1	2	0.003
Residential	280	691	1.399	1,125	2,780	5.628
Railway Transportation	0	0	0.000	0	0	0.000
Total	16,830	41,588	84.199	3,158	7,804	15.801

	Hectares	Acres
Rural Area (excluding Sahtlam)	16,830	41,588
Sahtlam Area	3,158	7,804
Grand Total	19,988	49,393

1. When calculating the land use designations, land within the ALR is included in the designation within which it sits.
2. In the plan area, the total amount of ALR land is approximately 3,471 ha, or 24%.
3. In the plan area, there is no land within a growth containment boundary.

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 area accounts for 15.801% of land in local plan E.

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